

1932.

Kenya.

No. 18026 / 1.

SUBJECT

CO 533 / 419

Road and Railway Competition.

The carriage of goods by Motor

(Prohibition) Ordinance.

Previous

Main File

Subsequent

3056/33.

1 For Kenya — 3/6 — 2 July 1932

Trs. copy of Report by Chmn of Board appointed under Carriage of Goods by Motor (Control) Ord'ce, for the period Nov. 1931 to June, 1932. Comments on loss in railway revenue, and effects of wasteful competition. Encloses copy of bill (The Carriage of Goods by Motor (Prohibition) Ord'ce, which is approved by Mr. Gibb as a temporary measure for the elimination of wasteful competition. Proposes to introduce Bill in Legis C'cil on 25 July. Asks if any objection.

2 For Kenya — 12/23 — 11 July 1932

"Pending further consideration by legal advisers and Executive C'cil it is not now proposed to publish Carriage of Goods by Motor (Prohibition) Bill as advertised. Despatch follows."

The draft Bill enclosed with 1 proposes the absolute prohibition of the carriage of goods by motor transport on two main roads in the interests of the railway.

The ^{local} Select Committee which considered the 1930 Control Ord'ce, were opposed to complete prohibition see the report enclosed with 7 in 17228/31.

It appears from 2 that difficulty has arisen in regard to the draft Bill.

? await the promised despatch

H.S. Pinnis

12/7/32

... suspect that N: 2 was sent after

To A.D.A. Nalpeya's return to Nairobi.

To Home, the Kenya Roads Engineer, would see that the P.W.D. spends not a penny on the upkeep of the Nairobi-Mombasa trail, and that it is now in such a condition that a motor-busy

life is very brief.

Yes G.C.B. 14/7/32

? Await despatch
Attention info

3 Extract from The Times. 11/8/32

a despatch about this was
promised in 2. The Railway
Finance figures appear too
rosy to be true - but they are
often garbled in these communications.

?? with

115. 10255 ^{11/8/32}

J.A. Allen

2M1

at once

4. Mr. Allen

576 — 787/32

The copy of an amended Bill, which
it is proposed to publish for information
prior to introduction in Legis. Ctl.
Adv. if he may be informed by telegraph
whether there is any objection to the
provisions of the Bill.

This follows the ~~draft~~ Bill enclosed
with 1 except for the modifications
mentioned in para 2 of 4. The
new clause 9 appears to have
been introduced to overcome
the objection marked 'A' in
Mr. Gibb's report enclosed with 1
as he approved that Bill
generally as a temporary
measure there seems no reason
to object in principle - The financial

position of the railway justifies the introduction
of an ad hoc measure of this nature pending the
receipt of Mr. Gibb's report on the general question
specifically referred to him at 6 in 18026/32.

The main objection is that this legislation
must penalise the owners of commercial transport.
There is however no question of racial discrimination
(Mr. Allen's minute of 12/9/31 on 17228/31 applies),
although those chiefly affected will be Indians -
but financial considerations must be the deciding
factor in present circumstances.

As regards the details of the bill there
are the following points to consider:-

Section 3 (3) remains unaltered in spite of
Mr. Gibb's query regarding other industrial concerns
which it was stated in para. 5 of 1 was receiving
consideration. The new section 9 does not
appear to cover these cases.

? Invite attention to this and inquire
the reasons for making no provision for such
industrial concerns.

Section 9. No marginal letters are given.

Section 10. This follows the provisions of
section 20 of Ordce. XXIII of 1931 which is
reproduced in Uganda Ordce. No. 7 of 1932 (section 5).

As regards the Schedule this remains
the same as in the original Bill and the Governor
does not comment on Mr. Gibb's suggestion that the
Schedule should be extended to Eldoret. As under
section 4 the Governor in Council takes power to
vary the Schedule it seems unnecessary to do more
than to ask for the Governor's views on this
suggestion.

? Subject to any legal observations

approve

approve by tele^{gram} in principle as a temporary measure.

(24) H. E. FRIEDMAN.
10.9.32

By any legal device please
J. H. Allen
12/9/32

This though a strong measure,
is not one which seems to
me to call for comments
from legal standpoint.

J. H. Allen
12.9.32

The Treasurer may be
entitled to
railways.

The Telegraph that
the Govt is prepared to agree to
the Bill as a temporary measure
but say as regards Mr Gibbs'
comments, that the Govt notes
that no amendment has been
made in clause 3(3) nor in
the Schedule. I add that if
as a result of reference to
the Railway Advisory Council
any material amendments are
proposed the Govt would

J. H. Allen

12/9/32

I agree. I don't believe a policy of the
kind can be regarded as more than a
temporary expedient, and I am sure
that ultimately the way to deal with
the problem is to have a single body
with a practical monopoly of both
rail & road transport. The railway
will have to go into the business instead
of seeking prohibition of competition.

P. V. Varman
12.12.32

J. H. Allen
12/9/32

Where the Railway is a State railway, it is
inevitable that if there is to be a single body with
a practical monopoly, it must be the railway.
If it is to obtain that monopoly without prohibition
(or practical prohibition) of competition, it can
only do so by under-cutting its competitors.
A privately owned railway may be in a position to
sacrifice its shareholders in this way, but in the
case of a State railway the shareholder is ^{the} taxpayer,
and in the long run the taxpayer will not stand the
burden of under-cutting if he thinks that the same
result can be obtained by legislation.

In the case of State ownership, I think
that the only course is to have a strong Advisory
Committee on which the different local interests

will be sufficiently represented, and with the aid of its advice, but with an eye to the final interests of the State, the legislature should take a strong line.

Sir S. Wilson:

The papers have not been forward since Kenya concluded that the previous arrangement for controlling road traffic by means of heavy, but not prohibitive, tolls had failed, and that it must be replaced by prohibition on selected routes.

With Mr. Gibb's ^{advice} before us, I think that we have no option but to give the principle of prohibition a trial. The details have obviously been closely considered, as the decision not to apply prohibition on the Thomson's Falls Route, without even retaining the previous power of imposing a toll, must mean that they have given up the idea of making a branch railway pay, and cannot, therefore, have been taken without deliberation.

? Telegraph as proposed.

W.C.S. 174 12

Signed
B.M.K.
Stana

70 4 37.

23 5 34

Please see Sir C. Bottomley's minutes

17/9 and 20/9/32 & 18205/32 Kenya.

I have ascertained from G.D. 89 that it is expected that copies of the Sallis report will issue about the 15th Oct - the circular will bear that date.

A reference to that report could well be made in regard to paras 4 and 7 of 1 on this file with the suggestion that in formulating a policy of transport control regard will no doubt be had to the ^{provisions} ~~provisions~~ in that Report.

? This may perhaps stand over till the issue of the circular so as to avoid any vain repetition.

H.S. Pons & Co
29/9/32

Receipt

Please return & attach to this paper a

x 1/10/32

attached to

copy of the Circular (with end), when available; & reinsert

J.P. Streeton
30/9/32

Dr Allen

The Satter Report has now gone to Gov. Kanga; two copies have also gone to Sec. Gov's Conf., one of which Col. Walker, under the standing arrangement, will pass to the Office of the H.C. for Transport.

It seems unnecessary to write specially to H.C.; General Rhodes may be depended on to look at the Report, and it may be doubted whether, in the very different conditions prevailing in the U.K. & in E.A., the Report contains much that will afford direct practical guidance to the local authorities.

2. P. 14
B. Frendley

6. Governor Byrnie Tel. No 3 _____ 5th Oct. 32

States no amendment to clause (b) is necessary & that Railway Advisory Council suggested no other amendment than that finally under clause 8 should be increased or include confiscation.

We can now await the Ord^s, as passed by Council

2. P. 14
B. Frendley

D. D. next day to be introduced to

Dr Allen

I showed letter to show the file back before the end of the week.

I have finished with the 99. 10. 32
10. 11. 32

shown to
Code & M. 2116
to on 1. 2116
110
seen
A.C. 21/5
S. 21. 8.

7. Governor Byrnie Tel. No 3 _____ 6th January 33

Gives details of petition from Indian Congress regarding headship created by the Dadas. As a number of Chattrans Natives, & states that a similar petition to Governor in Council has been considered & advice of Council was that no action should be taken.

8. C. F. Andrews _____ 5th January 33

States has received cable from the Indian Congress at Mandi, requesting that consent it be urged that consent to transport bill be withheld or renewal of license for a dozen licenses be granted. Suggests course be given to hard cases.

To Rev. C. F. Andrews - passed _____ 6th January 33

DESTROYED UNDER STATUTE

in regards of the ordinance has passed has not yet been received with approval has been given to it in principle & is as a temporary measure (in received the support of Mr. Gibb with his letter enclosed with it); it is to remain for a year and it is obviously impossible to make an exception in the case of 12. Loris [The first report para 105 does not envisage total prohibition as a permanent after over-estimate of railway rates control native restriction by license.] As this is a petition to the S. G. S. it must go forward. Report the Governor to inform the Indian Congress that their representations have been carefully considered by the S. G. S. with the view to see no reason to determine? As regards 8 inform Mr. Andrews

that the Ordinance in question only prohibits long transport over the two main roads Mombasa to Nakuru and Voi to Taita: that it was introduced only after restriction by license had been attempted and had failed: that there is nothing to prevent transport workers from entering as he suggests other roads in the Colony other than the two above mentioned.

W. P. Rossiter
9/11/33

The Indian telegraphist in the hope of securing the withdrawal of amendment (i.e. amend to H.D. not to disallow the Ordinance)

It would be premature to refer to the petition until the text of the amended Ord. has been recd. It should arrive by an early mail, and should then go forward to S. of S. with a brief note on the petition.

Meanwhile aft. reply to the Andrews as proposed, adding that the amended Ord. is understood to contain no provision for renewal (in respect of the two roads in question) if license due to expire it does provide that license issued before it came into force should remain valid for the period of their currency (§ 11)

W. P. Rossiter
at me

Proceedings of the Legislative Council

I give to the City to the Andrews Mombasa - Nakuru and Voi - Taita represent an important "only", but there are plenty of other roads.

W.P.

W.P. 13.1.33

W.P.
16/1/33
at me

To The Hon. C.F. Andrews (8 am) - 18/1/33

N. 13
when Order was
see No. 7
Secretary's
opposite

11. Govt. Notice No 613

The Carriage of Goods by Motor (Prohibition) Ordinance 1933

No 11. P. 11/33

W. P. Rossiter
28/1/33
at me

(A)

GOVERNMENT NOTICE No. 668

His Excellency the Governor in Council has approved of the following Bill being introduced into the Legislative Council.

G. BERESFORD STOOKE,

Acting Clerk of the Legislative Council.

A Bill to Provide for the Prohibition of the Carriage for Reward of Goods by Motor Vehicles over Certain Roads of the Colony.

BE IT ENACTED by the Governor of the Colony of Kenya, with the advice and consent of the Legislative Council thereof, as follows:—

Short title and commencement.

1. This Ordinance may be cited as "the Carriage of Goods by Motor (Prohibition) Ordinance, 1932," and shall come into operation upon such date as the Governor may by notice in the Gazette appoint.

Interpretation.

2. In this Ordinance, unless the context otherwise requires—

"motor vehicle" means every description of vehicle propelled by means of mechanism contained within itself other than a vehicle used on specially prepared ways such as railways and tramways; and includes a tractor and a trailer;

"tractor" means a motor vehicle designed for towing one or more trailers;

"trailer" means a vehicle attached to and drawn by a motor vehicle whether its weight is partly supported by the motor vehicle or otherwise;

"goods" means goods, or other movable property of any description, and includes animals and birds, whether alive or dead.

Prohibition of motor carriage of goods over certain roads.

3. (1) Save as is provided under this Ordinance, no person shall for reward convey by means of any motor vehicle any goods (other than the personal effects of persons travelling therein) over or along any road mentioned in the Schedule hereto.

(2) If any goods which have been sold or are being conveyed for sale are conveyed by the seller by means of a motor vehicle owned by him, in course of delivery of those goods to their purchaser or to the place of sale such conveyance shall constitute a conveyance for reward within the meaning of this section.

(3) The provisions of this section shall not apply in regard to the conveyance of any farming products from the farm whereon such farming products were produced to the nearest railway station or siding or to the nearest municipality or township.

Power to alter Schedule.

4. The Governor in Council may, from time to time, by order, add to, vary or revoke the whole or any part of the Schedule hereto.

Power to grant permits in special circumstances.

5. Notwithstanding anything in this Ordinance contained, the Governor in Council may grant a permit on such terms as he may think fit to carry goods for reward over or along any road mentioned in the Schedule hereto in respect of any motor vehicle either generally or in respect of any particular journey and subject to such conditions as he may

3. Notwithstanding and in addition to anything contained in the last preceding section any such provision or covenant shall be void in any case where an employer terminates the services of an employee in contravention of the terms of the contract of service.

Saving where service terminated in contravention of contract.

4. The Contracts in Restraint of Trade Ordinance, 1932, is hereby repealed.

Repeal. No. 5 of 1932.

OBJECTS AND REASONS.

This Bill repeals the Contracts in Restraint of Trade Ordinance, 1932, and re-enacts it in an altered form. The Secretary of State has expressed the opinion that section 2 of the Ordinance as it stands does not quite accurately reflect the principles laid down by the House of Lords in the Nordenfolt Case, and has suggested that the wording might be altered to achieve this object.

Clause 2 of the Bill gives expression to the suggestion of the Secretary of State.

Section 3 of the present Ordinance is thought by the Secretary of State to be too wide in its incidence, and Clause 3 of this Bill, which provides that any provision or covenant in restraint of trade shall be void in any case where an employer terminates the services of an employee in contravention of the terms of the contract of service, is of a more restricted nature.

No expenditure of public moneys will be involved if the provisions of this Bill become law.

prescribe if he is satisfied that such motor vehicle is bona fide used for conveying supplies or equipment for persons on a temporary visit to the Colony or that special circumstances exist which justify him in granting such free permit.

6. Notwithstanding the proviso to section 3 of the Traffic Ordinance, 1928, no motor vehicle licensed in the Uganda Protectorate or in the Tanganyika Territory shall be entitled to carry goods for reward over or along any road mentioned in the Schedule hereto.

Application to motor vehicles imported from neighbouring territories. No. 26 of 1928.

7. Offences against this Ordinance shall be cognizable to the police.

Offences cognizable to police.

8. Any person who shall contravene any of the provisions of this Ordinance shall be guilty of an offence and shall be liable on conviction by a magistrate of the first or second class to a fine of one hundred pounds or to imprisonment for a term of six months or to both such fine and such imprisonment.

Penalty.

9. (1) Nothing in this Ordinance contained shall be deemed to make unlawful the conveyance of any goods for reward by means of a motor vehicle if the conveyance of such goods whether in one motor vehicle or in more than one motor vehicle does not involve the use of more than twenty-five miles in all of any road or roads mentioned in the Schedule hereto.

Saving for conveyance of goods not involving 25 miles of a scheduled road.

(2) The distance travelled by any person over any road mentioned in the Schedule hereto shall be deemed to be the distance from the point at which such person first came upon such scheduled road to the point at which he would by using the normal means of communication finally leave such scheduled road.

10. When any person is charged with carrying goods for reward under this Ordinance the onus of proving that the goods so conveyed were not conveyed for reward shall be on the person so charged.

Onus of proof.

11. The Carriage of Goods by Motor (Control) Ordinance, 1931, is hereby repealed:

Repeal. No. 23 of 1931.

Provided that all licences, authorities or rights granted by the Road Transport Control Board under the authority of the Ordinance hereby repealed and in force immediately before the commencement of this Ordinance shall respectively continue in force for the period for which they were issued, and while so in force all the provisions of the Ordinance hereby repealed in respect of those licences, during the currency thereof and in respect of the vehicles under the authority of such licences and the vehicles used in connexion with such licences shall apply to such licences, authorities and rights as aforesaid, and to the vehicles to which they relate.

SCHEDULE.

From Mombasa (Makupa Causeway) via Rabai, Mariakani, Voi, Tsavo, Kibwezi, Makindu, Konza and Athi River Station to Nairobi, thence by the route known as Route A to Limuru, thence through the Kedong Valley to Naivasha and thence through Gilgil and passing east of Lake Elmenteita to Nakuru.

The road between Voi and Taveta.

OBJECTS AND REASONS.

The object of this legislation is to prohibit in so far as the road system between Mombasa and Nakuru and between Voi and Taveta is concerned, uneconomic motor competition with the Railway. Such traffic under this Bill is entirely prohibited except on short hauls involving not more than twenty-five miles in all of a scheduled road, or the conveyance of farming products from the farm on which they are produced to the nearest railway station or siding, municipality or township.

No expenditure of public moneys will be involved if the provisions of this Bill become law.

C. O.

G.D.
17 JAN
18
70
10

Mr. Priestman 13/1/33

Mr. Cross 13/1/33

Mr. Franton 13

Mr. Parkinson

Mr. Tomlinson

Mr. C. Bottomley 14/1/33

Mr. J. Shuckburgh 16/1/33

Perms. U.S. of S.

Parly. U.S. of S.

Secretary of State.

Downing Street,

18 January, 1933

Sir,

I am etc. to acknowledge the

(S)

receipt of your letter of the 5th of
January, regarding the ^{request} suggestion

The Rev. G.F. ANDREWS,

of the Indian Congress, Nairobi, that
the Carriage of Goods by Motor
(Prohibition) Ordinance should be
disallowed or that, alternatively,
the licences for lorries at present
working should be renewed.

2. I am to say that the
Ordinance in question prohibits
lorry transport only over two main
roads (i.e. Mombasa to Nakuru, and
Voi to Taveta), and it was intro-
duced only after a policy of restric-
tion by licence had been attempted

without

DRAFT. *Cross*

without success. There is nothing to prevent transport workers from utilising, as you suggest, the roads in the Colony other than the two above mentioned.

3. The Ordinance is understood to contain no provision for the renewal (in respect of the two roads in question) of licences due to expire, but it does provide that licences issued before it came into force shall remain valid for the period of their currency, - such period not to exceed twelve months in all

I am, etc.,

(Signed) L. B. FREESTON

112, Gower Street,
London, W.C.1.

11
8

5th January, 1933.

The Private Secretary
Under Secretary of State,
Colonial Office.

Dear Sir,

Would you very kindly inform the Under Secretary of State for the Colonies that I have received a cable from the Indian Congress, Nairobi, which runs as follows:- "New transport bill prohibiting all lorry transport passed by local legislature this month. Please urge withholding assent, if possible. Otherwise urge granting renewal licence for dozen lorries already working, thus enabling transport workers maintain their families through depression."

I find that representations were made on this point in 1931. I would suggest that every consideration should be given to hard cases, and, if possible, permission should be offered to transport workers to use roads in the Colony where railway competition would not be a prohibiting factor. I am writing on behalf of Mr. Polak as well as myself. He is at this moment on a journey to India, and I am taking up matters connected with East and South Africa with which he generally deals.

Believe me,

Yours sincerely,

C. F. Andrews

Received January 13, 1933
Am. consl. 7/18

1932/33

RECEIVED
7 JAN 1933
COL. OFFICE

124
18026/1/7

Telegram from the Governor of Kenya to the Secretary of State for the Colonies.

Dated 6th January. Received at 3-26pm 6th January 1933.

No 3. Following from Indian Congress begins.... Reference prohibitive road transport legislation passed by local Legislature Indian Community pay for withholding assent as measure creates great hardship to large number of Indians and Natives. Savings have all been passed by merchants to consumers. In case assent already promised Indian Congress respectfully urge continuance of about a dozen lorries granted licences last year for 1933 to enable transport workers to maintain themselves through present depression. Above relief measures urgently necessary if not granted many families would be ruined ... ends. Bill as forwarded with my despatch of 10th August No 376 1932 was amended in Council in four points (a) made operative for one year only subject to extension by proclamation (b) schedule not to be varied save by resolution of Legislative Council (c) distance in clause 9 raised from 25 to 30 miles (d) in clause 11 after the words "issued" following words inserted "which period shall in no case exceed 1 year".

Previous Ordinance is now repealed and there is now no provision for granting or renewing licences. A petition on similar lines to Governor in Council has recently been considered and advice of Council was that no action should be taken. Statement regarding passing on of benefit to consumers was carefully examined prior to passing of Ordinance and found to be unsubstantiated. Also representation regarding unemployment is considered to be much exaggerated.

Amend. No. 3 on
3056/33 142



61
GOVERNMENT HOUSE,
NAIROBI,
KENYA.

KENYA.

No. 485

BY AIR MAIL.

5th October, 1932.

Sir,

No 5
I have the honour to acknowledge receipt of your telegram No.192 of the 23rd September on the subject of the Carriage of Goods by Motor (Prohibition) Bill.

2. Mr. Gibb's suggested amendments to clause 3(3) and the Schedule of the Bill were considered in Executive Council before the Bill was submitted to you. As regards clause 3(3) no amendment is considered necessary, since under clause 9 any goods may be conveyed for reward for a distance not exceeding twenty-five miles along a scheduled road. There are no industrial products produced at a distance of more than twenty-five miles from the nearest railway station and requiring conveyance along either of the scheduled roads.

3. The Railway Advisory Council considered the Bill at its meeting held on the 13th and 14th September and, while agreeing that the Bill should achieve the object desired and recommending its early enactment, suggested no other amendment than that the penalty provided under clause 8 should be increased or should include confiscation. I am not in favour of providing for confiscation and, as regards the adequacy of the penalty, I see no reason to suppose that a fine of one hundred pounds or six months imprisonment will be an insufficient deterrent. In the unlikely event of it proving

THE RIGHT HONOURABLE
MAJOR SIR PHILIP CUNLIFFE-LISTER, P.C., G.B.E., M.C., M.P.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET,
LONDON, S.W.1.

proving inadequate, severer penalties can readily be provided, if experience shows that they are required.

I would, however, if pressure is brought in Select Committee, agree to a severer penalty.

4. The Railway Advisory Council has not asked that the Schedule should be extended as suggested by Mr. Gibb, and in the circumstances the power to add to the Schedule, vested in the Governor in Council under clause 4, appears to be all that is necessary.

5. The Bill is being published accordingly with a view to introduction into the Legislative Council at the next session.

I have the honour to be,

Sir,

Your most obedient, humble servant,



BRIGADIER GENERAL.

GOVERNOR.

Downing Street,

1st October, 1932.

Sir,

With reference to my Circular despatch of 9th April, I have the honour to transmit to you, for your information, a copy of the Report of the Conference arranged by the Ministry of Transport between representatives of the British Railways and of Goods Transport by Road for the purpose of considering, and making recommendations regarding, the best and most efficient division of functions between rail and road transport of goods.

Additional copies of this publication as may be required by your Government for local circulation should be ordered through the Crown Agents for

I have the honour to be,

Sir,

Your most obedient, humble servant.

P. CUNLIFFE-LISTER.

The Officer Administering
the Government of

MINISTRY OF TRANSPORT

REPORT OF THE
CONFERENCE ON RAIL
AND ROAD TRANSPORT

29th JULY, 1932



LONDON

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1932

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MINISTRY OF TRANSPORT

CONFERENCE ON RAIL AND ROAD TRANSPORT

Chairman:

Sir ARTHUR SALTER, K.C.B.

Representation of Railways:

Sir Herbert A. Walker, K.C.B., Chairman, General Managers' Committee, Railway Companies' Association; General Manager, Southern Railway.

Sir Josiah Stamp, G.B.E., Chairman, London Midland and Scottish Railway.

Sir Ralph Wedgwood, C.B., C.M.G., Chief General Manager, London and North Eastern Railway.

Sir James Milne, C.S.I., General Manager, Great Western Railway.

Representative of Goods Transport by Road:

Mr. C. de M. Gosselin, M.I.A.E., Past President, Commercial Motor Users Association (Inc.).

*Mr. P. R. Turner, Vice-President, National Road Transport Employers' Federation (Inc.).

Mr. W. J. Gannt, O.B.E., Distribution Manager, Messrs. J. Lyons and Co., Ltd.

Mr. E. Graham Gust, J.R., M.A., B.Sc., President, British Commercial Motor Users Association (Inc.).

Joint Secretaries:

Mr. G. Cole Deacon, Secretary, Railway Companies Association.

Mr. F. G. Britow, C.B.E., F.C.I.S., General Secretary, Commercial Motor Users Association (Inc.).

* Note.—Mr. Turner attended Meetings of the Conference up to the 10th June. Serious illness prevented him from attending further Meetings, and for the rest of the Conference his place was taken by Mr. W. Edwards, President, National Road Transport Employers Federation (Inc.).

PART I

INTRODUCTORY

CONFERENCE ON RAIL AND ROAD TRANSPORT.

To PERCY JOHN PYBUS, Esq., C.B.E., M.P.,
Minister of Transport.

Sir,

1. We have the honour to submit to you the Report for which you asked in the Terms of Reference which were communicated to us on 11th April, 1932, and are reproduced on page 4.

2. We began our work on 14th April, and we have since had periodical meetings on one or two days of each week, the intervals being used for the preparation and analysis of the necessary information. We are happy to say that we have been able to complete our Report by the date requested, the end of July, and to make recommendations on the questions put to us which have in all respects our unanimous support.

I.—INTRODUCTORY.

3. We think it well to make a few preliminary comments upon the scope of our task and the character of our Conference.

4. It is less than two years since the Royal Commission on Transport reported, after two years of work, on the whole problem of the Co-ordination and Development of Transport. Our role has been much more modest, our task more limited. We are not a Commission charged with the duty of examining the problem of road and rail transport from every aspect, after taking evidence from every interest concerned. We are a Conference, composed, with the sole exception of the independent Chairman, of representative persons engaged in the practical administration of road or rail transport. Our problem, moreover, has been not that of transport generally but of goods transport.

5. The questions we have been asked to consider fall into three principal categories:—

(a) the incidence of highway costs in relation to the contributions of the different classes of mechanically propelled vehicles;

(b) the nature and extent of the regulations which, in view of modern economic developments, should be applied to goods transport by road and rail;

(c) in general, any measures which may assist the two sides of the industry to carry out their functions under equitable conditions, which adequately safeguard the interests of trade and industry.

TERMS OF REFERENCE.

From the point of view of establishing what would be a fair basis of competition and division of function between rail and road transport of goods, and for the purpose of furnishing advice and information upon which the Minister of Transport will invite the views of the Highway Authorities and other interests concerned, to consider the facts relating to the incidence of highway costs in relation to the contributions of the different classes of mechanically propelled vehicles; to consider the nature and extent of the regulation which, in view of modern economic developments, should be applied to goods transport by road and by rail; and, in the light of any conclusions reached under these heads, to make such further recommendations as they are able to frame designed to assist the two sides of the industry to carry out their functions under equitable conditions, which adequately safeguard the interests of trade and industry; and to report by the end of July.

PART I

INTRODUCTORY

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I.—INTRODUCTORY.

3. We think it well to make a few preliminary comments upon the scope of our task and the character of our Conference.

4. It is less than two years since the Royal Commission on Transport reported, after two years of work, on the whole problem of the Co-ordination and Development of Transport. Our role has been much more modest; our task more limited. We are not a Commission charged with the duty of examining the problem of road and rail transport from every aspect, after taking evidence from every interest concerned. We are a Conference, composed, with the sole exception of the independent Chairman, of representative persons engaged in the practical administration of road or rail transport. Our problem, moreover, has been not that of transport generally but of goods transport.

5. The questions we have been asked to consider fall into three principal categories:—

(a) the incidence of highway costs in relation to the contributions of the different classes of mechanically propelled vehicles;

(b) the nature and extent of the regulations which, in view of modern economic developments, should be applied to goods transport by road and rail;

(c) in general, any measures which may assist the two sides of the industry to carry out their functions under equitable conditions, which adequately safeguard the interests of trade and industry.

TERMS OF REFERENCE.

From the point of view of establishing what would be a fair basis of competition and division of function between rail and road transport of goods, and for the purpose of furnishing advice and information upon which the Minister of Transport will invite the views of the Highway Authorities and other interests concerned, to consider the facts relating to the incidence of highway costs in relation to the contributions of the different classes of mechanically propelled vehicles; to consider the nature and extent of the regulation which, in view of modern economic developments, should be applied to goods transport by road and by rail; and, in the light of any conclusions reached under these heads, to make such further recommendations as they are able to frame designed to assist the two sides of the industry to carry out their functions under equitable conditions, which adequately safeguard the interests of trade and industry; and to report by the end of July.

6. As regards the whole of this work our object has been the ultimate establishment of a "fair basis of competition" such as will tend to secure a better "division of function" between goods transport by rail and road respectively.

7. In view of our composition, our terms of reference, and the declared intention of the Minister to invite the views of the highway authorities and other interests concerned, it has seemed unsuitable to us that we should ourselves invite these interests to appear before us. It is our task to present the agreed recommendations of those representing two interests as our contribution to the policy which the Government and Parliament will determine after due consideration of interests not represented in our own Conference.

8. We have, however, had the advantage of receiving written statements from the undermentioned bodies and associations, as well as on behalf of a meeting of ancillary users of road transport in the Liverpool area, and from many individuals:—

- Comjoint Conference of Public Utility Associations.
- Traders' Chamber of Trade of the United Kingdom.
- Furniture Warehousemen and Removers' Association, Ltd.
- Incorporated Association of Retail Distributors.
- Incorporated Chamber of Commerce of Liverpool.
- National Farmers' Union of Scotland.
- National Federation of Produce Merchants, Ltd.
- Parliamentary Committee of the Co-operative Congress.
- Pedestrians' Association.
- Railway Reform League.
- Road Haulage Association, Ltd.
- United Trades Association of Liverpool.

9. We have kept in mind the views and recommendations expressed in these statements, and in particular the communication received from the Road Haulage Association which was a full and careful examination of the whole problem which we found of especial value. We have at all times been fully conscious of the fact that recommendations which ignored the legitimate interests of those not represented in our Conference would be useless. If we made recommendations acceptable to ourselves at the expense of the public revenues whether central or local, if we attempted to protect our own interests by diminishing the legitimate transport facilities desired by trade or industry; if we proposed to secure equality of competition as regards wages and conditions of labour by the abolition of the system which protects labour interests on the railways; if we ignored the interests of those who use the roads for pleasure traffic or for non-mechanical transport—we should expect that our recommendations, however acceptable to ourselves on both sides, would be repented as a basis of policy. Bearing in mind constantly this condition of our work, we have attempted to

frame a scheme which is not prejudicial to absent interests, though in considering the burdens proper to the goods vehicles with which we are specially concerned and adopting certain principles for determining them, we inevitably make implications (which are shown in the appendices) as to the effects of those principles upon other classes.

10. Before we proceed to deal with the specific questions put to us, it will be well to summarize, in general outline, the main facts which constitute the framework within which our problem presents itself.

11. The advent of the internal combustion engine as an economic and social factor of importance is a phenomenon of this century and of the present generation. Before its arrival the road system of the country was, with the unimportant exceptions of a few toll-gates, and some licence fees paid in respect of road locomotives, presented freely to all who used it—pedestrians, cyclists, or the drivers of horse vehicles—at the expense of the community. The cost of construction and maintenance alike (amounting at the beginning of the century to about £12 million a year) fell upon the public revenues and almost entirely upon that portion of them which was raised locally in the form of rates.

12. On the other hand, the alternative means of transport, the railways and the canals, contributed to the rates and enjoyed no subsidy from public revenues, the whole cost of construction and maintenance being met by those who owned them and being remunerated by the charges made for transport.

13. The problem of unfair competition did not, however, arise before the advent of the internal combustion engine, because the railways and the canals had a natural advantage over any form of transport for the class of traffic for which they were suitable, which no free use of the roads by horse-drawn traffic could substantially impair.

14. In a single generation this situation has been completely transformed. The roads are now predominantly used by motor vehicles; all other use made of the roads, though not unimportant, is entirely secondary. There are now about a million private motor cars, 627,000 motor cycles, 364,000 goods motor vehicles and 87,000 taxicabs, motor omnibuses and coaches in Great Britain; and the internal combustion engine may be considered to have placed a mechanized horse at the service of each man and woman in the country for the conveyance of themselves and their goods. This is a development which has been exceeded in the U.S.A., and per head of the population by the Dominions and some of the smaller countries of Europe, but it is otherwise unapproached by any great country except France; and in no country in the world is the number of cars so great in relation to area. These

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22. The railways of course constructed their own permanent ways out of loan capital which constitutes about one-third of their liabilities and by means of share capital, the dividends on which have disappeared or have been so materially reduced. They bear the full cost of their maintenance. The railway representatives furnished the following figures in illustration of this point:—

Railway track costs corresponding to those provided by public authorities for road users for 1930.

	£
	(millions)
Interest on Capital:	
£800,000,000 at 4½ per cent	36
Maintenance and Renewals:	
£18,000,000	18
Signalling:	
£6,500,000	6½
Rates:	
£3,500,000	3½
	—
Total	64

The large sums which have to be paid by the railways in respect of the interest on the capital required to construct their permanent way constitutes a principal difference between their situation and that of the road transport industry.

23. Road transport on the other hand utilizes as its permanent way the general road system which has been constructed and transformed, and is maintained, by public revenues.

24. Such a statement would, however, by itself be misleading and unjust. Road users, in addition to being like those who are interested in railways, both taxpayers and to some extent (though small in comparison with the railways) ratepayers, pay special taxes in the form of both licence duties and petrol duty, the receipts from which, if we aggregate them for all classes of motor users, are equal to current expenditure on the roads. Commercial road transport by itself is far from paying this total cost, but on the other hand it would obviously be unjust that it should, for it is not at all in the same position as if it had constructed at its own cost a road system designed and reserved for its exclusive use. Roads are not adapted solely to its requirements; and their use by others involves restrictions on speed, extra insurance against accidents and many other disabilities.

25. It is, however, unreasonable to argue that if contributions and taxation from all sources connected with motoring covers the costs of the road, a fair basis of contribution is necessarily secured. For if a certain class of users, such as those who own private cars, pay more than their proportionate share, it may be just either that the charges upon them should be diminished, or, if Parliament considers them a proper subject of what may be called *sumptuary taxation*, on the assumption that the possession of a motor car is a presumptive indication of "ability to pay," that the surplus should go in aid of the general State revenues. But there is no reason whatever why such a surplus should operate as a relief to the appropriate burden of charges upon the commercial motor users who are in competition with other forms of transport, which must be fairly assessed and imposed if the basis of competition is to be equitable and the resultant division of function economically sound.

26. Our task has been to determine what is this appropriate contribution. Having determined it we have not felt it our duty to deal with the question of whether, and if so, how much, road users such as private motorists should pay beyond their own share of the annual road costs.

27. As we indicate later, we consider that the relative contributions need correction and that, especially for certain classes of commercial goods vehicles, they need to be increased. But extravagant expectations must not be entertained by those interested in railways as to the effect of such increased taxation, or of this combined with such additional regulation as we conceive to be in the public interest, in forcing back traffic to the railways and so restoring their fortunes. There are, however, certain fundamental issues which call for clearer recognition than they have received hitherto by the general community.

28. It must in fairness be admitted that the present situation of the railways is in part due to the fact that for many classes of traffic the motor vehicle is both more convenient and essentially more economical than the railways, which are necessarily confined to their own permanent tracks. That is, certain services of the railways, essential in the last century, are no longer indispensable, and it would be undesirable to attempt, by taxation beyond what represents a fair share of road costs or by regulation beyond what is in the public interest, to divert traffic back from the roads and deprive trade and industry of the conveniences of the new form of transport. The railways' position is also in part due to the general trade depression, and so far as this is so, there is no remedy except that which will come from general recovery. Against these two major causes of loss, the one permanent and the other temporary, the railways must look to their share of a generally increasing total of trade as economic activity expands with population and

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higher standards of life, and to the new facilities they can themselves offer to the public by co-ordinating railway transport with road transport, whether their own or not; and for the rest must deal with their losses in the appropriate manner.

29. In our recommendations we can only offer an alleviation of the third of the principal causes of loss, namely, by dealing with any existing unfairness in the incidence of highway costs and inadequacy of the regulations to protect the public and other users of the road against undesirable forms of road traffic by goods vehicles.

30. It must not be assumed that this will necessarily result in a situation that is of the maximum economic advantage to the community as a whole. This would only be the case on the assumption that we can properly isolate particular industries without regard to the essential solidarity of industry and railway services as a whole and to the interdependence of their fortunes. The correction of the incidence of highway costs may mean that each class of road transport is in future paying its own real economic cost. But the withdrawal from the railways of all classes of traffic which finds road transport economical, even on this corrected basis, may still create a situation on the railways which must react seriously upon other industries. Railway transport caters for all industries, and its tariffs have been built up on the principle of charging less than a proportionate cost of service to certain traffics, and more to others. The limitation of charges in the first case has been possible because the railways were also carrying the other class of traffic. Even when we have corrected the incidence of highway costs therefore the broad question remains, whether it is possible to retain in permanent equilibrium two systems, the economic cost of service being the guiding principle of charge for one set of industries, and "what the traffic will bear" for the other. It must be recognised that some industries whose goods are now carried by the railways on the latter principle, and whole communities dependent upon them, would be most seriously affected if they were charged the full proportionate cost of service. The position is in some respects analogous to that which results from the expectation of people who like air travel that they shall be able to fall back upon rail services when the weather is bad and find them just as regular and good as these services might reasonably be if no air facilities were used.

31. We mention these wider considerations, not because they either explain or impair the positive proposals we make later as to a fair incidence of highway costs, but in order to illustrate the inevitable limitations of this method of alleviating the general railway position and averting the damage which that entails to industries whose goods are now being conveyed on the railways at less than their strict proportionate cost.

PART II

INCIDENCE OF HIGHWAY COSTS

32. It is with this general background that we proceed to our specific problems.

33. The first of these is "the incidence of highway costs in relation to the contributions of the different classes of mechanically propelled vehicles."

34. We are happy to say that we are in full agreement as to the main principles which should govern the determination of the charges upon commercial motor transport.

35. The railway representatives ask no more than that this transport should pay its fair share of the cost of the roads they use as their permanent way. They do not ask that, either by taxation beyond this point or by restrictive regulation not required in the public interest, traffic should be forced back to the railways which they are not able to carry so conveniently or on so low a basis of real cost. They do not ask that any class of service which may have been rendered obsolete or comparatively uneconomical by the new form of transport now available should be artificially maintained. In other words they do not ask for any action which would tend to secure a different division of function than would result if a single administration, without divergence of financial interest, were solely occupied in meeting the needs of the public by the most convenient and economical arrangement of transport. At the same time, of course, such a single administration would not make its calculations as if it were starting with a clean slate; it would have due regard to the existence of capital equipment which must be utilized or wasted; would bear in mind the extent to which the transport system generally, and many road services themselves, are dependent upon the continued existence of the main railway system; and would not necessarily regard an isolated road service which just paid its way by taking the cream of the traffic, at a disproportionate cost to the railways, as economically desirable.

36. The road representatives on the other hand do not ask that commercial road transport should pay less than its fair share of the cost of the roads, or should by so doing attain any other development than that which is economic and in the public interest. They accept the principle that when those previously accustomed to use horse transport, without other contribution to the cost of the roads than they made as rate or tax payers, turn to motor transport and so enter into direct competition with the railways, they should in equity pay their full share of the cost, without deduction in respect of the right of untaxed use which they previously enjoyed when employing horses. All they ask is that they should not as motor

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users be taxed more than these principles involve or be restricted in the exercise of their occupation by regulation more than the public interest genuinely requires; and on this demand they are, as stated above, supported by the railway representatives.

37. We have to recommend what is the total annual sum which is properly to be allotted to mechanically propelled vehicles as a whole and then what is the just incidence as between the different classes.

Community Use

38. In order to arrive at the first it is necessary of course to make allowance for the other uses to which the roads are put by those who make no payment therefor except through rates and taxes; that is, for what is commonly termed the "community use" of the roads.

39. The roads, and the paths beside them whose cost is included with that of the roads themselves; the streets, and the pavements which are similarly provided with them, are used by pedestrians as in the pre-motor era, though in many cases with less convenience and greater danger. Other users of the highway frequently obtain a better paved and wider road than in the past. Both roads and streets are also used by ordinary cycles (of which the absolute number is greater than before motors appeared); and by horse traffic, which though reduced is still not negligible and is a real factor in congestion in many urban areas.

40. The State uses the roads for the movement of troops. Many public and semi-public services make use of both roads and streets. Telegraph and telephone poles run by the side; water pipes, drainage pipes, gas pipes and electric cables run underneath; tramways run along them. These items must not be put high, since the actual cost of sinking up and replacing the road surface and the maintenance of tramway tracks is borne by or recovered from the authorities concerned, who are put to extra expense by, and obtain no benefit from, the more solid construction of the modern road. Nevertheless some allowances must be made for these items since the public utility services on the one hand have the advantage of a track which dispenses with the need for wayleaves; and, on the other hand, frequently cause interference with motor traffic when they need to take up the roads.

41. And not only the completed road, but also its actual construction, is sometimes used for social purposes. Road programmes have been accelerated and their cost somewhat increased—though, our evidence suggested, not to any very substantial extent—because they have been treated as an important factor in the policy for dealing with unemployment.

42. These "community uses" as a whole require a substantial allowance. It is clear that if motor traffic had a monopoly of its permanent way as the railways have, it could go faster without

danger, and it would be relieved of part of its insurance charges. On the other hand, if there were no motor traffic, the community would need roads and would incur a substantial expense in maintaining them, as is shown by a consideration of the expenditure before the motor era and by the general increase of prices and costs since then.

43. On what principle should allowance be made for this community use? It has sometimes been suggested that we should take the pre-motor era costs, allow for the increase in prices, and charge motor vehicles with the increased cost due to the necessity of adapting the roads. This we consider, in principle, unduly favourable to motor users. In the first place it ignores the fact that much of the pre-war use, which it assumes has been continued, has actually declined as such and become transferred to another use. In the second place it would be making them a present from the past and enable them to carry a "community" right into the calculation of their proper share of costs, which would prevent the resultant basis of competition from being a fair one. On the other hand, it has been suggested that we should start with the fact that the roads are now predominantly used by motors, and therefore charge them with the full cost except for an allowance in respect of the extra expenditure involved by the use of the roads for other purposes (e.g. the provision of paths and some extra insurance). We think this is un- fair in the other direction. We do not consider that either the chronological priority of use by non-motor traffic should be urged to relieve motor traffic of all but the extra cost caused by it; or that the predominant present use by motor traffic should be urged to burden this traffic with the total cost of roads which provide facilities for the community subject only to a deduction of the specifically traceable extra cost involved by them. The "value" of the roads, in the sense of the maximum sum it would be worth while to pay rather than dispense with the facilities they offer, is immeasurably greater than their cost. No category of users can be asked to make a present of the difference to the others.

44. The only fair principle, in our view, is to consider the total annual cost of the roads and then to distribute it according to a just estimate of the use enjoyed, and wear and tear caused, by different categories of users. This is the just principle, but it is obviously very difficult to translate exactly into figures; there is no sufficient exactness in the data to enable the problem to be solved by a mere arithmetical calculation.

45. It is sometimes claimed that the other item of substantial importance should be included. The improvement of the roads, and the development of transport services, has increased the value of much building property, and has brought into existence new residential and industrial areas with benefit to the owners of the land, to those who reside in them, and to the public authorities whose rate revenue is increased. It has been argued on the

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"Community Use"

38. In order to arrive at the first it is necessary of course to make allowance for the other uses to which the roads are put by those who make no payment therefor except through rates and taxes; that is, for what is commonly termed the "community use" of the roads.

39. The roads, and the paths beside them whose cost is included with that of the roads themselves; the streets, and the pavements which are similarly provided with them, are used by pedestrians as in the pre-motor era, though in many cases with less convenience and greater danger. Other users of the highway frequently obtain a better paved and wider road than in the past. Both roads and streets are also used by ordinary cycles (of which the absolute number is greater than before motors appeared); and by horse traffic, which though reduced is still not negligible and is a real factor in congestion in many urban areas.

40. The State uses the roads for the movement of troops. Many public and semi-public services make use of both roads and streets. Telegraph and telephone poles run by the side; water pipes, drainage pipes; gas pipes and electric cables run underneath; tramways run along them. These items must not be put high, since the actual cost of taking up and replacing the road surface and the maintenance of tramway tracks is borne by or recovered from the authorities concerned, who are put to extra expense by, and obtain no benefit from, the more solid construction of the modern road. Nevertheless some allowance must be made for these items since the public utility services on the one hand have the advantage of a track which dispenses with the need for wayleaves; and, on the other hand, frequently cause interference with motor traffic when they need to take up the roads.

41. And not only the completed road, but also its actual construction, is sometimes used for social purposes. Road programmes have been accelerated and their cost somewhat increased—though, our evidence suggested, not to any very substantial extent—because they have been treated as an important factor in the policy for dealing with unemployment.

42. These "community uses" as a whole require a substantial allowance. It is clear that if motor traffic had a monopoly of its permanent way as the railways have, it could go faster without

danger, and it would be relieved of part of its insurance charges. On the other hand, if there were no motor traffic, the community would need roads and would incur a substantial expense in maintaining them, as is shown by a consideration of the expenditure before the motor era and by the general increase of prices and costs since then.

43. On what principle should allowance be made for this community use? It has sometimes been suggested that we should take the pre-motor era costs, allow for the increase in prices, and charge motor vehicles with the increased cost due to the necessity of adapting the roads. This we consider, in principle, unduly favourable to motor users. In the first place it ignores the fact that much of the pre-war use, which it assumes has been continued, has actually declined as such and become transferred to another use. In the second place it would be making them a present from the past and enable them to carry a "community" right into the calculation of their proper share of costs, which would prevent the resultant basis of competition from being a fair one. On the other hand, it has been suggested that we should start with the fact that the roads are now predominantly used by motors, and therefore charge them with the full cost except for an allowance in respect of the extra expenditure involved by the use of the roads for other purposes (e.g. the provision of paths and some extra insurance). We think this is unfair in the other direction. We do not consider that either the chronological priority of use by non-motor traffic should be urged to relieve motor traffic of all but the extra cost caused by it; or that the predominant present use by motor traffic should be urged to burden this traffic with the total cost of roads which provide facilities for the community subject only to a deduction of the specifically traceable extra cost involved by them. The "value" of the roads, in the sense of the maximum sum it would be worth while to pay rather than dispense with the facilities they offer, is immeasurably greater than their cost. No category of users can be asked to make a present of the difference to the others.

44. The only fair principle, in our view, is to consider the total annual cost of the roads and then to distribute it according to a just estimate of the use enjoyed, and wear and tear caused, by different categories of users. This is the just principle, but it is obviously very difficult to translate exactly into figures; there is no sufficient exactness in the data to enable the problem to be solved by a mere arithmetical calculation.

45. It is sometimes claimed that one other item of substantial importance should be included. The improvement of the roads, and the development of transport services, has increased the value of much building property, and has brought into existence new residential and industrial areas with benefit to the owners of the land, to those who reside in them, and to the public authorities whose rate revenue is increased. It has been argued on the

other hand, but if some values have been increased, others have been reduced, and that if it were obvious that the new roads must result in a large net increase in value in the adjacent land the Government would have taken advantage of the powers which they possess under existing legislation to acquire it as State property. These counter-arguments would not in themselves convince us. It seems clear that the increase in values must be much greater than any reduction; and we cannot proceed on the assumption that wisdom and foresight were shown in neglecting to take advantage of existing statutory powers to secure for the benefit of the public the increased value accruing from the new roads constructed at the public cost.

16. Nevertheless, would not think that any allowance should be made in assessing the sum to be allocated to road users, in respect of such indirect benefits from new roads. Not only are they in their nature incapable of close definition, but they are essentially of the same kind as those which accrued both to the individual and to the community when the railways were built without any subsidy from public funds.

17. We therefore confine ourselves to the question of allowing for "community use" of the kind previously stated. Before attempting a solution of this question, however, we will consider whether on the other side there is equally available of exact arithmetic solution.

18. Present road expenditure is a very substantial legacy from the past in respect of the road system existing before the motor era and of the heavy capital expenditure on the work of transformation during the past few years. We have already pointed out that, with few exceptions, the roads now used by motorists are the roads originally built for horse-drawn transport and adapted, but not the product of the motor era. With the exception of the motor-omnibus, the motor bus, and motor coaches, there is nothing in modern road transport comparable with the acquisition of land, and construction of tracks, and the work of railway development which still accounts for the greater proportion of the railways' indebtedness to the public.

19. Even, however, if we disregard the distant past altogether and take only the capital expenditure on transformation in the post-war era, the annual equivalent of such a legacy from the past must obviously be very considerable and it is certainly inadequately covered in the item which appears in current Ministry of Transport accounts for the service of past loans still not amortized. The true sum to be allowed is, however, incapable of exact calculation. The Railway representatives would prefer to arrive at it by debiting from the total road expenditure of the last 13 years the estimated cost of maintenance, and then taking 5 per

cent on the sum remaining as the amount to be added to the road bill in order to represent the annual value of the capital expended on transforming the roads to meet the needs of motor transport. This would have given a sum of £19½ million, or about twice that of the item for service of past loans now appearing in the accounts. This method seemed, however, on examination to be unsatisfactory. Apart from other reasons, it was difficult to distinguish exactly the amounts devoted in the past to maintenance and construction respectively, and the value of some part, not exactly ascertainable, of the capital work would in equity have to be regarded as having expired during the period. No exact assessment of this item was therefore possible.

20. After long discussion of this question and that of "community use" described above, these two factors, each incapable of exact calculation and required on opposite sides of the account, seemed to approximate closely in order of magnitude. It was agreed, therefore, that, on the understanding that annual road expenditure would be calculated as described later in this report (so as to include future expenditure whether out of revenue or loans but to exclude any item in respect of the service of past loans), these two items of "community use" on the one hand and "legacy from the past" on the other might fairly be regarded as cancelling each other. It follows from this conclusion that we consider that the total contribution payable by all classes of mechanically propelled vehicles, whether in the form of licence duty or petrol duty, should be equal to the current expenditure on the roads, without net addition or reduction in respect of the above two items.

Annual Road Expenditure

21. We come next therefore to the assessment of the annual sum to be taken as the current road expenditure. In arriving at this estimate we had in mind the general stage of road development which is described above. After consideration of the accounts of the last five years, and allowance for the extent to which that of the last two years has been of an abnormal character, the fairest figure to represent annual expenditure as a basis of a scheme of allocation for the period ahead seems to us to be £61 million, from which we must deduct £3 million in respect of "recoverable expenditure" and to which we must add £2 million to represent the annual expenditure on policing, etc., resulting in a net figure of £60 million.

22. As we have already allowed for the use of the roads for other purposes, this annual sum of £60 million is that which we consider should be allocated among all classes of mechanically propelled vehicles for the purpose of determining the amount which each class should pay as its contribution towards the total annual road costs.

53. The annual expenditure covering the period of years on which we based our conclusions is shown in Appendix "A."

Allocation of Annual Road Costs.

54. We have, then, a sum of £60 million per annum, under present conditions, to allocate among different classes of mechanically propelled vehicles. What is the best basis for this allocation?

55. We have examined three principal systems proposed for the purpose; and we will comment briefly upon each.

56. It is perhaps necessary to interpose at this stage a warning that we are here seeking criteria of allocation of total costs, and not in any sense the actual methods of collecting the sums so determined, which may be quite distinct.

57. (a) *Speed-tons*.—The first of these combined a "speed-ton" factor with the automatic incidence of the petrol duty through petrol consumption. It was proposed to determine the licence duty for each class of vehicle by means of an index obtained by multiplying its tonnage by its normal speed per hour. For this purpose the legal maximum speed, where prescribed, was taken and for private motor cars and cycles, where there is no such maximum, a speed of 35 miles an hour was presumed.

58. We came to the conclusion that this combination of factors did not in itself give a satisfactory solution of our problem. We all agreed that speed is a factor of which some account must be taken, but the precise arithmetical ratio taken in the formula mentioned above is obviously very questionable. If the use and wear and tear of roads tends to increase with speed, it does not follow that, even if other things are equal, they increase in an exact arithmetical ratio with speed. It is true that under the system proposed the speed factor so calculated would only have been applied to the licence duty; as regards petrol duty, speed would only have been a factor so far as it actually caused increased consumption. But even as a basis of the licence duties the formula mentioned seemed to most of us to be too speculative and arbitrary; and its defects were illustrated by the fact that the total contributions would become obviously inequitable except upon the assumption of a certain rate of petrol duty. The more reliance was placed upon the speed-ton principle itself, the more anomalous did the consequences tend to become. We agreed, therefore, that while the speed factor must be reflected in any allocation, it must be by a different method.

59. (b) *Petrol consumption*.—Another system proposed was one based mainly upon petrol consumption and the petrol duties. It was proposed that some 80 per cent. of the total contribution

required should be obtained by means of a shilling duty a gallon in petrol; other factors being allowed for in reduced licence duties calculated on the aggregate to produce the remaining 20 per cent.

60. There would be great advantages in taking petrol consumption as the main criterion of incidence, as well as the main method of collection, if it would give reasonably equitable results. For unlike any other practicable criterion it would distribute justly and automatically not only between different classes but between different vehicles of the same class, the vehicle doing say 10,000 miles a year automatically paying half as much as the similar vehicle doing 20,000; while at the same time, as a method of collection, the petrol duty has the advantage of being automatic and comparatively invisible.

61. With regret, however, we came to the conclusion that, while an excellent measure of varying use and wear of the roads by different vehicles of the same general weight and description, it is a defective measure of varying use and wear by different classes of vehicles, and this to an extent that would not be adequately corrected by the reservation of 20 per cent. of the total contribution for collection in the form of graded licence duties representing a general road franchise. This is largely due to the fact that in recent years the skill of the mechanical engineer has succeeded in securing a much greater result in work done in relation to petrol consumption in the case of the heavier vehicles.

62. It will be a sufficient illustration of this to state that a light van of 24 cwt. laden weight does 13 miles to the gallon and a heavy lorry of 15 tons laden weight $4\frac{1}{2}$ miles to the gallon; so that in the latter case three times as much weight would be transported (although at a lower speed) over a given distance for the same petrol consumption and therefore petrol duty. We consider this is so obviously wrong as a measure of the use and wear of the roads in the two cases that petrol consumption must be rejected as a sole basic criterion of the incidence of highway costs as between different classes, and that it cannot well be adequately corrected by reserving a comparatively small proportion of the contributions for allocation on other factors through the licence duty. At the same time petrol consumption is obviously a useful element in a criterion and as will be seen we have employed it in our final proposal. Moreover it is so valuable in securing a just incidence as between different vehicles of the same weight and description—reflecting as it does both distance and speed—that we consider that, when the total contribution to be secured for each class has been otherwise fixed, there is a substantial advantage in collecting this total to as great an extent as at present by petrol duty.

63. (c) *Ton Miles*.—A third basis which we considered in order to obtain a criterion for the incidence of highway costs is that of the "ton-mileage" of the different classes of vehicles, that is a

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criterion which determines the appropriate contribution to be made by each class of mechanical transport by ascertaining on a system of averages the laden tonnage of the vehicles in the class, multiplying this by the estimated mileage they cover in a year, and distributing the total of £60 million according to these results.

64. For these purposes, we have collected information on a considerable scale. While the evidence so obtained has necessarily been incomplete, it is we think sufficient to give conclusions with no serious risk of any substantial error, and we have checked the results by reference to the known total of petrol consumption.

65. We are glad to report that we have reached conclusions, agreed without reserve in any case, as to the average distance run, the average laden weight and the petrol consumed, in each class; and these agreed conclusions, combined with the exactly known number of vehicles in each class, have enabled us to work out what would be the distribution of the £60 million on a strict ton-mile basis for each class of vehicle. The data on which these calculations are based are shown in detail in Appendix "C".

66. We consider that ton-mileage must certainly be an important factor in a just criterion of allocation.

67. Nevertheless, we do not consider that it is in itself sufficient. Some allowance must, we think, be made for speed, for differences in range and character of road use, and in certain cases for wear and tear on the one hand not adequately measured by ton-mileage alone, although on the other hand lessened by the use of pneumatic tyres and additional axles and wheels.

68. As regards speed, it must be remembered that no specific speed is now prescribed for private cars and motor-cycles; that speed limits of 30 miles for public service vehicles and the lighter goods vehicles, of 20 miles for heavier lorries, and lower speed limits for special classes, are legally prescribed and in varying degree restrict the actual speed of these vehicles. We have had no evidence that weight for weight and distance for distance the higher speed of most private cars entails an actually greater wear and tear of the roads than the heavier commercial vehicles at their restricted speed, though speed causes danger to life and limb and, when combined with volume and a tendency to concentrate on certain times and seasons, is certainly a factor in the need for road-widening and straightening, etc. This latter point is well illustrated by the curves numbered 56, 57, 58 and 59 appended to the Report of the Ministry of Transport Technical Advisory Committee on Experimental Work dated 31st December, 1930, which show the number of vehicles per day on a section of the Great West Road at Harmondsworth. We have had evidence, though it is admittedly and necessarily based upon judgment rather than exact calculation, that the heaviest classes involve some extra expenditure in road construction and

maintenance and some extra wear and tear beyond what would be involved in the passage of the same weight over the same distance in smaller units. It was tentatively estimated with the aid of expert evidence from the Ministry of Transport that if there were no vehicles of more than four-tons weight unladen either for passenger or goods traffic, the annual road expenditure might be reduced by between 2 per cent. and 3 per cent.; and if this is true of the class as a whole it may be taken to be increasingly true with each increase of weight within the class. Very heavy vehicles thus entail some greater expenditure in road construction and maintenance (and often by their bulk and shape some greater use and disturbance of the common amenities of the road) than the same weight in smaller units, when they travel long distances and are permitted to travel on unclassified roads over the whole country. But this is not so when they are working within a narrow radius over roads or streets that would in any event be eminently suitable for such traffic. For transport, for example, from docks through congested streets to a factory in the same town, it is probably better from every point of view that a given weight should go in large units.

69. On the whole, therefore, we consider that a ton-mileage criterion would give results which would need some correction at both ends of the scale.

70. Motor cycles, with a franchise over the whole road system, with an unlimited speed, a tendency to concentrate upon week-ends in the summer when congestion is at its worst, and involving a noise which seriously diminishes the amenities of the roads and the peace of those who live near them, enjoy a use of the roads which is not fully measured by combining their light weight and the low-average mileage that results from comparative disuse during the less crowded seasons and days. The greater average distance of the commercial vehicles on the other hand is spread more evenly over more days in the week and more weeks in the year; and though this does not affect wear and tear, it certainly makes a difference to the use of the road and makes them a smaller factor in the congestion which largely necessitates widening, straightening, etc. These considerations must not be ignored. But at the same time they must not be put very high in view of the more manageable and adaptable character of small vehicles.

71. At the other end of the scale, for the reasons we have indicated, we consider that some additional "loading" in respect of the heaviest classes of vehicles is also called for.

72. In order to make an approach to securing an allowance for the above factors, we concluded that a system of allocation based equally on ton-mileage and on petrol consumption would be the most adequate general formula for our purpose, and would take all relevant factors into reasonable account although still subject to qualification in the case of the heaviest classes of vehicles. We

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therefore took the mean of the results given by the petrol consumption criterion described in (b) above and those given by the ton-mileage criterion described in (c). The results are shown in Appendices "D" and "E". The effect of this combined criterion would be to allot £23,847,554 to commercial goods vehicles, and £36,452,446 to all other mechanically propelled vehicles.

73. On a close examination of this combination of ton-mileage and petrol consumption as a measure of the use and wear and tear of the roads, we came to the conclusion that some further correction is required, and that a somewhat greater allowance should be made for speed and unlimited franchisement of the road at one end of the scale (see para. 70) than for the extra wear and tear caused by the heavier vehicles, of which a considerable proportion, but by no means all, has to be used along the goods vehicles, at the other end of the scale.

74. The effect of the proposed duty to allot the contributions of various classes of users in proportion to their use and wear and tear of the roads, and also to bear any distinction in our proposals between the use of the roads for purposes of pleasure and

75. In these circumstances we have arrived at our final proposals in full agreement that £20 million should be allocated in the following proportions among mechanically propelled vehicles—

- (1) £23½ million to commercial goods vehicles;
- (2) £36½ million to all other mechanically propelled vehicles (private cars, motor cycles, coaches, buses, taxis, etc., as detailed in Appendix "C").

76. Having decided that £23½ million is the amount due to be borne by mechanically propelled commercial goods vehicles as a whole, we have now to consider how this sum should be distributed among the different classes of these vehicles.

77. We recognise at once that such a total sum—being £2½ million more than the present yield of licence and petrol duties from commercial goods vehicles—involves considerable increases in the contributions to be made by certain classes of vehicles. This is inevitable if each class is to bear its fair share of road expenditure, and if a basis of fair competition is to be established.

78. Two illustrations will show that the present basis of contribution is obviously in certain respects obsolete and inadequate. The first concerns mechanically propelled motor cars which do not consume petrol, but use their motive power in steam, electricity or fuel oil. More than half the contributions made by the owners

of motor vehicles is now in the form of an 80 per centon petrol duty. Steam, electric and fuel oil vehicles, however the weight and distance they travel, and though for a given weight and distance they are obviously responsible for at least an equal wear and tear of the roads, entirely escape this duty. This is an anomaly which was not serious when the petrol duty was small but now clearly needs correction.

79. Another anomaly arises from the fact that the present scale of licence duties, was fixed before the development of the heavier type of vehicle in considerable numbers. The scale, rightly increases with tonnage—but at present it stops at five tons laden weight. A 10-ton vehicle pays no more in licence duty than a 5-ton vehicle. There again is an anomalous advantage that has been enjoyed for some years and now obviously needs correction, since it gives a preferential advantage to just that type of vehicle which our evidence shows to involve disproportionately high road expenditure.

80. With these considerations in mind we approached the problem of dividing the £23½ million per annum among commercial goods vehicles.

81. We have already referred to the general view, that some 11½ million of the £20 million may be attributable to the existence of vehicles of a weight of more than 10 tons, and to the use and wear and tear of the roads out of proportion to their ton-mileage and petrol consumption. If this sum were due regard is paid in the legal allocation of speed of the heavier classes, some £500,000 may be recovered as applicable to goods vehicles. This £500,000 is included in the total of £23½ million. Its relevance to our present question is that it suggests that in distributing this sum among goods vehicles a larger allocation is required for the heavier classes than would follow from the simple application of the ton-mileage-petrol-consumption criterion. The effect of including this additional factor is shown in Appendices "D" and "E".

82. It will be seen that on the principles described above, which are applied in these Appendices, not only would the heavier classes of vehicles contribute too little, but the lighter vehicles would contribute too much on the present scales of licence duty. The total increase in the contributions involved by our proposals is about £2½ million (viz. £23½ million as compared with the £21,015,801 yielded by the present licence duties and petrol duties paid by all commercial goods vehicles).

83. The Railway representatives would have preferred the plain criterion of ton-mileage but were nevertheless prepared to depart from it (1) by introducing the criterion of petrol consumption to

therefore took the mean of the results given by the petrol-consumption criterion described in (b) above and those given by the ton-mileage criterion described in (c). The results are shown in Appendices "D" and "E". The effect of this combined criterion would be to add £23,847,554 to commercial goods vehicles, and £36,152,446 to all other mechanically propelled vehicles.

73. On a close examination of this combination of ton-mileage and petrol consumption as a measure of the use and wear and tear of the roads, we came to the conclusion that some further correction is required, and that a somewhat greater allowance should be made for speed and unlimited franchising of the road at one end of the scale (see para. 70) than for the extra wear and tear caused by the heavier vehicles, of which a considerable proportion, but by no means all, are to be found among the goods vehicles, at the other end of the scale.

74. We therefore propose to add to the contributions of various classes of motor vehicles their use and wear and tear of the roads, and to make any distribution in our proposals of this sum in accordance with the purposes of pleasure and recreation.

75. In this connection we have considered our final proposals in full, and we are satisfied that £240 million should be allocated in the following proportions to mechanically propelled vehicles:

- (1) £234 million to commercial goods vehicles;
- (2) £36 million to all other mechanically propelled vehicles (private cars, motor cycles, coaches, buses, taxis, etc. as detailed in Appendix "C").

76. Having decided that £234 million is the total sum to be borne by mechanically propelled commercial goods vehicles as a whole, we now have to consider how this sum should be distributed among the different classes of these vehicles.

77. We recognise at once that such a total sum—being £23 million more than the present yield of licence and petrol duties from commercial goods vehicles—involves considerable increases in the contributions to be made by certain classes of vehicles. This is inevitable if each class is to bear its fair share of road expenditure, and if a basis of fair competition is to be established.

78. Two illustrations will show that the present basis of contribution is obviously in certain respects obsolete and inadequate. The first concerns mechanically propelled motor vehicles which do not consume petrol, but use their motive power in steam, electricity or fuel oil. More than half the contributions made by the owners

of motor vehicles is now in the form of an 8d. per gallon petrol duty. Steam, electric and fuel oil vehicles, however, the weight and distance they travel, and though for a given weight and distance they are obviously responsible for at least an equal wear and tear of the roads, entirely escape this duty. This is an anomaly which was not serious when the petrol duty was small but now clearly needs correction.

79. Another anomaly arises from the fact that the present scale of licence duties, was fixed before the development of the heavier type of vehicle in considerable numbers. The scale, rightly increases with tonnage—but at present it stops at five tons laden weight. A 10-ton vehicle pays no more in licence duty than a 5-ton vehicle. It is again an anomalous advantage that has been enjoyed for some years and now obviously needs correction, since it gives a substantial advantage to just that type of vehicle which our evidence shows to involve disproportionately high road expenditure.

80. With these considerations in mind we approached the problem of dividing the £234 million between various commercial goods vehicles.

81. We have already referred to the estimate that some £14 million of the £60 million may be attributable to the existence of vehicles of a weight of more than four tons and which involve use and wear and tear of the roads out of proportion to their ton-mileage and petrol consumption. If this surcharge were due regard is paid to the legal limitation of speed of the heavier classes, some £500,000 may be regarded as applicable to goods vehicles. This £500,000 is included in the total of £234 million. Its relevance to our present question is that it suggests that in distributing this sum among goods vehicles a larger allocation is required for the heavier classes than would follow from the simple application of the ton-mileage-petrol-consumption criterion. The effect of including this additional factor is shown in Appendices "D" and "E".

82. It will be seen that on the principles described above, which are applied in these Appendices, not only would the heavier classes of vehicles contribute too little, but the lighter vehicles would contribute too much on the present scales of licence duty. The total increase in the contributions involved by our proposals is about £24 million (viz., £36 million as compared with the £21,015,801 yielded by the present licence duties and petrol duties paid by all commercial goods vehicles).

83. The Railway representatives would have preferred the plain criterion of ton-mileage but were nevertheless prepared to depart from it (1) by introducing the criterion of petrol consumption to

the extent of half the cost, for the reasons given, and (2) by recognition of the status quo in refraining from taking the relief given to the existing contributors of the lower weight classes of vehicles and spreading it over the higher weight classes, and the results are given in Appendix "E."

84. But the Road representatives preferred a different method of allocation as shown (for goods vehicles only) in Appendix "G," and as this produces the same total contribution (viz., £23½ million), although the Railway representatives do not identify themselves with all the principles involved in it, they feel that the differences are not sufficiently important to justify practical disagreement, and are prepared to concur in it as an effective recommendation.

85. Two classes of vehicle still require special mention.

86. We have already referred to the anomalous position of vehicles which, by using other motive power than that given by petrol, escape the petrol duty. The Schedule of new licence duties which we recommend includes in the proposed licence duties for these vehicles the equivalent of what they would otherwise pay in the form of petrol duty. The result is necessarily to show very striking increases as compared with the present duties. But this is only a reflection of the fact that these vehicles are at present enjoying a large concealed subsidy, and is inevitable if they are in future to pay their fair proportionate contribution to road costs.

87. A second limited class of cases needs some special consideration. A number of heavy vehicles are used in port areas for the conveyance of goods from the docks to warehouses, etc., in the immediate vicinity. We do not consider that the rates we have prepared for the heaviest classes of vehicles are suitable for this specialized and limited category of transport, or that it is desirable that for this work large vehicles should be replaced either by smaller lorries or by horse transport.

88. We therefore recommend that a vehicle exceeding 4 tons in unladen weight exclusively employed within an immediate port area (to be defined by the Minister of Transport) should receive a rebate on the normal licence duty of 25 per cent. Such a vehicle should be required to carry a distinguishing licence plate showing the area within which its operations would be confined.

89. Having regard to the foregoing considerations, the Conference unanimously recommends the following new scales of licence duties for the different classes of commercial goods vehicles:—

SCHEDULE OF LICENCE DUTIES.

Description of Vehicle Unladen Weight.	Annual Licence Duty Recommended.		Present Annual Licence Duty.	
	Vehicles fitted with		Vehicles fitted with	
	Solid Tyres.	Pneumatic Tyres.	Solid Tyres.	Pneumatic Tyres.
SHOWMEN'S SPECIAL VEHICLES—INTERNAL COMBUSTION.				
Exceeding 12 cwt. but not exceeding 1 ton	£ 12	£ 12	£ 15	£ 15
.. 1 ton 2 tons	16	16	20	20
.. 2 tons 3 ..	27	22	25	20
.. 3 4 ..	37	30	28	22
.. 4 5 ..	50	40	30	24
.. 5 6 ..	58	47	30	24
.. 6 7 ..	68	54	30	24
.. 7 8 ..	85	68	30	24
.. 8 9 ..	89	71	30	24
.. 9 10 ..	98	78	30	24
With an additional duty for each additional ton unladen weight in excess of 10 tons of	10	10	—	—
With an additional duty, in any case, if used for drawing a trailer of	16	16	6	6
SHOWMEN'S SPECIAL VEHICLES—STEAM.				
Exceeding 12 cwt. but not exceeding 1 ton	27	27	15	15
.. 1 ton 2 tons	39	39	20	20
.. 2 tons 3 ..	57	52	25	20
.. 3 4 ..	69	62	28	22
.. 4 5 ..	86	76	30	24
.. 5 6 ..	100	89	30	24
.. 6 7 ..	114	100	30	24
.. 7 8 ..	140	123	30	24
.. 8 9 ..	150	132	30	24
.. 9 10 ..	166	146	30	24
With an additional duty for each additional ton unladen weight in excess of 10 tons of	15	12	—	—
With an additional duty, in any case, if used for drawing a trailer of	16	16	6	6
AGRICULTURAL VANS AND LORRIES—INTERNAL COMBUSTION.				
Not exceeding 12 cwt.	10	10	10	10
Exceeding 12 cwt. but not exceeding 1 ton	11	11	15	15
.. 1 ton 2 tons	13	13	20	20
.. 2 3 ..	21	17	25	20
.. 3 4 ..	28	22	25	20
.. 4 5 ..	35	28	25	20
.. 5 6 ..	43	34	25	20
.. 6 7 ..	48	38	25	20
.. 7 8 ..	54	43	25	20
.. 8 9 ..	61	49	25	20
.. 9 10 ..	64	51	25	20

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SHOWMEN'S SPECIAL VEHICLES—INTERNAL COMBUSTION.				
Exceeding 12 cwt. but not exceeding 1 ton	£ 12	£ 12	£ 15	£ 15
.. 1 ton 2 tons	16	16	20	20
.. 2 tons 3 ..	27	27	35	35
.. 3 4 ..	37	30	28	22
.. 4 5 ..	50	40	30	24
.. 5 6 ..	58	47	30	24
.. 6 7 ..	68	54	30	24
.. 7 8 ..	85	68	30	24
.. 8 9 ..	89	71	30	24
.. 9 10 ..	98	78	30	24
With an additional duty for each additional ton unladen weight in excess of 10 tons of	10	8	—	—
With an additional duty, in any case, if used * for drawing a trailer of	16	16	6	6
SHOWMEN'S SPECIAL VEHICLES—STREAM.				
Exceeding 12 cwt. but not exceeding 1 ton	27	27	15	15
.. 1 ton 2 tons	39	30	20	20
.. 2 tons 3 ..	57	52	25	20
.. 3 4 ..	69	62	28	22
.. 4 5 ..	86	76	30	24
.. 5 6 ..	100	89	30	24
.. 6 7 ..	114	100	30	24
.. 7 8 ..	140	123	30	24
.. 8 9 ..	150	132	30	24
.. 9 10 ..	166	146	30	24
With an additional duty for each additional ton unladen weight in excess of 10 tons of	15	12	—	—
With an additional duty, in any case, if used for drawing a trailer of	16	16	6	6
AGRICULTURAL VANS AND LORRIES—INTERNAL COMBUSTION.				
Not exceeding 12 cwt.	10	10	10	10
Exceeding 12 cwt. but not exceeding 1 ton	11	11	15	15
.. 1 ton 2 tons	13	13	20	20
.. 2 tons 2½ ..	21	17	25	20
.. 2½ 3 ..	24	19	25	20
.. 3 4 ..	28	22	25	20
.. 4 5 ..	35	28	25	20
.. 5 6 ..	43	34	25	20
.. 6 7 ..	48	38	25	20
.. 7 8 ..	54	43	25	20
.. 8 9 ..	61	49	25	20
.. 9 10 ..	64	51	25	20

SCHEDULE OF LICENCE DUTIES.—(continued).

Description of Vehicle Unladen Weight.	Annual Licence Duty Recommended.		Present Annual Licence Duty.	
	Vehicles fitted with		Vehicles fitted with	
	Solid Tyres.	Pneu- matic Tyres.	Solid Tyres.	Pneu- matic Tyres.
	£	£	£	—£
AGRICULTURAL VANS AND LORRIES.—INTERNAL COMBUSTION.—(continued).				
With an additional duty for each additional ton unladen weight in excess of 10 tons of ...	5	4	—	—
With an additional duty, in any case, if used for drawing a trailer of ...	16	16	6	6
AGRICULTURAL VANS AND LORRIES.—STEAM.				
Not exceeding 12 cwt. ...	17	17	10	10
Exceeding 12 cwt. but not exceeding 1 ton ...	22	22	15	15
" 1 ton " " 2 tons ...	25	25	20	20
" 2 tons " " 2½ " ...	38	34	25	20
" 2½ " " " 3 " ...	45	40	25	20
" 3 " " " 4 " ...	51	45	25	20
" 4 " " " 5 " ...	61	54	25	20
" 5 " " " 6 " ...	72	63	25	20
" 6 " " " 7 " ...	82	72	25	20
" 7 " " " 8 " ...	95	84	25	20
" 8 " " " 9 " ...	112	102	25	20
" 9 " " " 10 " ...	132	119	25	20
With an additional duty for each additional ton unladen weight in excess of 10 tons of ...	10	8	—	—
With an additional duty, in any case, if used for drawing a trailer of ...	16	16	6	6
OTHER GOODS VEHICLES.—INTERNAL COMBUSTION				
Not exceeding 12 cwt. ...	10	10	10	10
Exceeding 12 cwt. but not exceeding 1 ton ...	14	14	15	15
" 1 ton " " 1½ tons ...	20	20	20	20
" 1½ tons " " 2 " ...	36	36	35	25
" 2 " " " 2½ " ...	41	33	35	28
" 2½ " " " 3 " ...	45	36	40	32
" 3 " " " 4 " ...	67	54	48	38
" 4 " " " 5 " ...	91	73	54	43
" 5 " " " 6 " ...	135	108	60	48
" 6 " " " 7 " ...	156	125	60	48
" 7 " " " 8 " ...	183	151	60	48
" 8 " " " 9 " ...	229	183	60	48
" 9 " " " 10 " ...	282	226	60	48
With an additional duty for each additional ton unladen weight in excess of 10 tons of ...	40	32	—	—
With an additional duty, in any case, if used for drawing a trailer of ...	16	16	6	6

SCHEDULE OF LICENCE DUTIES.—(continued).

Description of Vehicle Unladen Weight.	Annual Licence Duty Recommended.		Present Annual Licence Duty.	
	Vehicles fitted with		Vehicles fitted with	
	Solid Tyres.	Pneu- matic Tyres.	Solid Tyres.	Pneu- matic Tyres.
	£	£	£	£
OTHER GOODS VEHICLES.—INTERNAL COMBUSTION OTHER THAN PETROL-USING.				
Not exceeding 12 cwt. ...	17	17	10	10
Exceeding 12 cwt. but not exceeding 1 ton ...	27	27	15	15
" 1 ton " " 1½ tons ...	40	40	20	20
" 1½ tons " " 2 " ...	49	49	25	25
" 2 " " " 2½ " ...	72	64	33	33
" 2½ " " " 3 " ...	88	79	40	32
" 3 " " " 4 " ...	117	104	48	38
" 4 " " " 5 " ...	152	134	54	43
" 5 " " " 6 " ...	215	188	60	48
" 6 " " " 7 " ...	245	214	60	48
" 7 " " " 8 " ...	293	245	60	48
" 8 " " " 9 " ...	328	282	60	48
" 9 " " " 10 " ...	388	332	60	48
With an additional duty for each additional ton unladen weight in excess of 10 tons of ...	60	54	—	—
With an additional duty, in any case, if used for drawing a trailer of ...	16	16	6	6
OTHER GOODS VEHICLES.—STEAM.				
Exceeding 1½ tons but not exceeding 2 tons	53	53	25	125
" 2 " " " 2½ " ...	76	58	35	128
" 2½ " " " 3 " ...	80	64	40	132
" 3 " " " 4 " ...	93	74	48	38
" 4 " " " 5 " ...	140	112	54	43
" 5 " " " 6 " ...	151	121	60	48
" 6 " " " 7 " ...	170	136	60	48
" 7 " " " 8 " ...	186	149	60	48
" 8 " " " 9 " ...	200	160	60	48
" 9 " " " 10 " ...	212	170	60	48
With an additional duty for each additional ton unladen weight in excess of 10 tons of ...	40	32	—	—
With an additional duty, in any case, if used for drawing a trailer of ...	16	16	6	6
OTHER GOODS VEHICLES.—ELECTRIC.				
Not exceeding 25 cwt. ...	22	22	6	6
Exceeding 25 cwt. but not exceeding 2 tons	30	30	13	13
" 2 tons " " 3 " ...	49	39	20	16
" 3 " " " 4 " ...	58	46	24	19
" 4 " " " 5 " ...	90	72	27	21
" 5 " " " 6 " ...	93	74	30	24
" 6 " " " 7 " ...	104	83	30	24
" 7 " " " 8 " ...	110	88	30	24

SCHEDULE OF LICENCE DUTIES.—(continued).

Description of Vehicle Unladen Weight.	Annual Licence Duty Recommended.		Present Annual Licence Duty.	
	Vehicles fitted with		Vehicles fitted with	
	Solid Tyres.	Pneu- matic Tyres.	Solid Tyres.	Pneu- matic Tyres.
AGRICULTURAL VANS AND LOBBIES.—INTERNAL COMBUSTION.—(continued).	£	£	£	£
With an additional duty for each additional ton unladen weight in excess of 10 tons of	5	4	—	—
With an additional duty, in any case, if used for drawing a trailer of	16	16	6	6
AGRICULTURAL VANS AND LOBBIES.—STEAM.				
Not exceeding 12 cwt.	17	17	10	10
Exceeding 12 cwt. but not exceeding 1 ton ...	22	22	15	15
" 1 ton " " " 2 tons	25	25	20	20
" 2 tons " " " 3 "	38	34	25	20
" 3 " " " " 4 "	45	40	25	20
" 4 " " " " 5 "	51	45	25	20
" 5 " " " " 6 "	61	54	25	20
" 6 " " " " 7 "	72	63	25	20
" 7 " " " " 8 "	82	72	25	20
" 8 " " " " 9 "	95	84	25	20
" 9 " " " " 10 "	112	102	25	20
" 10 " " " " "	132	119	25	20
With an additional duty for each additional ton unladen weight in excess of 10 tons of	10	8	—	—
With an additional duty, in any case, if used for drawing a trailer of	16	16	6	6
OTHER GOODS VEHICLES.—INTERNAL COMBUSTION				
Not exceeding 12 cwt.	10	10	10	10
Exceeding 12 cwt. but not exceeding 1 ton ...	14	14	15	15
" 1 ton " " " 1½ tons	20	20	20	20
" 1½ tons " " " 2 "	26	26	25	25
" 2 " " " " 2½ "	41	33	35	28
" 3 " " " " 3 "	45	36	40	32
" 4 " " " " 4 "	67	54	48	38
" 5 " " " " 5 "	91	73	54	43
" 6 " " " " 6 "	135	108	60	48
" 7 " " " " 7 "	156	125	60	48
" 8 " " " " 8 "	189	151	60	48
" 9 " " " " 9 "	229	183	60	48
" 10 " " " " "	282	226	60	48
With an additional duty for each additional ton unladen weight in excess of 10 tons of	40	32	—	—
With an additional duty, in any case, if used for drawing a trailer of	16	16	6	6

SCHEDULE OF LICENCE DUTIES.—(continued).

Description of Vehicle Unladen Weight.	Annual Licence Duty Recommended.		Present Annual Licence Duty.	
	Vehicles fitted with		Vehicles fitted with	
	Solid Tyres.	Pneu- matic Tyres.	Solid Tyres.	Pneu- matic Tyres.
OTHER GOODS VEHICLES.—INTERNAL COMBUSTION OTHER THAN PETROL-DRIVEN.	£	£	£	£
Not exceeding 12 cwt.	17	17	10	10
Exceeding 12 cwt. but not exceeding 1 ton ...	27	27	15	15
" 1 ton " " " 1½ tons	40	40	20	20
" 1½ tons " " " 2 "	49	49	25	25
" 2 " " " " 2½ "	72	64	35	28
" 3 " " " " 3 "	88	79	40	32
" 4 " " " " 4 "	117	104	45	38
" 5 " " " " 5 "	152	134	50	43
" 6 " " " " 6 "	215	188	60	48
" 7 " " " " 7 "	245	214	60	48
" 8 " " " " 8 "	283	245	60	48
" 9 " " " " 9 "	328	282	60	48
" 10 " " " " "	388	339	60	48
With an additional duty for each additional ton unladen weight in excess of 10 tons of	60	54	—	—
With an additional duty, in any case, if used for drawing a trailer of	16	16	6	6
OTHER GOODS VEHICLES.—STEAM.				
Exceeding 1½ tons but not exceeding 2 tons	53	53	25	25
" 2 " " " " 2½ "	76	58	35	28
" 3 " " " " 3 "	80	64	40	32
" 4 " " " " 4 "	93	74	48	38
" 5 " " " " 5 "	140	112	54	43
" 6 " " " " 6 "	151	121	60	48
" 7 " " " " 7 "	170	136	60	48
" 8 " " " " 8 "	186	149	60	48
" 9 " " " " 9 "	200	160	60	48
" 10 " " " " "	212	170	60	48
With an additional duty for each additional ton unladen weight in excess of 10 tons of	40	32	—	—
With an additional duty, in any case, if used for drawing a trailer of	16	16	6	6
OTHER GOODS VEHICLES.—ELECTRIC.				
Not exceeding 25 cwt.	22	22	6	6
Exceeding 25 cwt. but not exceeding 2 tons	30	30	13	13
" 2 tons " " " 3 "	49	39	20	16
" 3 " " " " 4 "	58	46	24	19
" 4 " " " " 5 "	90	72	27	21
" 5 " " " " 6 "	93	74	30	24
" 6 " " " " 7 "	104	83	30	24
" 7 " " " " 8 "	110	88	30	24

(g) We have not attempted to deal with such technical questions as the method of determining the weight of chassis in cases of composite vehicles such as tank vehicles or the proper classification of articulated vehicles; and minor adjustments of grading will be required in respect of such considerations.

(h) In view of the substantial increases in licence duty that we have recommended we suggest that the Minister might give consideration to the conditions under which short period licences are obtainable, and the payment of yearly licences by instalments.

(i) As an appendage to the above Recommendations of new licence duties for goods motor vehicles, we agree to recommend two relatively slight measures in favour of the railways. We think that the present legal obligation of the railway companies to maintain at their expense the road surfaces of bridges carrying highways over railways is anomalous and inequitable, and we concur in recommending that the road authorities should henceforth assume this responsibility. We also consider that the Railway Companies should be relieved of their obligation to publish rates in regard to their regular road transport services, so long as no similar obligation rests upon hauliers in general.

PART III

REGULATION AND LICENSING

91. We now come to the second main division of our task—that of considering "the nature and extent of the regulations which, in view of modern economic development, should be applied to goods transport by road and rail".

92. We think it well, before making specific recommendations, to offer some comment upon the general situation with which we have to deal and the guiding considerations in our minds as we have approached our problem.

93. The railways are subject to an extensive and often meticulous system of regulation and supervision. This system has grown up in a period in which the railways, while competing with each other where the geographical area of their respective services permitted, enjoyed a large measure of monopoly within their own areas and as regards the classes of transport for which they are especially fitted. There was nothing in the form of effective competition at all comparable with that of the commercial passenger and goods transport services which are now on the roads. This system of control is of especial importance in regard to rates. As common carriers the railways are under obligation to carry goods at rates which do not discriminate between one person and another; the rates themselves are subject to control by a tribunal and must be published

Similarly, the arrangements as to wages and conditions of service are such as to give very effective protection of the interests of the railway employees; and the ability of the management to make changes is confined within narrow limits and subject to a complex procedure.

94. It is agreed that the conditions upon which competition should take place ought to be more on an equality. We had therefore to consider whether we should proceed in the direction of asking for greater liberty for the railways, or on the other hand of recommending certain public safeguards to be extended to the operation of the motor transport service.

95. In general we consider that, to the extent to which a service, whether by road or rail, must be regarded as partaking of the character of a common carrier service the necessity for some public safeguards arises.

96. Even in the matter of rates, where it might seem *prima facie* that the existence of effective competition over the whole area of the railways' work makes the system in force as regards railway rates unnecessary, we do not recommend any fundamental change. Capricious discrimination in rates, while it may in some cases secure extra receipts and in others extra traffic not otherwise obtainable, is no satisfactory principle for common carriers to work upon, either from the point of view of the transport industry itself or of the trade and commerce served. Indeed when a common carrier service is organised in large units, the commercial obligation of fair treatment towards customers must in practice prevent such discrimination. It is the fact that the railways are so organised, and not the existence of statutory regulation, which mainly accounts for the handicap of the railways in this respect; and this handicap would not be substantially reduced by any change in law or administration; nor would traders generally be likely to accept willingly such a change.

97. The same is true as regards wages and conditions of service. The system under which the rights of railway employees are protected is the counterpart of the organisation of the railway administration, and no change in the legal position, even if practicable, would be likely to change the position substantially. The less favourable conditions obtaining over a part of the haulage industry are due to the great number of individual units in that industry. But it would not only be impracticable to make the railways free to compete in these respects on equal terms with those particular hauliers who work their men for excessive hours at inadequate wages, it would be in the highest degree socially undesirable. In justice to the employees and also in the interests both of the railways and of those hauliers who are struggling to maintain satisfactory wage-rates and conditions of work, it is of the utmost importance that our efforts should be devoted to end the abuses in these respects which have so far attended the organisation of the industry in so many small units.

(g) We have not attempted to deal with such technical questions as the method of determining the weight of chassis in cases of composite vehicles such as tank vehicles or the proper classification of articulated vehicles; and minor adjustments of grading will be required in respect of such considerations.

(h) In view of the substantial increases in licence duty that we have recommended we suggest that the Minister might give consideration to the conditions under which short period licences are obtainable, and the payment of yearly licences by instalments.

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92. We think it well, before making specific recommendations, to offer some comment upon the general situation with which we have to deal and the guiding considerations in our minds as we have approached our problem.

93. The railways are subject to an extensive and often meticulous system of regulation and supervision. This system has grown up in a period in which the railways, while competing with each other where the geographical area of their respective services permitted, enjoyed a large measure of monopoly within their own areas and as regards the classes of transport for which they are especially fitted. There was nothing in the form of effective competition at all comparable with that of the commercial passenger and goods transport services which are now on the roads. This system of control is of especial importance in regard to rates. As common carriers the railways are under obligation to carry goods at rates which do not discriminate between one person and another; the rates themselves are subject to control by a tribunal and must be published.

Similarly, the arrangements as to wages and conditions of service are such as to give very effective protection of the interests of the railway employees; and the ability of the management to make changes is confined within narrow limits and subject to a complex procedure.

94. It is agreed that the conditions upon which competition should take place ought to be more on an equality. We had therefore to consider whether we should proceed in the direction of asking for greater liberty for the railways, or on the other hand of recommending certain public safeguards to be extended to the operation of the motor transport service.

95. In general we consider that, to the extent to which a service, whether by road or rail, must be regarded as partaking of the character of a common carrier service the necessity for some public safeguards arises.

96. Even in the matter of rates, where it might seem *prima facie* that the existence of effective competition over the whole area of the railways' work makes the system in force as regards railway rates unnecessary, we do not recommend any fundamental change. Capricious discrimination in rates, while it may in some cases secure extra receipts and in others extra traffic not otherwise obtainable, is no satisfactory principle for common carriers to work upon, either from the point of view of the transport industry itself or of the trade and commerce served. Indeed when a common carrier service is organised in large units, the commercial obligation of fair treatment towards customers must in practice prevent such discrimination. It is the fact that the railways are so organised, and not the existence of statutory regulation, which mainly accounts for the handicap of the railways in this respect; and this handicap would not be substantially reduced by any change in law or administration; nor would traders generally be likely to accept willingly such a change.

97. The same is true as regards wages and conditions of service. The system under which the rights of railway employees are protected is the counterpart of the organisation of the railway administration, and no change in the legal position, even if practicable, would be likely to change the position substantially. The less favourable conditions obtaining over a part of the haulage industry are due to the great number of individual units in that industry. But it would not only be impracticable to make the railways free to compete in these respects on equal terms with those particular hauliers who work their men for excessive hours at inadequate wages, it would be in the highest degree socially undesirable. In justice to the employees and also in the interests both of the railways and of those hauliers who are struggling to maintain satisfactory wage-rates and conditions of work, it is of the utmost importance that our efforts should be devoted to end the abuses in these respects which have so far attended the organisation of the industry in so many small units.

98. In addition we all agree that the public has the right to be assured that the vehicles using the public roads should be—and should be maintained—in a state of fitness. It is not enough to prohibit certain categories of vehicles, e.g. those beyond a certain weight or size; vehicles within proper and permitted categories must be maintained in a proper state of fitness, for example, as regards their brakes, steering, tyres and conditions of loading, if increased danger to other road users is to be avoided. This necessity has been recognised in the case of public service (passenger) vehicles, where the public interest is obviously greatest; but the need also exists in the case of goods transport, though the method of meeting it can properly in our view be somewhat different.

99. For all these reasons, we consider that some regulation of goods motor vehicles is necessary; and we believe that it can be enforced only through a licensing system. We agree without hesitation that all such vehicles should be required to have licences which are conditional, not only upon the payment of the appropriate contribution towards the annual road costs, but also upon the observance of proper conditions as to fair wages and conditions of service, and the maintenance of the vehicles in a state of fitness.

100. We approach a much more difficult question when we consider whether such a licensing system should be used to deal in any way with what the Road Haulage Association rightly term the evils of overloading and unbridled competition in the transport industry. It is clear that these evils exist and that though they will be reduced by the changes in the incidence of highway costs which we propose, they will not be thus entirely removed. Any individual at present has an unlimited right to enter the haulage industry, without any regard to the pressure on the roads or any existing excess of transport facilities. He is able to purchase his vehicle on the instalment system and is often tempted to force his way in by offering rates which are completely unremunerative and necessarily lead to a bankruptcy which, nevertheless, does not discourage others—or perhaps even himself—from following the same course in a perpetual succession. This unrestricted liberty is fatal to the organisation of the industry in a form suitable to a carrier service purporting to serve the public. On the other hand, subject to our observations in paragraph 28, we are equally impressed with the evil of any system which would prevent trade and industry from securing the form of transport which is best adapted to its ever-changing needs at the lowest practicable cost that can be obtained on a salutary basis. Every form of transport needs adaptation to the changing requirements of economic enterprise; and any system which discouraged this adaptation would obviously be against the public interest.

101. In these circumstances we have agreed upon a scheme which is defined in the specific recommendations of Para-

graph 111. It will however be convenient first to summarise the principles on which this scheme is based.

102. We make a distinction recognised by the Royal Commission on Transport, between "hauliers" who, like the railways, convey the goods of others and "ancillary users" who own goods motor vehicles as ancillary to their commercial undertakings—in the conveyance of their raw materials to their factories or the distribution of their products to retailers or customers. The proportion in which the road traffic of the country is divided between these two classes cannot be stated with exactitude. It is commonly estimated that about 70 per cent. of goods motor vehicles are in the employment of ancillary users. On the other hand, a very large proportion of these are engaged in purely local distribution within the radius of a town; and when we are considering long-distance haulage of the kind which comes into most direct competition with the railways, the proportion of hauliers' vehicles would obviously be very much greater than the above figure suggests.

103. We consider that both hauliers and ancillary users should be subject to regulation, enforced through the grant of licences, as regards fair wages and conditions of service and the maintenance of their vehicles in a state of fitness.

104. We consider further that the provisions which we propose in paras. 124 and 120 with regard to certain classes of traffic and vehicles should apply to hauliers and ancillary users equally.

105. In other respects, however, we consider that hauliers, with the right to carry the goods of the public, should properly be subject to some measure of regulation not applicable to ancillary users.

106. We consider that the haulier enjoying this right should be an enterprise separately constituted as a *bond fide* haulage business. Overlapping of financial interests between hauliers and ancillary users is, of course, inevitable in many cases; but the accounts should be separate and the concerns legally separate. Ancillary users, conversely, should as the counterpart of the greater freedom they enjoy be prohibited from carrying any other goods than their own whether for reward or reciprocal service except in so far as is allowed under para. 111 E.

107. In the case of hauliers, so distinguished from ancillary users, we think that the Licensing Authority may properly have regard to any such excess in existing transport facilities as may make the grant of a licence for the full number of vehicles asked for against the public interest. We consider that any such restriction of the free normal development of transport facilities must be applied with great care; it must reflect a general policy adapted to the needs of different periods; and it must be developed as a national policy on careful consideration of all the interests involved, and applied subject to a convenient and inexpensive machinery of

(iii) the licensing authority shall be entitled to call for and take into consideration particulars of the convictions registered against the applicant or his employees for the previous year in respect of offences in connection with his road transport vehicles; or of his bankruptcy;

(iv) the licensing authority shall act subject to such directions as he may receive from the Minister of Transport, who shall be advised for the purpose by a new permanent Central Advisory Committee of appropriate composition to be set up for the purpose;

(v) he shall publish in a suitable form periodical statements of applications for new licences with the date by which any memorandum of objection must be forwarded to him. He shall consider any Memorandum so received and may, at his discretion, ask for oral evidence in support or answer to it. But he shall not be precluded from granting temporary interim licences.

E. An ancillary user shall be granted freely such licences as he may request for the carriage of his own goods, subject to the conditions specified in B and C but not in D above.

The holder of an ancillary licence shall after due notice be prohibited from carrying any other goods than his own whether for reward or reciprocal service; except as regards vehicles confined to a radius of 10 miles from his place of business.

F. There shall be a right of appeal from the decisions of the Local Licensing Authorities.

Note.—We consider that the Minister of Transport should arrange a machinery of appeal on the advice of the Central Advisory Committee proposed in "D" above. We consider it of great importance that this should be such as to avoid delay and in particular legal expense, the procedure being such, for example, as to make the employment of counsel unnecessary and unsuitable.

112. In the introduction of the above system we presume that care would be taken to give such notice, to frame the regulations in such a way, and to make such arrangements, as will prevent unnecessary disturbance and hardship. We consider, for example, that all hauliers already in business (or ancillary users employing some of their vehicles partly in haulage operations who apply for a haulier's licence for such vehicles) when our Conference was appointed in March last should without question receive their first year's licence for the number (or equivalent tonnage) of vehicles employed by them at the time of the licence application. Similarly, we consider that reasonable notice should be given before the enforcement of the prohibition against ancillary users carrying the goods of others for reward or reciprocal service.

113. In addition to this general system of licensing and control, limited as we have proposed above, we desire to make recommendations on three other matters involving action by the public authorities.

(i) *Record of Journeys.*

114. We consider that it is desirable that such records should be kept as will help to secure the due observance of the prescribed conditions of maximum weight to be carried and hours of work. For this purpose it is desirable, in all suitable cases, that journey records should be kept in which the weights of commodities loaded, working time and rest periods of drivers, etc., should be inserted.

115. We recognise, however, that many special cases require detailed consideration before any obligation is imposed. Some vehicles carry standard loads in vehicles so constructed that the maximum weight cannot be exceeded; others habitually carry light commodities which involve no risk of excess weight; others a variety of small parcels of which it would be difficult to keep a detailed record. Many ancillary users, especially those employing small vehicles in a limited radius, have a class of business for which it would be unreasonable to impose the same obligations as are suitable for large long-distance hauliers. Nevertheless, there are many classes of work in regard to which a standard journey sheet is much needed and where a requirement to keep it would cause no real inconvenience; indeed would involve no more than some standardisation of records already kept for the convenience of the business.

116. We recommend that the Minister of Transport should make inquiries as to the different classes of business and commodities for the purpose of prescribing the necessary regulations to give effect to the above proposal.

(ii) *Publicity of Rates.*

117. The Railway representatives urged that, having regard to their own obligations as to publicity and control of rates, some such analogous obligations should be imposed upon road hauliers.

118. The Road representatives urged the extreme difficulty of applying any such system in view of the present organisation of the haulage industry.

119. All were agreed as to the immediate introduction of the measures of licensing control described above (as regards conditions of service, fitness of vehicle, etc.). The Railway representatives would have preferred that the question of publication of rates should have been dealt with forthwith. They agreed, however, to the proposals of the Conference being confined to two following recommendations:—

(a) that the Licensing Authority shall have the right of access to information as to the rates charged by an applicant if he considers the information relevant to the discharge of his duties as prescribed in para. 111D (i).

(iii) the licensing authority shall be entitled to call for and take into consideration particulars of the convictions registered against the applicant or his employees for the previous year in respect of offences in connection with his road transport vehicles; or of his bankruptcy;

(iv) the licensing authority shall act subject to such directions as he may receive from the Minister of Transport, who shall be advised for the purpose by a new permanent Central Advisory Committee of appropriate composition to be set up for the purpose;

(v) he shall publish in a suitable form periodical statements of applications for new licences with the date by which any memorandum of objection must be forwarded to him. He shall consider any Memorandum so received and may, at his discretion, ask for oral evidence in support or answer to it. But he shall not be precluded from granting temporary interim licences.

E. An ancillary user shall be granted freely such licences as he may request for the carriage of his own goods, subject to the conditions specified in B and C but not in D above.

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F. There shall be a right of appeal from the decisions of the Local Licensing Authorities.

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(a) that the Licensing Authority shall have the right of access to information as to the rates charged by an applicant if he considers the information relevant to the discharge of his duties as prescribed in para. 111D (i).

(b) that the licensing system proposed should be brought into immediate operation and that the Minister should examine the question of publication and control of rates, in consultation with the Central Advisory Committee, with a view to the establishment if necessary of a system for the publication, and possibly the control, of rates.

(iii) *Exclusion of certain vehicles from certain roads.*

120. While the best roads have now been adapted for the heavier forms of traffic, so that on such roads few of the permitted classes of vehicles cause excessive wear and tear, there are, of course, numerous roads which are not so adapted. In many cases the heavier types of vehicles cause excessive damage and involve disproportionate expense to the highway authorities. These authorities already possess powers to secure the exclusion of specified types of vehicles from certain roads. The Conference contemplates that if the heaviest type of vehicle should be utilised in increasing numbers on classes of roads which are clearly unsuitable, a much more extended use of the powers referred to may be necessary.

PART IV

DIVISION OF FUNCTION AND GENERAL

121. We now come to the third part of our task, which is to recommend "in general, any measures which may assist the two sides of the industry to carry out their functions under equitable conditions, which adequately safeguard the interests of trade and industry."

122. To some extent we have covered these questions by our recommendations as to the incidence of highway costs and licensing control. For the fairer basis of contribution which we propose, and the removal of certain abuses through the conditions to be attached to licensing, will tend to a more economically sound division of function between road and rail goods transport, and also to the discharge of these functions under more equitable conditions, since the provisions as to licensing include safeguards for the interests of trade and industry.

123. We do not consider it practicable to go much further than this in our present report in the direction of determining and describing respective functions.

124. We agree, however, with the Royal Commission on Transport (Final Report, para. 267) that it is not "in the national interest to encourage further diversion of heavy goods traffic from the railways to the roads," and we agree in recommending that the Minister of Transport should obtain powers to prohibit by

regulation classes of traffic which are borne by rail and which, having regard to the character of the commodity and the distance together, are unsuitable for road haulage, from being transferred in future to the road. We do not propose to examine in detail the different classes of traffic, e.g., what commodities beyond what distances—should be prohibited by the Minister in the exercise of such powers. But we recommend that he should examine the question and take the advice of the Central Advisory Committee, which we have proposed for other purposes. (Para. III D. iv.)

125. In addition to such a prohibition of certain classes of traffic, there is of course the existing restriction of certain types of vehicles. Moreover, local authorities have powers to secure the exclusion of certain vehicles, elsewhere permitted, from specified roads; and, as already stated (para. 120) we contemplate a more extended use of their powers in this respect.

126. The prohibitions referred to in the two preceding paragraphs would of course apply equally to hauliers and ancillary users.

127. Though, however, prohibitions and exclusions of this kind will doubtless vary as the public interest may seem to require in the light of later experience, we do not contemplate that such negative action will determine division of function except to a relatively limited extent. We conceive that, in the main, transport will divide itself between road and rail as the demand of those who require it, and the facilities created by those who provide it, determine. The fairer incidence of costs which we recommend will of course tend to make the result more economically sound. But we believe that the best division of function will be obtained mainly through the deliberate effort of those engaged in road and rail transport to co-ordinate their services and give the public the full advantages of complementary service.

128. This opinion is related to the general conception which underlies the scheme of recommendations in this report, and our general view as to the probable and desirable evolution of transport in this country.

129. There has hitherto been a competition between road and rail of an embittered character which we hope our proposals will help to end. We conceive that the ultimate form of competition will and should be mainly along a different line. The hauliers on the one hand and the railways on the other are essentially two branches of the nation's common carrier service. More and more we conceive that, while they may still compete with each other, on the fairer basis resulting from our recommendations, they will in future be concerned so to organize their services that in collaboration they can attract the public to resort to them for all classes of traffic in which large-scale organization has great advantages.

130. For local collection and local delivery, and for conveyance up to a distance which varies with the nature of the traffic, road transport has its undeniable advantages. Beyond a certain distance, for certain classes of transport service, railway transport is no less unquestionably preferable. Road and Rail common carrier services will doubtless, to an increasing extent, examine together and in collaboration how they can effect economies, and give more convenient facilities at the minimum cost, by means of complementary service, though if such collaboration is to be successful the special position of the railways in regard to their rate systems needs to be recognized. (See para. 30.) With such collaboration, for example, the "container system" can probably be developed and arrangements made for through-rates, for collection and delivery by road and long-distance transport by rail, to an extent not otherwise possible and with results that would be of great benefit to trade and industry and to the whole economic development of the country.

131. There is room for a scientific enquiry, in the light of the experience of other countries and the special conditions of traffic in this country, as to the most economic form of transport for each class of goods—up to what distance in each case road transport is the more economical, and beyond what point railway transport becomes so; the best use and development of standardized containers and transhipment under different conditions, etc.; such an enquiry being, of course, ancillary to the practical experience of those engaged in the transport industry itself.

132. Such collaboration, replacing over large spheres of their work the present competition between railways and road hauliers, but not eliminating it, should be possible as soon as the present atmosphere is improved, as we hope it will be by our recommendations. So far as we as individuals engaged in transport administration are concerned, we should certainly be glad to do all in our power to assist such a collaboration with the advantage of the relations which have developed between us as our discussions continued.

133. In conclusion, we desire to state that such a comprehensive measure of agreement has necessarily been arrived at by a process of give and take, and concessions on both sides. It is expressed in a scheme of which each section is an integral and interdependent part of the whole. It must not be assumed that if one part was rejected we should remain agreed upon the remainder. Conscious therefore that the rejection of one part of our scheme might endanger the whole, we have taken special pains in each sphere of our recommendations to avoid prejudice to absent interests. In view of this necessary interdependence of the various subjects we have dealt with we have tried to avoid any solution which might

be acceptable to ourselves at the expense of others: not represented. The incidence of highway costs which we recommend, for example, is not inconsistent with either a reduction, or a continuance, or an increase of the charges now levied on private motorists. Increases in the rates to be levied on the class of transport represented at our Conference do not prejudice the interests of other road users or either central or local revenue authorities. Moreover, our scheme does not deprive trade and industry of the practical convenience afforded by the existing liberty of the ancillary user.

134. At the same time, our proposals certainly involve, and cannot be dissociated from, an appropriate revision of the contributions to be made by the classes of vehicles not within our terms of reference. A condition of the final validity of our report is that the balance of road costs of £36½ million must be allocated in detail to them, but it is no part of our duty to make recommendations thereon although the Appendices indicate definitely one way in which certain principles we have passed in review would operate.

135. As regards our specific calculations and assessments, it is obvious that they are in the nature of the case based to a considerable extent upon an appreciation of the importance of numerous factors upon which individual judgments will differ. Those who examine our proposals primarily from the point of view of any one of the main interests concerned will doubtless consider that we have given too little or too much weight to specific factors. But we venture to suggest that the fact that a Conference, composed as ours is of representatives of both railway and road transport, has been able to make unanimous recommendations, gives a strong presumption that, although we may have erred on this point or that, the scheme as a whole may be regarded as affording a fair basis upon which the different sections of the great inland transport industries can develop.

136. We have attempted to establish the main foundation for future development and expansion. We have not tried to elaborate a system in all its details, feeling not only that our time was too limited, but that such details would be better worked out by the authorities entrusted with the duty of dealing with problems of transport. Nor have we proposed a rigid and inelastic method of regulation which would be unadaptable to changing conditions and requirements.

137. We wish to express our deep regret that serious illness should have prevented Mr. P. B. Turner from continuing his assistance to our labours during the latter stages of our deliberations. All of his colleagues, on both sides of this Conference, who profited by his statesmanlike and broad vision of the whole of the transport problem during our earlier meetings, regret

deeply on public and as well on personal grounds that we have had to complete our task without him, but we desire at the same time to record our satisfaction that it was possible to secure so able and helpful a substitute as Mr. Edwards to replace him.

138. We desire to express our appreciation of the great services of our Secretaries, Mr. Cole Deacon and Mr. Bristow, who have been of the greatest value to us in the collection and preparation of the voluminous documentation and information which has formed the basis of our discussions; to the experts from the railways and road organizations, Mr. Clifton, Mr. Crane, Mr. Forbes Smith, Mr. Marsden and Mr. Rhodes, who analyzed the statistical evidence and presented us with a basis of agreed facts which reduced the issues for decision to the smallest practicable dimensions; and to the experts and officers of the Ministry of Transport who assisted us throughout our work.

We have the honour to be, Sir,
Your obedient Servants,

A. SALTER, *Chairman.*

W. EDWARDS.

W. H. GAUNT.

C. LE M. GOSSLIN.

ED. GRAHAM GUEST.

J. MILNE.

J. C. STAMP.

H. A. WALKER.

R. L. WEDGWOOD.

F. G. BRISTOW, } *Joint Secretaries.*
G. COLE DEACON, }

29th July, 1932.

EXPLANATORY MEMORANDUM ON THE APPENDICES

APPENDIX "A."

1. This shows how the figure of £60,000,000 adopted as the basic annual road expenditure was arrived at (Para. 51 of the Report).

2. Abnormal expenditure incurred on unemployment relief works has been adjusted so as to produce the estimated normal expenditure for each of the years 1927-28 to 1931-32.

3. The item "recoverable expenditure" represents expenditure incurred by Local Authorities on behalf of public utility undertakings, etc., and recoverable from those undertakings.

APPENDIX "B."

4. This is an analysis of the gross expenditure for the year 1930-31, and shows the sources from which the expenditure was met.

APPENDIX "C."

5. This gives the basic figures used for the purpose of the calculations shown in later Appendices.

6. Column (2) shows the number of mechanically propelled vehicles of each class, published in the Ministry of Transport Census of Mechanically Propelled Vehicles as being licensed at any time during the quarter ended 30th September, 1931.

7. Column (3) shows in respect of each class of vehicle the equivalent number of annual licences corresponding to the total numbers in Column (2). The total numbers shown in the September census have been equated by the application of a percentage deduction in respect of each class ascertained by comparison with the numbers of licences actually current on the last days of February, May, August and November, 1931.

8. Column (4) shows the average mileage of each class of vehicle in relation to the numbers in Column (3). The mileages, if they were expressed in relation to the total census numbers in Column (2), would be reduced in the proportion which the equivalent number of annual licences in Column (3) bear to the total census numbers in Column (2).

22. Out of the £60,000,000, a sum of £7,500,000 has been set aside as a payment to be made by all vehicles on a per capita basis for the franchise of the roads. An apportionment of the £7,500,000 has been made to commercial goods vehicles in the ratio of 23,500,000 to 60,000,000, giving £2,937,500, which is equivalent to £8.45 per vehicle within the whole commercial goods class.

23. The balance of £20,562,500 has been distributed on the "new" of a flat ton mile allocation and a petrol consumption allocation (Column (8)).

24. The result of that apportionment plus the franchise charge of £8.45 gives the new basic licence duties (Column (13) of pages 79 to 80).

25. The differential rates of licence duty (Columns (14) and (15) of pages 79 to 84) for solid and pneumatic tyred vehicles respectively have been calculated on the basis described above.

APPENDICES.

Appendix "A."

EXPENDITURE OF LOCAL AUTHORITIES ON THE MAINTENANCE, IMPROVEMENT, CLEANSING AND CONSTRUCTION OF HIGHWAYS, BRIDGES AND FERRIES IN GREAT BRITAIN.

(Including expenditure out of loans but excluding loan charges).

Year ended 31st March, (1)	Actual, (2)	Adjusted to allow for unemployment relief works, other than sums referred to in Note (2) below. (3)
	£	£
1927-28	58,650,552	58,500,000
1928-29	57,190,027	58,500,000
1929-30	65,469,691	61,500,000
1930-31	66,707,000	62,500,000
1931-32	66,707,000 (estimated)	63,500,000
Average annual expenditure on basis of adjusted figures is (say) 61,000,000		
Add cost of traffic, police, etc. 2,000,000		
63,000,000		
Deduct recoverable expenditure 3,000,000		
Basic Annual Expenditure £60,000,000		

Notes.—(1) The figures shown in Column (2) for the years 1927-28, 1928-29 and 1929-30 were furnished by the Ministry of Transport. Prior to 1929-30, the returns from Local Authorities were based on a division of expenditure according to whether it was or was not defrayed out of loans. For the year 1929-30 the basis of the returns was changed to expenditure on revenue account and expenditure on capital account and the figures for 1927-28 and 1928-29 have been adjusted to the new basis.

The figure for 1930-31 is based on the table shown in Appendix "B" namely, an expenditure of £66,373,000 on 99½ per cent. of the mileage of roads in Great Britain equated to 100 per cent.

From expert evidence given by the Ministry of Transport, the Conference concluded that there would be no material difference in the expenditure for 1931-32 as compared with 1930-31. The 1930-31 figure has therefore been adopted for 1931-32.

(2) The actual expenditure shown in Column (2) is exclusive of payments made from the Road Fund and other Government Funds in connexion with arterial road works carried out directly by the Ministry of Transport mainly for the relief of unemployment in the Metropolitan Area. The expenditures under this head for the first 3 years was:—

	£
1927-28	597,544
1928-29	168,478
1929-30	120,497

22. Out of the £60,000,000, a sum of £7,500,000 has been set aside as a payment to be made by all vehicles on a per capita basis for the franchise of the roads. An apportionment of the £7,500,000 has been made to commercial goods vehicles in the ratio of 23,500,000 to 60,000,000, giving £2,937,500, which is equivalent to £8.45 per vehicle within the whole commercial goods class.

23. The balance of £20,562,500 has been distributed on the "mean" of a flat ton mile allocation and a petrol consumption allocation (Column (8)).

24. The result of that apportionment plus the franchise charge of £8.45 gives the new basic licence duties (Column (13) of pages 79 to 83).

25. The differential rates of licence duty (Columns (14) and (15) of pages 79 to 84) for solid and pneumatic tyred vehicles respectively have been calculated on the basis described above.

APPENDICES.

Appendix "A."

EXPENDITURE OF LOCAL AUTHORITIES ON THE MAINTENANCE, IMPROVEMENT, CLEANSING AND CONSTRUCTION OF HIGHWAYS, BRIDGES AND FERRIES IN GREAT BRITAIN.

(Including expenditure out of loans but excluding loan charges).

Year ended 31st March.	Actual.	Adjusted to allow for abnormal expenditure on unemployment relief works, other than sums referred to in Note (2) below.
(1)	(2)	(3)
	£	£
1927-28 ...	58,650,332	58,500,000
1928-29 ...	57,190,027	58,500,000
1929-30 ...	65,469,691	61,500,000
1930-31 ...	66,707,000	62,500,000
1931-32 ...	66,707,000 (estimated)	63,500,000

Average annual expenditure on basis of adjusted figures is (say) ...	61,000,000
Add cost of traffic, police, etc. ...	2,000,000
	63,000,000
Deduct recoverable expenditure ...	3,000,000
Basic Annual Expenditure ...	£60,000,000

Notes.—(1) The figures shewn in Column (2) for the years 1927-28, 1928-29 and 1929-30 were furnished by the Ministry of Transport. Prior to 1929-30, the returns from Local Authorities were based on a division of expenditure according to whether it was or was not defrayed out of loans. For the year 1929-30 the basis of the returns was changed to expenditure on revenue account and expenditure on capital account and the figures for 1927-28 and 1928-29 have been adjusted to the new basis.

The figure for 1930-31 is based on the table shewn in Appendix "B" namely, an expenditure of £66,373,000 on 99½ per cent. of the mileage of roads in Great Britain equated to 100 per cent.

From expert evidence given by the Ministry of Transport, the Conference concluded that there would be no material difference in the expenditure for 1931-32 as compared with 1930-31. The 1930-31 figure has therefore been adopted for 1931-32.

(2) The actual expenditure shewn in Column (2) is exclusive of payments made from the Road Fund and other Government Funds in connexion with arterial road works carried out directly by the Ministry of Transport mainly for the relief of unemployment in the Metropolitan Area. The expenditure under this head for the first 3 years was:—

	£
1927-28 ...	597,544
1928-29 ...	163,478
1929-30 ...	120,497

EXPENDITURE ON HIGHWAYS AND BRIDGES IN GREAT BRITAIN DURING THE YEAR 1930-1931.

Head of Expenditure.	Gross Expenditure.			Gross Expenditure included in Col. 4 met from :—			
	Excluding Loan Charges.	Loan Charges.	Total.	Income other than from Rates and Grants from Road Fund.	Grants from Road Fund.	Loans (raised or to be raised).	Rate Fund.*
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
	£	£	£	£	£	£	£
I. MAINTENANCE, REPAIR AND MINOR IMPROVEMENTS	36,036,000	3,588,000	39,624,000	1,319,000	9,345,000	1,315,000	27,645,000
II. MAJOR IMPROVEMENTS (WIDENING, ETC.)	14,335,000	4,477,000	18,812,000	755,000	6,294,000	5,530,000	6,233,000
III. NEW CONSTRUCTION	5,053,000	951,000	6,004,000	269,000	2,451,000	2,103,000	1,181,000
IV. CLEANSING OF STREETS AND GULLIES, WATERING, SNOW CLEARING, ETC.	4,597,000	30,000	4,627,000	124,000	12,000	6,000	4,485,000
V. ADMINISTRATIVE AND OTHER GENERAL EXPENSES	3,066,000	81,000	3,147,000	194,000	324,000	25,000	2,604,000
VI. RECOVERABLE EXPENDITURE (not included above)	3,286,000	215,000	3,501,000	3,121,000	32,000	227,000	121,000
TOTAL	66,373,000	9,342,000	75,715,000	5,782,000	18,458,000	9,206,000	42,269,000

This Table was furnished to the Conference by the Ministry of Transport, who added the following explanatory notes :—

This return is compiled from statements of unaudited figures. It includes the expenditure in respect of 99½ per cent. of the mileage of roads in Great Britain. It is based generally on "income and expenditure" but is not altogether uniform in this respect as some of the smaller authorities' accounts are still based on "Cash receipts and payments." The allocation of figures must in any case be regarded as approximate especially as the return for the year is the first of its kind and there may be errors or misunderstandings on the part of the individual authorities in the treatment of particular items.

In columns (3) to (8) it has been found necessary in some cases to estimate the apportionment of charges or receipts. The figures in column (6) are exclusive of the sum paid out of the Road Fund towards the General Exchequer Contribution to local revenues under the Local Government Act, 1929. This amounted in the year 1930-31 to £5,100,000 and will amount annually in future to approximately £6,500,000.

* Further note by the Ministry of Transport. The Rate Fund is supported not only by the payments made by the Ratepayers but by the "Block Grants" made to Local Authorities from the Exchequer.

MECHANICALLY PROPELLED ROAD VEHICLES.

ALLOCATION OF ANNUAL ROAD COSTS.

DATA USED IN COMPILATION OF TON-MILE AND PETROL CONSUMPTION STATISTICS, WHICH FORM THE BASES OF ALLOCATIONS SHOWN IN APPENDICES "D" TO "F"

Description.	Numbers in Census, September, 1931.	Equivalent numbers of Annual Licences.	Average Mileage per vehicle per annum.	Average Laden Weight per vehicle. (Cwts.).	Average Petrol Consumption (Miles per Gallon).	Average Ton miles per vehicle per annum.	Average Petrol Consumption per vehicle per annum (Gallons).
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
OTHER THAN GOODS VEHICLES.							
CARS TAXED ON HORSE POWER	1,083,457	978,253	7,000	27½	20	9,625	359
MOTOR CYCLES	626,649	478,697	6,000	4	90	1,200	68
HACKNEY VEHICLES—							
Having a seating capacity for :—							
Not exceeding 4 persons	17,482	15,874	18,000	22½	20	20,250	924
Exceeding 4 not exceeding 8	20,848	18,930	10,000	35	14½	17,500	708
" 8 " " 14	6,839	6,210	28,000	41½	14	57,750	2,064
" 14 " " 20	7,459	6,773	30,000	53	11	79,500	2,801
" 20 " " 26	6,302	5,722	32,000	76½	9	122,800	3,651
" 26 " " 32	15,206	13,807	36,000	114½	8	206,100	4,621
" 32 " " 40	3,612	3,280	36,000	140½	7	252,900	5,282
" 40 " " 48	1,899	1,724	36,000	151½	6½	272,700	5,888
" 48 " " 56	7,370	6,692	36,000	163½	5½	294,300	6,722
" 56 " " 64	405	368	36,000	180½	5	324,900	7,394
" 64 " " "	42	38	36,000	190	4	342,000	8,216
EXEMPT VEHICLES	17,804	17,078	6,000	49	10	14,685	616

MECHANICALLY PROPELLED ROAD VEHICLES—(continued).

ALLOCATION OF ANNUAL ROAD COSTS—(continued).

DATA USED IN COMPILATION OF TON-MILE AND PETROL CONSUMPTION STATISTICS, WHICH FORM THE BASES OF ALLOCATIONS SHOWN IN APPENDICES "D" TO "F"—(continued).

Description.	Numbers in Census, September, 1931.	Equivalent numbers of Annual Licences.	Average Mileage per vehicle per annum.	Average Laden Weight per vehicle (Cwts.)	Average Petrol Consumption (Miles per Gallon).	Average ton miles per vehicle per annum.	Average Petrol Consumption per vehicle per annum (Gallons).
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
GOODS VEHICLES.							
SHOWMEN'S SPECIAL VEHICLES.							
Exceeding 12 cwt. but not exceeding 1 ton	17	10	8,000	22	18	8,800	456
" 1 ton " " 2 tons	129	79	8,000	37½	12	15,000	685
" 2 tons " " 3 "	237	145	8,000	72	9	28,800	913
" 3 " " " 4 "	673	410	8,000	105	8½	42,059	964
" 4 " " " 5 "	453	277	8,000	136	7½	64,487	1,091
" 5 " " " 6 "	146	89	8,000	168	6½	67,200	1,264
" 6 " " " 7 "	23	14	8,000	200	6	80,000	1,369
" 7 " " " 8 "	9	6	8,000	232	5	92,800	1,643
" 8 " " " 9 "	3	2	8,000	264	4½	105,600	1,821
" 9 " " " 10 "	6	4	8,000	296	4	118,400	2,054
" 10 " " " " "	22	13	8,000	328	3	131,200	2,739
AGRICULTURAL VANS AND LORRIES.							
Not exceeding 12 cwt. ...	8	7	6,000	13	30	3,900	205
Exceeding 12 cwt. but not exceeding 1 ton	85	75	6,000	21	18	6,300	342
" 1 ton " " 2 tons	1,093	961	6,000	29	16½	8,707	374
" 2 tons " " 2½ "	221	194	6,000	59	12	17,707	513
" 2½ " " " 3 "	112	99	6,000	75	10	22,500	616
" 3 " " " 4 "	309	272	6,000	90	9	27,024	685
" 4 " " " 5 "	245	216	6,000	120	8	36,030	770
" 5 " " " 6 "	20	18	6,000	152	7	45,600	880
" 6 " " " 7 "	33	29	6,000	182	6	54,600	1,027
" 7 " " " 8 "	6	5	6,000	212	5	63,600	1,232
" 8 " " " 9 "	4	4	6,000	242	4	72,600	1,541
" 9 " " " 10 "	6	5	6,000	272	3	81,600	2,054
OTHER GOODS VEHICLES—INTERNAL COMBUSTION.							
Not exceeding 12 cwt. ...	10,251	9,833	9,000	12	30	5,400	308
Exceeding 12 cwt. but not exceeding 1 ton	119,532	114,655	10,500	24	18	12,600	589
" 1 ton " " 1½ tons	83,738	80,321	12,000	38	14	22,800	880
" 1½ tons " " 2 "	60,729	58,251	12,250	51	12	31,238	1,048
" 2 " " " 2½ "	14,729	14,128	13,500	66	10	44,550	1,386
" 2½ " " " 3 "	10,939	10,493	14,000	78	7½	54,600	1,917
" 3 " " " 4 "	20,643	19,801	15,250	110	7	83,875	2,237
" 4 " " " 5 "	21,546	20,667	17,500	135	6½	118,125	2,765
" 5 " " " 6 "	4,343	4,166	18,500	185	5½	170,360	3,698
" 6 " " " 7 "	1,214	1,164	18,500	215	4½	198,231	4,000
" 7 " " " 8 "	491	471	18,500	255	4½	235,344	4,222
" 8 " " " 9 "	338	324	18,500	305	4½	282,125	4,470
" 9 " " " 10 "	101	97	18,500	335	4	344,411	4,750
" 10 " " " " "	24	23	18,500	380	3	351,500	6,333
VEHICLES LICENSED FOR DRAWING TRAILERS.							
Showmen's Vehicles ...	893	547	8,000	70	—	28,000	—
Agricultural Vans and Lorries ...	47	41	6,000	70	—	21,000	—
Other Goods:—							
Internal Combustion ...	4,620	4,432	6,000	70	—	21,000	—
Steam ...	2,437	2,338	5,000	70	—	17,500	—
Electric ...	39	38	4,000	70	—	14,000	—

MECHANICALLY PROPELLED ROAD VEHICLES—(continued).

ALLOCATION OF ANNUAL ROAD COSTS—(continued).

DATA USED IN COMPILATION OF TON-MILE AND PETROL CONSUMPTION STATISTICS, WHICH FORM THE BASES OF ALLOCATIONS SHOWN IN APPENDICES "D" TO "F"—(continued).

Description	Numbers in Census, September, 1931.	Equivalent numbers of Annual Licenses.	Average Mileage per vehicle per annum.	Average Load Weight per vehicle (Cwts.).	Average Petrol Consumption (Miles per Gallon).	Average ton miles per vehicle per annum.	Average Petrol consumption per vehicle per annum (Gallons) (notional).
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
GOODS VEHICLES—(continued).							
OTHER GOODS VEHICLES.—STEAM.							
Exceeding 1½ tons but not exceeding 2 tons	1	3	10,000	32	—	28,250	881
" 2 " " " " " "	21	4	10,000	37	—	39,750	1,050
" 2½ " " " " " "	3	8	10,000	52	—	42,250	1,448
" 3 " " " " " "	30	28	10,000	45	—	52,500	1,400
" 4 " " " " " "	71	75	13,000	35	—	67,750	2,054
" 5 " " " " " "	1,262	1,211	11,000	175	—	68,449	2,085
" 6 " " " " " "	2,702	2,592	11,000	267	—	119,848	2,287
" 7 " " " " " "	1,154	1,107	1,900	288	—	130,899	2,348
" 8 " " " " " "	332	318	11,000	268	—	147,400	2,336
" 9 " " " " " "	459	442	11,000	298	—	164,450	2,268
" 10 " " " " " "	46	41	11,000	330	—	181,500	3,270
OTHER GOODS VEHICLES.—ELECTRIC.							
Not exceeding 25 cwt.	177	173	5,000	30	—	7,500	290
Exceeding 25 cwt. but not exceeding 2 tons	214	209	5,000	52	—	13,125	440
" 2 tons	217	212	6,000	75	—	22,500	743
" 3 " " " " " "	378	368	6,000	108	—	31,500	840
" 4 " " " " " "	308	301	8,000	135	—	41,000	1,264
" 5 " " " " " "	30	29	8,000	145	—	57,828	1,225
" 6 " " " " " "	21	21	8,000	179	—	67,897	1,369
" 7 " " " " " "	3	3	8,000	200	—	80,000	1,335
" 8 " " " " " "	2	2	8,000	240	—	96,000	1,521
" 9 " " " " " "	1	1	8,000	270	—	108,000	1,480
" 10 " " " " " "	1	1	8,000	360	—	120,000	2,162

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MECHANICALLY PROPELLED ROAD VEHICLES—(continued).

ALLOCATION OF ANNUAL ROAD COSTS—(continued).

DATA USED IN COMPILATION OF TON-MILE AND PETROL CONSUMPTION STATISTICS, WHICH FORM THE BASES OF ALLOCATIONS SHOWN IN APPENDICES "D" TO "F"—(continued).

Description.	Numbers in Census, September, 1931. Petrol and Steam combined.	Equivalent numbers of Annual Licenses.	Average Mileage per vehicle per annum.	Average Load Weight per vehicle (Cwts.).	Average Petrol Consumption (Miles per Gallon).	Average ton miles per vehicle per annum.	Average Petrol consumption per vehicle per annum (Gallons) (Notional).
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
GOODS VEHICLES—(continued).							
TRACTORS—GENERAL HAULAGE (INCLUDING TRAILERS).							
PETROL.							
Not exceeding 2 tons	743	667	8,000	85	7	34,000	1,174
Exceeding 2 tons but not exceeding 4 tons	679	610	8,000	125	6	50,000	1,369
" 4 " " " " " "	558	286	9,000	195	5	87,750	1,849
" 6 " " " " " "	192	161	11,000	240	4	132,000	2,824
" 7½ " " " " " "	74	57	11,000	275	4	151,250	2,825
" 8 " " " " " "	90	55	14,000	325	3	227,500	4,793
" 10 " " " " " "	397	—	—	—	—	—	—
STEAM.							
Exceeding 4 tons but not exceeding 6 tons	—	215	9,000	195	—	87,750	(Notional) 1,849
" 6 " " " " " "	—	11	11,000	240	—	132,000	2,824
" 7½ " " " " " "	—	9	11,000	275	—	151,250	2,825
" 8 " " " " " "	—	25	14,000	325	—	227,500	4,793
" 10 " " " " " "	—	357	10,000	390	—	195,000	4,103

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MECHANICALLY PROPELLED ROAD VEHICLES.

ALLOCATION OF ANNUAL ROAD COST OF £60,000,000 ON MEAN OF TON MILES AND PETROL CONSUMPTION.

Description.	Allocation of £60,000,000 on Ton Mile Basis.			Allocation of £60,000,000 on Petrol Consumption or equivalent for non-petrol vehicles.	Mean of Columns (4) and (5).	Present Yield.			Increase or Decrease Mean (Col. (6)) compared with present Yield (Col. (9)).
	£58,500,000 based on total ton miles (44,398,530,5d. per ton mile).	£1,500,000 allotted to Heavy Vehicles.	Total £60,000,000 (Col. (2) + (3)).			Petrol.	Licence.	Total (Cols. (7) + (8)).	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
OTHER THAN GOODS VEHICLES.	£	£	£	£	£	£	£	£	£
CARS TAXED ON HORSE POWER ...	17,418,441	—	17,418,441	20,991,049	19,204,745	11,720,699	12,837,614	24,558,313	5,353,568
MOTOR CYCLES ...	1,062,672	—	1,062,672	1,956,520	1,509,596	1,092,455	1,313,066	2,405,521	895,925
HACKNEY VEHICLES.									
Having a seating capacity for —									
Not exceeding 4 persons	594,660	—	594,660	875,878	735,269	489,061	158,740	647,801	87,468
Exceeding—									
4 not exceeding 8 ...	612,838	—	612,838	800,382	706,610	448,907	227,160	674,067	32,543
8 14 ...	663,439	—	663,439	761,442	712,441	425,163	149,307	574,470	137,971
14 20 ...	996,106	—	996,106	1,132,464	1,064,285	632,330	244,133	876,463	187,822
20 26 ...	1,299,881	—	1,299,881	1,247,298	1,273,589	696,449	275,234	971,683	301,906
26 32 ...	5,264,228	372,943	5,637,171	3,809,139	4,723,155	2,126,895	796,899	2,923,794	1,799,361
32 40 ...	1,534,546	133,522	1,668,068	1,034,173	1,351,121	577,448	220,646	798,094	553,027
40 48 ...	869,721	81,464	951,185	585,385	768,285	326,859	134,234	461,093	307,192
48 56 ...	3,643,372	368,982	4,012,354	2,685,410	3,348,882	1,499,443	620,241	2,119,684	1,229,198
56 64 ...	221,185	24,714	245,899	162,441	204,170	90,702	35,459	126,161	78,009
64 72 ...	24,042	2,835	26,877	18,638	22,757	10,407	3,648	14,055	8,702
Total Hackney Vehicles	15,724,018	984,460	16,708,478	13,112,650	14,910,564	7,321,664	2,865,701	10,187,365	4,723,199
EXEMPT VEHICLES ...	463,947	—	463,947	591,136	527,541	350,770	—	350,770	176,771
TOTAL ...	34,669,078	984,460	35,653,538	36,651,355	36,152,446	20,485,588	17,016,381	37,501,969	1,349,523
GOODS VEHICLES.									
SHOWMEN'S SPECIAL VEHICLES.									
Exceeding 12 cwt. but not exceeding 1 ton...	163	—	163	272	218	152	150	302	84
Exceeding 1 ton but not exceeding 2 tons ...	2,192	—	2,192	3,229	2,710	1,803	1,580	3,383	673
Exceeding 2 tons but not exceeding 3 tons	7,725	—	7,725	7,902	7,814	4,412	3,515	7,927	173
Exceeding 3 tons but not exceeding 4 tons	31,901	—	31,901	23,585	27,743	13,169	11,306	24,475	3,268
Exceeding 4 tons but not exceeding 5 tons	27,922	1,381	29,303	18,042	23,672	10,074	7,875	17,949	5,723
Exceeding 5 tons but not exceeding 6 tons	11,064	673	11,737	6,716	9,227	3,750	2,530	6,280	2,947
Exceeding 6 tons but not exceeding 7 tons	2,072	150	2,222	1,144	1,683	639	398	1,037	646
Exceeding 7 tons but not exceeding 8 tons	1,030	87	1,117	589	853	329	171	500	353
Exceeding 8 tons but not exceeding 9 tons	391	37	428	217	322	121	57	178	144
Exceeding 9 tons but not exceeding 10 tons	876	94	970	490	730	274	114	388	342
Exceeding 10 tons ...	3,155	374	3,529	2,126	2,828	1,187	370	1,557	1,271
	88,491	2,796	91,287	64,312	77,800	35,910	28,066	63,976	13,824

MECHANICALLY PROPELLED ROAD VEHICLES—(continued).

ALLOCATION OF ANNUAL ROAD COST OF £60,000,000 ON MEAN OF TON MILES AND PETROL CONSUMPTION—(continued).

Description.	Allocation of £60,000,000 on Ton Mile Basis.			Allocation of £60,000,000 on Petrol Consump- tion or equivalent for non-petrol vehicles.	Mean of Columns (4) and (5).	Present Yield.			Increase or Decrease Mean (Col. (6)) compared with present Yield (Col. (9)). (10)
	£58,500,000 based on total ton miles (443985305d. per ton mile).	£1,500,000 allotted to Heavy Vehicles.	Total £60,000,000 (Col. (2) + (3)).			Petrol.	Licence.	Total (Cols. (7) + (8)).	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
GOODS VEHICLES—(continued).									
	£	£	£	£	£	£	£	£	£
AGRICULTURAL VANS AND LORRIES.									
Not exceeding 12 cwt.	51	—	51	86	69	48	70	118	49
Exceeding 12 cwt. but not exceeding 1 ton...	874	—	874	1,533	1,203	856	1,125	1,981	778
Exceeding 1 ton but not exceeding 2 tons ...	15,479	—	15,479	21,453	18,466	11,979	19,220	31,199	12,733
Exceeding 2 tons but not exceeding 2½ tons	6,352	—	6,352	5,947	6,150	3,321	4,643	7,964	1,814
Exceeding 2½ tons but not exceeding 3 tons	4,121	—	4,121	3,642	3,881	2,033	2,369	4,402	521
Exceeding 3 tons but not exceeding 4 tons	13,598	—	13,598	11,116	12,357	6,207	6,510	12,717	360
Exceeding 4 tons but not exceeding 5 tons	14,397	728	15,125	9,932	12,529	5,546	5,170	10,716	1,813
Exceeding 5 tons but not exceeding 6 tons	1,618	98	1,616	946	1,281	528	431	959	322
Exceeding 6 tons but not exceeding 7 tons	2,929	225	3,154	1,778	2,466	993	694	1,687	779
Exceeding 7 tons but not exceeding 8 tons	588	53	641	368	504	205	120	325	179
Exceeding 8 tons but not exceeding 9 tons	537	55	592	368	480	205	95	300	180
Exceeding 9 tons but not exceeding 10 tons	755	87	842	613	727	342	120	462	265
	61,199	1,246	62,445	57,782	60,113	32,263	40,567	72,830	12,717
OTHER GOODS VEHICLES— INTERNAL COMBUS- TION.									
Not exceeding 12 cwt.	98,228	—	98,228	180,852	139,540	100,981	98,330	199,311	59,771
Exceeding 12 cwt. but not exceeding 1 ton...	2,672,519	—	2,672,519	4,100,386	3,386,453	2,289,518	1,719,825	4,009,343	622,890
Exceeding 1 ton but not exceeding 1½ tons ...	3,387,828	—	3,387,828	4,220,824	3,804,326	2,356,767	1,606,420	3,963,187	158,861
Exceeding 1½ tons but not exceeding 2 tons	3,366,177	—	3,366,177	3,645,635	3,505,906	2,035,600	1,456,275	3,491,875	14,031
Exceeding 2 tons but not exceeding 2½ tons	1,164,356	—	1,164,356	1,169,309	1,166,832	652,903	420,463	1,073,366	93,466
Exceeding 2½ tons but not exceeding 3 tons	1,059,863	—	1,059,863	1,200,830	1,130,347	670,503	373,876	1,044,379	85,968
Exceeding 3 tons but not exceeding 4 tons	3,072,395	—	3,072,395	2,644,684	2,855,539	1,476,703	890,471	2,367,174	491,365
Exceeding 4 tons but not exceeding 5 tons	4,516,236	211,297	4,727,533	3,411,277	4,069,405	1,904,743	1,057,840	2,962,588	1,106,822
Exceeding 5 tons but not exceeding 6 tons	1,312,938	83,901	1,396,839	897,292	1,147,066	501,018	228,701	729,719	417,347
Exceeding 6 tons but not exceeding 7 tons	426,856	31,661	458,517	277,937	368,227	155,191	63,900	219,091	149,136
Exceeding 7 tons but not exceeding 8 tons	205,060	18,096	223,156	118,712	170,934	66,285	25,856	92,141	78,793
Exceeding 8 tons but not exceeding 9 tons	169,100	17,817	186,917	86,465	136,691	48,279	17,787	66,066	70,625
Exceeding 9 tons but not exceeding 10 tons	61,803	7,146	68,949	27,504	48,226	15,357	5,325	20,682	27,544
Exceeding 10 tons ...	14,956	1,991	16,947	8,696	12,822	4,855	1,263	6,118	6,704
	21,528,315	371,909	21,900,224	21,990,403	21,945,314	12,278,703	7,966,332	20,245,035	1,700,279

MECHANICALLY PROPELLED ROAD VEHICLES (continued).

ALLOCATION OF ANNUAL ROAD COST OF £60,000,000 ON BASIS OF TON MILES AND PETROL CONSUMPTION—(continued).

Description.	Allocation of £60,000,000 on Ton Mile Basis.			Allocation of £60,000,000 on Petrol Consumption or equivalent for non-petrol vehicles.	Mean of Columns 4 and 5.	Present Yield.			Increase or Decrease Mean (Col. (6)) compared with present Yield (Col. (9)).
	£58,500,000 based on total ton miles (443986305d per ton miles).	£1,500,000 allocated to Heavy Vehicles.	Total allocated to (Col. (4)) + (3).			Petrol.	License.	Total (7) + (8).	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Goods Vehicles—(continued)									
VEHICLE LICENSED FOR DRAWING TRAILERS.									
Showmen's Vehicles ...	28,294	—	28,334	—	14,167	—	3,282	3,282	10,885
Agricultural Vans and Lorries ...	1,593	—	1,538	—	757	—	246	246	551
Other Goods:—									
Internal Combustion	172,177	—	172,177	—	68,086	—	26,692	26,692	59,496
Steam ...	55,370	—	55,370	—	27,845	—	14,028	14,028	23,817
Electric ...	953	—	953	—	492	—	226	226	264
	278,778	—	278,778	—	139,366	—	44,376	44,376	95,013

OTHER GOODS VEHICLES—									
STEAM.									
Exceeding 1½ tons but not exceeding 2 tons	49	—	49	—	51	—	25	25	26
Exceeding 2 tons but not exceeding 2½ tons	250	—	250	—	251	—	123	123	138
Exceeding 2½ tons but not exceeding 3 tons	229	—	229	—	224	—	112	112	132
Exceeding 3 tons but not exceeding 4 tons	2,816	—	2,816	—	2,820	—	1,392	1,392	1,228
Exceeding 4 tons but not exceeding 5 tons	123,044	6,038	129,082	—	111,044	—	40,859	40,859	70,155
Exceeding 5 tons but not exceeding 6 tons	220,503	14,262	234,765	170,771	192,773	—	72,850	72,850	120,423
Exceeding 6 tons but not exceeding 7 tons	545,908	40,907	586,815	553,456	471,155	—	164,896	164,896	316,279
Exceeding 7 tons but not exceeding 8 tons	293,066	23,148	316,214	165,187	223,199	—	66,137	66,137	157,002
Exceeding 8 tons but not exceeding 9 tons	48,813	8,211	57,024	44,338	69,731	—	18,990	18,990	50,732
Exceeding 9 tons but not exceeding 10 tons	153,963	14,511	168,474	69,371	103,970	—	26,287	26,287	77,683
Exceeding 10 tons	14,773	1,784	16,557	8,591	12,564	—	2,629	2,629	9,935
	1,386,21	109,039	1,495,250	869,802	1,187,582	—	583,769	583,769	803,763

OTHER GOODS VEHICLES—									
ELECTRIC.									
Not exceeding 25 cwt.	4,400	—	4,400	2,991	2,996	—	1,058	1,058	1,859
Exceeding 25 cwt. but not exceeding 2 tons	5,075	—	5,075	5,496	5,255	—	2,717	2,717	2,588
Exceeding 2 tons but not exceeding 3 tons	8,524	—	8,524	9,403	9,114	—	4,205	4,205	4,900
Exceeding 3 tons but not exceeding 4 tons	21,573	—	21,573	18,500	20,006	—	8,300	8,300	11,197

MECHANICALLY PROPELLED ROAD VEHICLES—(continued).

ALLOCATION OF ANNUAL ROAD COST OF £60,000,000 ON MEAN OF TON MILES AND PETROL CONSUMPTION—(continued).

Description. (1)	Allocation of £60,000,000 on Ton Mile Basis.			Allocation of £60,000,000 on Petrol Consumption or equivalent for non-petrol vehicles. (5)	Mean of Columns (4) and (5). (6)	Present Yield.			Increase or Decrease Mean (Col. (6)) compared with present Yield (Col. (9)). (10)
	£58,800,000 based on total ton miles (443985305d. per ton mile). (2)	£1,500,000 allotted to Heavy Vehicles. (3)	Total £60,000,000 (Col. (2) + (3)). (4)			Petrol. (7)	Licence. (8)	Total (Cols. (7) + (8)). (9)	
GOODS VEHICLES—(continued).									
OTHER GOODS VEHICLES—	£	£	£	£	£	£	£	£	£
ELECTRIC—(continued).									
Exceeding 4 tons but not exceeding 5 tons	30,069	1,475	31,544	22,712	27,128	—	8,079	8,079	10,049
Exceeding 5 tons but not exceeding 6 tons	3,102	163	3,265	2,120	2,692	—	855	855	1,837
Exceeding 6 tons but not exceeding 7 tons	2,636	162	2,798	1,716	2,257	—	619	619	1,633
Exceeding 7 tons but not exceeding 8 tons	444	32	476	257	367	—	88	88	279
Exceeding 8 tons but not exceeding 9 tons	355	31	386	182	284	—	59	59	225
Exceeding 9 tons but not exceeding 10 tons	200	20	220	89	154	—	30	30	124
Exceeding 10 tons ...	222	24	246	129	188	—	30	30	158
	74,830	1,907	76,737	63,604	70,171	—	26,529	26,529	43,642
TRACTORS—GENERAL HAULAGE (INCLUDING TRAILERS).									
PETROL.									
Not exceeding 2 tons	41,953	—	41,953	46,734	44,344	26,095	14,007	40,102	4,242
Exceeding 2 tons but not exceeding 4 tons	56,423	—	56,423	49,863	53,143	27,842	15,250	43,092	10,051
Exceeding 4 tons but not exceeding 6 tons	46,427	2,755	49,182	31,561	40,371	17,623	8,580	26,203	14,168
Exceeding 6 tons but not exceeding 7½ tons ...	39,315	2,871	42,186	27,144	34,665	15,156	5,635	20,791	13,874
Exceeding 7½ tons but not exceeding 8 tons	15,949	1,335	17,284	9,611	13,447	5,367	2,280	7,647	5,800
Exceeding 8 tons but not exceeding 10 tons ...	23,147	2,838	25,985	15,735	20,860	8,786	2,750	11,536	9,324
Exceeding 10 tons ...	—	—	—	—	—	—	—	—	—
	223,214	9,799	233,013	180,648	206,830	100,869	48,502	149,371	57,459
STEAM.									
Exceeding 4 tons but not exceeding 6 tons	34,902	2,071	36,973	23,732	30,352	—	6,450	6,450	18,634
Exceeding 6 tons but not exceeding 7½ tons ...	2,686	196	2,882	1,855	2,369	—	385	385	1,901
Exceeding 7½ tons but not exceeding 8 tons	2,518	211	2,729	1,518	2,123	—	360	360	1,645
Exceeding 8 tons but not exceeding 10 tons ...	10,942	1,082	12,024	7,439	9,732	—	1,300	1,300	7,172
Exceeding 10 tons ...	128,784	15,284	144,068	87,550	115,809	—	21,420	21,420	82,582
	179,832	18,844	198,676	122,094	160,385	—	29,915	29,915	130,470
TOTAL ...	23,830,922	515,540	24,346,462	23,348,645	23,847,554	12,447,745	8,538,141	21,015,801	2,831,753

Description.	Mean of Ton Mile basis and petrol consumption basis (Derived from Appendix " D " Col. 6).	Present Yield.			Amounts required to be realised by Licence Duty on combined ton mile and petrol consumption basis of allocation, assuming duty on petrol at present rate of 8d. per gallon (Cols. 2-3).
		Petrol (Derived from Appendix " D " Col. 7).	Licence (Derived from Appendix " D " Col. 8).	Total (Cols. 3 + 4).	
(1)	(2)	(3)	(4)	(5)	(6)
OTHER THAN GOODS VEHICLES.					
CARS TAXED ON HORSE POWER ...	£ 19-619	£ 11-967	£ 13-123	£ 25-090	£ 7-652
MOTOR CYCLES ...	3-140	2-267	2-743	5-010	0-873
HACKNEY VEHICLES.					
Having seating capacity for:—					
Not exceeding 4 persons ...	46-311	30-800	10-000	40-800	15-511
Exceeding 4 not exceeding 8 ...	37-320	23-600	12-000	35-600	13-720
" 8 " " 14 ...	114-726	68-467	24-043	92-510	46-259
" 14 " " 20 ...	157-142	93-367	36-045	129-412	63-775
" 20 " " 26 ...	222-565	121-700	48-101	169-801	100-865
" 26 " " 32 ...	342-073	154-033	57-717	211-760	188-040
" 32 " " 40 ...	411-941	176-067	67-270	243-337	235-874
" 40 " " 48 ...	445-647	189-600	77-862	267-462	256-047
" 48 " " 56 ...	500-433	224-067	92-684	316-751	276-366
" 56 " " 64 ...	554-805	246-467	96-336	342-803	308-338
" 64 ...	598-880	273-867	96-000	369-867	325-013
EXEMPT VEHICLES ...	31-970	20-533	—	20-533	11-437
GOODS VEHICLES.					
SHOWMEN'S SPECIAL VEHICLES.					
Exceeding 12 cwt. but not exceeding 1 ton ...	21-750	15-200	15-000	30-200	6-550
Exceeding 1 ton but not exceeding 2 tons ...	34-321	22-833	20-000	42-833	11-488
Exceeding 2 tons but not exceeding 3 tons ...	53-891	30-433	24-241	54-674	23-458
Exceeding 3 tons but not exceeding 4 tons ...	67-678	32-133	27-575	59-708	35-545
Exceeding 4 tons but not exceeding 5 tons ...	85-456	36-367	28-432	64-799	49-069
Exceeding 5 tons but not exceeding 6 tons ...	103-670	42-133	28-432	70-565	61-537
Exceeding 6 tons but not exceeding 7 tons ...	120-209	45-633	28-432	74-065	74-576
Exceeding 7 tons but not exceeding 8 tons ...	142-094	54-767	28-432	83-109	87-327
Exceeding 8 tons but not exceeding 9 tons ...	161-357	60-700	28-432	89-042	100-657
Exceeding 9 tons but not exceeding 10 tons ...	182-574	68-470	28-432	96-812	114-104
Exceeding 10 tons ...	217-515	91-300	28-432	119-642	136-215
AGRICULTURAL VANS AND LORRIES.					
Not exceeding 12 cwt. ...	9-726	6-833	10-000	16-833	2-893
Exceeding 12 cwt. but not exceeding 1 ton ...	16-036	11-480	15-000	26-400	4-836
Exceeding 1 ton but not exceeding 2 tons ...	19-217	12-467	20-000	32-467	6-750
Exceeding 2 tons but not exceeding 2½ tons ...	31-685	17-100	23-933	41-033	14-585
Exceeding 2½ tons but not exceeding 3 tons ...	39-199	20-533	23-933	44-466	18-896
Exceeding 3 tons but not exceeding 4 tons ...	45-443	22-833	23-933	46-766	22-610
Exceeding 4 tons but not exceeding 5 tons ...	57-996	25-667	23-933	49-600	32-329

MECHANICALLY PROPELLED ROAD VEHICLES - (continued)

ALLOCATION PER VEHICLE OF £60,000,000 ON THE BASIS OF TON MILES AND PETROL CONSUMPTION ASSUMED WITH YIELD OF PRESENT DUTIES - (continued)

Description (1)	Mean of Ton Mile consumption basis (Derived from Appendix "D" Col. 6).	Present Yield.			Amounts required to be realised by Licence Duty on combined ton mile and petrol consumption basis of allocation, assuming duty on petrol at present rate of 8d. per gallon (Cols. 2 - 3).
		Petrol (Derived from Appendix "D" Col. 7).	Licence (Derived from Appendix "D" Col. 8).	Total (Cols. 3 + 4)	
(1)	(2)	(3)	(4)	(5)	(6)
GOODS VEHICLES - (continued)					
AGRICULTURAL VANS AND LORRIES - (cont. from p. 10)					
Exceeding 5 tons but not exceeding 6 tons	71-157	26-333	23-953	50-286	41-824
Exceeding 6 tons but not exceeding 7 tons	85-038	34-233	25-913	60-146	50-805
Exceeding 7 tons but not exceeding 8 tons	100-882	41-967	23-853	65-820	59-816
Exceeding 8 tons but not exceeding 9 tons	120-021	51-367	23-933	75-300	68-654
Exceeding 9 tons but not exceeding 10 tons	143-456	68-461	23-933	92-394	76-991
OTHER GOODS VEHICLES - INTERNAL COMBUSTION					
Not exceeding 1 ton	14-184	8-267	10-000	18-267	3-922
Exceeding 1 ton but not exceeding 1 1/2 tons	29-334	19-967	13-000	32-967	9-567
Exceeding 1 1/2 tons but not exceeding 2 tons	47-356	29-833	26-000	55-833	18-023
Exceeding 2 tons but not exceeding 2 1/2 tons	68-776	34-933	31-000	65-933	25-246
Exceeding 2 1/2 tons but not exceeding 3 tons	82-578	40-200	34-000	74-200	36-378
Exceeding 3 tons but not exceeding 4 tons	107-722	63-900	36-000	100-900	43-824
Exceeding 4 tons but not exceeding 5 tons	144-354	74-567	44-800	119-367	60-787
Exceeding 5 tons but not exceeding 6 tons	196-906	92-133	51-150	143-283	104-739
Exceeding 6 tons but not exceeding 7 tons	275-343	120-267	54-800	175-067	155-076
Exceeding 7 tons but not exceeding 8 tons	316-853	138-833	54-800	188-233	183-020
Exceeding 8 tons but not exceeding 9 tons	382-919	169-733	54-800	224-533	229-166
Exceeding 9 tons but not exceeding 10 tons	421-878	187-333	54-800	242-133	272-878
Exceeding 10 tons	497-234	228-333	54-800	283-133	338-001
	557-445	211-100	54-800	265-900	346-348
VEHICLES LICENSED FOR DRAWING TRAILERS					
Showmen's Vehicles	25-899	-	6-000	6-000	25-899
Agricultural Vans and Lorries	19-424	-	6-000	6-000	19-424
Other Goods -					
Internal Combustion	19-424	-	6-000	6-000	19-424
Steam	16-187	-	6-000	6-000	16-187
Electric	12-950	-	6-000	6-000	12-950

MECHANICALLY PROPELLED ROAD VEHICLES—(continued).

Appendix "E"—(continued).

ALLOCATION PER VEHICLE OF £60,000,000 ON THE MEAN OF TON MILES AND PETROL CONSUMPTION COMPARED WITH YIELD OF PRESENT DUTIES (continued).

Description.	Mean of Ton-Mile basis and petrol consumption basis (Derived from Appendix "D" Col. 6).	Present Yield.			Amounts required to be realised by Licence Duty on combined ton-mile and petrol consumption basis of allocation, assuming duty on petrol at present rate of 8d. per gallon (Cols. 2-3).
		Petrol (Derived from Appendix "D" Col. 7).	Licence (Derived from Appendix "D" Col. 8).	Total (Cols. 3+4).	
(1)	(2)	(3)	(4)	(5)	(6)
GOODS VEHICLES—(continued).					
OTHER GOODS VEHICLES—STEAM.					
	£	£	£	£	£
Not exceeding 2 tons ...	50-578	—	25-000	25-000	50-578
Exceeding 2 tons but not exceeding 2½ tons ...	62-559	—	30-800	30-800	62-559
Exceeding 2½ tons but not exceeding 3 tons ...	81-376	—	37-333	37-333	81-376
Exceeding 3 tons but not exceeding 4 tons ...	90-350	—	48-000	48-000	90-350
Exceeding 4 tons but not exceeding 5 tons ...	146-458	—	53-904	53-904	146-458
Exceeding 5 tons but not exceeding 6 tons ...	159-186	—	59-744	59-744	159-186
Exceeding 6 tons but not exceeding 7 tons ...	181-760	—	59-744	59-744	181-760
Exceeding 7 tons but not exceeding 8 tons ...	201-618	—	59-744	59-744	201-618
Exceeding 8 tons but not exceeding 9 tons ...	219-292	—	59-744	59-744	219-292
Exceeding 9 tons but not exceeding 10 tons ...	236-298	—	59-744	59-744	236-298
Exceeding 10 tons ...	252-544	—	59-744	59-744	252-544
GOODS VEHICLES—TRUCKS.					
	£	£	£	£	£
Not exceeding 25 cwt. ...	15-591	—	0-000	0-000	15-591
Exceeding 25 cwt. but not exceeding 2 tons ...	25-273	—	13-000	13-000	25-273
Exceeding 2 tons but not exceeding 3 tons ...	42-991	—	19-834	19-834	42-991
Exceeding 3 tons but not exceeding 4 tons ...	54-209	—	23-873	23-873	54-209
Exceeding 4 tons but not exceeding 5 tons ...	90-129	—	26-841	26-841	90-129
Exceeding 5 tons but not exceeding 6 tons ...	92-862	—	29-483	29-483	92-862
Exceeding 6 tons but not exceeding 7 tons ...	107-496	—	29-483	29-483	107-496
Exceeding 7 tons but not exceeding 8 tons ...	122-178	—	29-483	29-483	122-178
Exceeding 8 tons but not exceeding 9 tons ...	141-932	—	29-483	29-483	141-932
Exceeding 9 tons but not exceeding 10 tons ...	154-107	—	29-483	29-483	154-107
Exceeding 10 tons ...	187-694	—	29-483	29-483	187-694
TRACTORS AND GENERAL HAULAGE INCLUDING TRAILERS.					
PETROL.					
Not exceeding 2 tons ...	66-491	39-133	21-000	60-133	27-358
Exceeding 2 tons but not exceeding 4 tons ...	87-112	45-633	25-000	70-633	41-479
Exceeding 4 tons but not exceeding 6 tons ...	141-173	61-633	30-000	91-633	79-540
Exceeding 6 tons but not exceeding 7½ tons ...	215-306	94-133	35-000	129-133	121-173
Exceeding 7½ tons but not exceeding 8 tons ...	235-933	94-167	40-000	134-167	141-766
Exceeding 8 tons but not exceeding 10 tons ...	374-307	159-767	50-000	209-767	214-540
Exceeding 10 tons ...	—	—	—	—	—

MECHANICALLY PROPELLED ROAD VEHICLES—(continued).

ALLOCATION PER VEHICLE OF £60,000,000 ON THE MEAN OF TON MILES AND PETROL CONSUMPTION COMPARED WITH YIELD OF PRESENT DUTIES—(continued).

Description.	Mean of Ton Mile basis and petrol consumption basis (Derived from Appendix "D" Col. 6).	Present Yield.			Amounts required to be realised by Licence Duty on combined ton-mile and petrol consumption basis of allocation, assuming duty on petrol at present rate of 8d. per gallon (Cols. 2-3). (6)
		Petrol (Derived from Appendix "D" Col. 7).	Licence (Derived from Appendix "D" Col. 8).	Total (Cols. 3 + 4).	
(1)	(2)	(3)	(4)	(5)	(6)
GOODS VEHICLES—(continued).					
STEAM.					
Exceeding 4 tons but not exceeding 6 tons	116·667		30·000	30·000	116·667
Exceeding 6 tons but not exceeding 7½ tons	207·844		35·000	35·000	207·844
Exceeding 7½ tons but not exceeding 8 tons	222·500		40·000	40·000	222·500
Exceeding 8 tons but not exceeding 10 tons	325·833		50·000	50·000	325·833
Exceeding 10 tons	291·822		60·000	60·000	291·822

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MECHANICALLY PROPELLED ROAD VEHICLES.

GOODS VEHICLES.

ALLOCATION OF ANNUAL ROAD COSTS.

Referred to in para. 83 of the Report.

Description.	Allocation of £60,000,000 on equated Ton Miles (Appendix "D" Col. 4).	Allocation of £60,000,000 on Petrol Consumption or equivalent for non-petrol vehicles (Appendix "D" Col. 5).	Mean of Allocation based on Ton Miles (Col. 2) and Petrol Consumption (Col. 3) (Appendix "D" Col. 6).	Allocation of £23,500,000 pro rata to amounts shewn in Column 4 (referred to in para. 83 of Report).
(1)	(2)	(3)	(4)	(5)
SHOWMEN'S SPECIAL VEHICLES	£ 91,287	£ 64,312	£ 77,800	£ 76,666
AGRICULTURAL VANS AND LORRIES	62,445	57,782	60,113	59,237
OTHER GOODS—				
Internal Combustion	21,900,224	21,990,403	21,945,314	21,625,483
Steam	1,505,302	869,802	1,187,552	1,170,245
Electric	76,737	63,604	70,171	69,148
TRACTORS, GENERAL HAULAGE (INCLUDING TRAILERS).				
Petrol	233,013	180,648	206,830	203,816
Steam	198,676	122,094	180,385	178,048
TRAILERS—Showmen's				
" Agricultural	28,334	—	14,167	13,961
" Other Goods—	1,593	—	796	784
Petrol	172,177	—	86,089	84,834
Steam	75,600	—	37,845	37,293
Electric	984	—	492	485
TOTAL	24,346,462	23,348,645	23,847,554	23,500,000

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MECHANICALLY PROPELLED ROAD VEHICLES (continued).

Appendix "F" (continued).

ALLOCATION OF ANNUAL ROAD COSTS—(continued).

SHOWMEN'S SPECIAL VEHICLES.

Description.	Equivalent numbers of annual licences. (Appendix "D," Page 50, Col. 3).	Maximum weight in tons. (Appendix "D," Page 55, Col. 6).	Yearly allocation (Col. 3) adjusted so to yield total shown on Page 49, Col. 5.	Average per Vehicle per annum. (Col. 4 + 2).	Present Annual Duty per Vehicle. (Appendix "E," Page 63, Col. 3).	Proposed Basic Licence Duty (Cols. 5-6).	Proposed Annual Licence Duty (referred to in paragraph 88 of Report).		Present Annual Licence Duty.	
							Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.	Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
Exceeding 12 cwt., but not exceeding 1 ton...	10	218	215	21 500	15 200	6 300	9	9	15	15
Exceeding 1 ton, but not exceeding 2 tons	79	2,710	2,671	33 710	22 833	10 977	12	12	20	20
Exceeding 2 tons, but not exceeding 3 tons	145	7,814	7 700	53 153	30 423	22 670	25	20	25	20
Exceeding 3 tons, but not exceeding 4 tons...	410	27,743	27,339	63 80	32 153	34 547	37	30	28	22
Exceeding 4 tons, but not exceeding 5 tons	277	23,672	23,327	79 113	36 367	47 846	53	42	30	24
Exceeding 5 tons, but not exceeding 6 tons...	89	9,227	9,092	2 157	42 133	60 024	66	53	30	24
Exceeding 6 tons, but not exceeding 7 tons...	14	1,683	1,656	118 429	45 533	72 796	79	63	30	24
Exceeding 7 tons, but not exceeding 8 tons...	2	203	211	119 197	24 707	26 400	109	72	30	24
Exceeding 8 tons, but not exceeding 9 tons...	1	103	111	119 250	26 500	28 500	104	67	30	24
Exceeding 9 tons, but not exceeding 10 tons	4	730	719	119 750	66 470	111 230	123	98	30	24
Exceeding 10 tons	13	2,828	2,787	214 285	91 300	123 085	153	106	30	24
TOTAL	1,049	77,800	76,646	—	—	—	1,330	—	—	—

AGRICULTURAL VANS AND LORRIES.

Description.	Equivalent numbers of annual licences. (Appendix "D," Page 50, Col. 3).	Maximum weight in tons. (Appendix "D," Page 55, Col. 6).	Yearly allocation (Col. 3) adjusted so to yield total shown on Page 49, Col. 5.	Average per Vehicle per annum. (Col. 4 + 2).	Present Annual Duty per Vehicle. (Appendix "E," Page 63, Col. 3).	Proposed Basic Licence Duty (Cols. 5-6).	Proposed Annual Licence Duty (referred to in paragraph 88 of Report).		Present Annual Licence Duty.	
							Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.	Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
Not exceeding 12 cwt.	7	69	68	9 714	6 833	2 881	3	3	10	10
Exceeding 12 cwt., but not exceeding 1 ton...	75	1,203	1,160	15 813	11 400	4 413	2	5	15	15
Exceeding 1 ton, but not exceeding 2 tons	961	18,406	18,197	18 835	12 467	6 468	7	7	20	20
Exceeding 2 tons, but not exceeding 3 tons	194	6,156	6,060	31 237	17 100	14 137	15	12	25	20
Exceeding 3 tons, but not exceeding 4 tons...	99	3,881	3,825	38 536	20 533	18 103	20	16	25	20
Exceeding 4 tons, but not exceeding 5 tons...	272	12,357	12,177	44 788	22 833	21 985	24	19	25	20
Exceeding 5 tons, but not exceeding 6 tons...	216	12,522	12,248	57 157	28 667	31 481	34	28	25	20
Exceeding 6 tons, but not exceeding 7 tons...	128	1,281	1,262	70 111	29 333	30 771	36	27	25	20
Exceeding 7 tons, but not exceeding 8 tons...	63	2,693	2,646	83 799	34 233	49 660	44	35	25	20
Exceeding 8 tons, but not exceeding 9 tons...	504	497	497	99 400	41 067	59 373	64	51	25	20
Exceeding 9 tons, but not exceeding 10 tons	490	473	473	118 250	48 327	68 643	54	46	25	20
Exceeding 10 tons	5	727	716	143 200	68 467	74 733	1 82	65	25	20
TOTAL	1,885	60,113	59,297	—	—	—	2 126	—	—	—

OTHER GOODS VEHICLES - INTERNAL COMBUSTION. ALLOCATION OF ANNUAL ROAD COSTS - (continued).

Description.	Equivalent number of annual licences (Appendix "C" Page 53, Col. 3).	Present Annual Yield of Licence and Petrol Duties of Vehicles not exceeding 3 tons unladen weight. (Appendix "D" Page 57, Col. 9).	"Mean" of equated ton miles and petrol consumption allocations for Vehicles exceeding 3 tons. (Appendix "D" Page 57, Col. 6).	Present Annual yield from Vehicles not exceeding 3 tons as in Col. 3, Col. 4 adjusted for vehicles exceeding 3 tons so as to yield conjointly the total shown on Page 66 (Col. 3).	Average per vehicle per annum (Columns 5 & 2).	Present Annual Yield of Petrol Duty per Vehicle (Appendix "E" Page 65, Col. 3).	Proposed Basic Licence Duty (Cols. 6 & 7).	Proposed Annual Licence Duty. (Referred to in Paragraph 83 of Report).		Present Annual Licence Duty.	
								Vehicles fitted with Solid Tyres. (9)	Vehicles fitted with Pneumatic Tyres. (10)	Vehicles fitted with Solid Tyres. (11)	Vehicles fitted with Pneumatic Tyres. (12)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Not exceeding 12 cwt.	9,833	199,311	£	£	£	£	£	£	£	£	£
Exceeding 12 cwt., but not exceeding 1 ton	114,655	4,009,343		199,311	20,267	10,267	10,000	10	10	10	10
Exceeding 1 ton, but not exceeding 1 1/2 tons	80,324	3,963,187		4,009,343	34,967	19,967	15,000	15	15	15	15
Exceeding 1 1/2 tons, but not exceeding 2 tons	58,251	3,491,875		3,963,187	49,333	29,333	20,000	20	20	20	20
Exceeding 2 tons, but not exceeding 2 1/2 tons	14,128	1,073,366		3,491,875	59,933	34,933	25,000	25	25	25	25
Exceeding 2 1/2 tons, but not exceeding 3 tons	10,498	1,044,370		1,073,366	75,974	46,200	29,774	36	29	35	28
	287,681	13,781,461		1,044,370	99,531	63,900	35,631	40	32	40	32
Exceeding 3 tons, but not exceeding 4 tons	19,801		2,858,539	2,544,561	128,507	74,567	53,940	61	49	48	38
Exceeding 4 tons, but not exceeding 5 tons	20,667		4,069,495	3,622,427	175,276	92,167	83,109	94	75	54	43
Exceeding 5 tons, but not exceeding 6 tons	4,166		1,147,668	1,021,074	245,097	120,267	124,830	136	109	60	48
Exceeding 6 tons, but not exceeding 7 tons	1,164		365,227	327,781	281,599	133,333	148,266	170	136	60	48
Exceeding 7 tons, but not exceeding 8 tons	471		176,934	152,159	323,655	140,733	182,322	209	167	60	48
Exceeding 8 tons, but not exceeding 9 tons	324		136,691	121,677	442,567	149,000	226,546	261	209	60	48
Exceeding 9 tons, but not exceeding 10 tons	97		48,226	42,929	376,546	158,333	283,234	316	253	60	48
Exceeding 10 tons	23		12,822	11,414	496,261	211,200	285,161	345	276	60	48
	46,713		8,811,910	7,844,022							
	334,364	13,771,351	8,811,910	21,625,189							

MECHANICALLY PROPELLED ROAD VEHICLES (continued).

OTHER GOODS VEHICLES - STEAM. ALLOCATION OF ANNUAL ROAD COSTS - (continued).

Description.	Equivalent number of annual licences (Appendix "C" Page 52, Col. 3).	Present Annual Yield of Licence and Petrol Duties of Vehicles not exceeding 3 tons unladen weight. (Appendix "D" Page 59, Col. 9).	Equivalent of Petrol Duty for non-petrol Vehicles not exceeding 3 tons unladen weight. "Mean" of equated ton miles and petrol allocations for vehicles exceeding 3 tons. (Appendix "D" Page 59, Col. 6).	Present adjusted annual yield from vehicles not exceeding 3 tons as in Col. (3), Col. (4) adjusted for vehicles exceeding 3 tons so as to yield conjointly the total shown on Page 69 (Col. 5).	Average per vehicle per annum (Columns 5 & 2).	Present Annual Yield of Petrol Duty per Vehicle (Appendix "E" Page 66, Col. 3).	Proposed Basic Licence Duty (Cols. 6 & 7).	Proposed Annual Licence Duty. (Referred to in Paragraph 83 of Report).		Present Annual Licence Duty.	
								Vehicles fitted with Solid Tyres. (9)	Vehicles fitted with Pneumatic Tyres. (10)	Vehicles fitted with Solid Tyres. (11)	Vehicles fitted with Pneumatic Tyres. (12)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Exceeding 1 1/2 tons, but not exceeding 2 tons	1	25	29	54	54,000			£	£	£	£
Exceeding 2 tons, but not exceeding 2 1/2 tons	4	123	140	263	65,750		54,000	54	54	25	25
Exceeding 2 1/2 tons, but not exceeding 3 tons	3	112	145	257	85,667		65,750	74	60	35	28
		260	314	574			85,667	85	68	40	32
Exceeding 3 tons, but not exceeding 4 tons	29		2,620	2,582	89,934		89,934	97	78	48	38
Exceeding 4 tons, but not exceeding 5 tons	758		111,014	108,393	144,318		144,318	154	123	54	43
Exceeding 5 tons, but not exceeding 6 tons	1,211		192,773	189,958	159,860		159,860	167	134	60	48
Exceeding 6 tons, but not exceeding 7 tons	2,592		471,185	464,254	179,110		179,110	191	153	60	48
Exceeding 7 tons, but not exceeding 8 tons	1,107		223,199	219,939	198,680		198,680	212	170	60	48
Exceeding 8 tons, but not exceeding 9 tons	318		69,731	68,713	216,079		216,079	229	188	60	48
Exceeding 9 tons, but not exceeding 10 tons	440		103,970	102,451	232,843		232,843	244	195	60	48
Exceeding 10 tons	44		12,564	12,384	281,386		281,386	300	240	60	48
	6,499		1,187,006	1,169,671							
	6,507	260	1,187,320	1,170,245							

MECHANICALLY PROPELLED ROAD VEHICLES—(continued).

Appendix "F"—(continued).

ALLOCATION OF ANNUAL ROAD COSTS—(continued).

OTHER GOODS VEHICLES—ELECTRIC.

Description.	Equivalent number of annual licences (Appendix "C" Page 52, Col. 3).	Present Annual Yield of Licence and Petrol Duties of Vehicles not exceeding 3 tons unladen weight. (Appendix "D" Page 59, Col. 9).	Equivalent of Petrol Duty for non-petrol vehicles not exceeding 3 tons unladen weight. "Mean" of equated ton miles and petrol allocations for vehicles exceeding 3 tons (Appendix "C" Page 52, Col. 6).	Present adjusted annual yield from vehicles not exceeding 3 tons as in Col. (5). Col. (4) adjusted for vehicles exceeding 3 tons so as to yield conjointly the total shown on Page 69 (Col. 5).	Average per vehicle per annum. (Cols. 5 & 2).	Present Annual Yield of Petrol Duty per Vehicle (Appendix "E" Page 67, Col. 3).	Proposed Basic Licence Duty (Cols. 6-7).	Proposed Annual Licence Duty. (Referred to in Paragraph 83 of Report).		Present Annual Licence Duty.	
								Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.	Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Not exceeding 25 cwts	173	£ 1,038	£ 1,570	£ 2,708	£ 15.653	£ —	£ 15.653	£ 15	£ 15	£ 6	£ 6
Exceeding 25 cwts, but not exceeding 2 tons	209	2,717	3,069	5,786	27.684	—	27.684	28	23	13	13
Exceeding 2 tons, but not exceeding 3 tons	212	4,205	5,250	9,455	44.599	—	44.599	48	38	20	16
	594	7,960	9,889	17,949	—	—	—	—	—	—	—
Exceeding 3 tons, but not exceeding 4 tons	369	—	20,006	19,298	52.298	—	52.298	64	51	24	19.2
Exceeding 4 tons, but not exceeding 5 tons	301	—	27,128	26,169	86.940	—	86.940	80	64	27	21.6
Exceeding 5 tons, but not exceeding 6 tons	29	—	2,692	2,597	89.552	—	89.552	97	78	30	24
Exceeding 6 tons, but not exceeding 7 tons	21	—	2,257	2,177	103.667	—	103.667	110	88	30	24
Exceeding 7 tons, but not exceeding 8 tons	3	—	367	354	118.000	—	118.000	120	96	30	24
Exceeding 8 tons, but not exceeding 9 tons	2	—	284	274	137.000	—	137.000	135	108	30	24
Exceeding 9 tons, but not exceeding 10 tons	1	—	154	149	149.000	—	149.000	150	120	30	24
Exceeding 10 tons	1	—	188	181	181.000	—	181.000	180	144	30	24
	727	—	53,076	51,199	—	—	—	—	—	—	—
	1,321	7,960	63,065	69,148	—	—	—	—	—	—	—

MECHANICALLY PROPELLED ROAD VEHICLES—(continued).

Appendix "F"—(continued).

ALLOCATION OF ANNUAL ROAD COSTS—(continued).

TRACTORS (GENERAL HAULAGE INCLUDING TRAILERS)—INTERNAL COMBUSTION.

Description.	Equivalent number of annual licences (Appendix "C" Page 53, Col. 3).	Present Annual Yield of Licence and Petrol Duties of Vehicles not exceeding 3 tons unladen weight. (Appendix "D" Page 61, Col. 9).	"Mean" of equated ton miles and petrol allocations for vehicles exceeding 3 tons (Appendix "D" Page 61, Col. 9).	Present Annual Yield from Vehicles not exceeding 3 tons as in Col. (3). Col. (4) adjusted in respect of vehicles exceeding 3 tons so as to yield conjointly the total shown on Page 69 Col. (5).	Average per vehicle per annum. (Cols. 5 & 2).	Present Annual Yield of Petrol Duty per Vehicle (Appendix "E" Page 67, Col. 3).	Proposed Basic Licence Duty (Cols. 6-7).	Proposed Annual Licence Duty. (Referred to in Paragraph 83 of Report).		Present Annual Licence Duty.	
								Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.	Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Not exceeding 2 tons ...	667	£ 40,102	£ —	£ 40,102	£ 60.133	£ 39.133	£ 21.000	£ 21	£ 21	£ 21	£ 21
	667	40,102	—	40,102	—	—	—	—	—	—	—
Exceeding 2 tons, but not exceeding 4 tons	610	—	53,143	53,544	87.777	45.633	42.144	42	42	25	25
Exceeding 4 tons, but not exceeding 6 tons	286	—	40,371	40,676	142.224	61.633	80.591	81	81	30	30
Exceeding 6 tons, but not exceeding 7 1/2 tons	161	—	34,665	34,927	216.938	94.133	122.805	123	123	35	35
Exceeding 7 1/2 tons, but not exceeding 8 tons	57	—	18,447	18,549	237.702	94.167	143.535	144	144	40	40
Exceeding 8 tons, but not exceeding 10 tons	55	—	20,800	21,018	382.145	159.767	222.378	222	222	50	50
	1,169	—	162,486	163,714	—	—	—	—	—	—	—
	1,836	40,102	162,486	203,816	—	—	—	—	—	—	—

MECHANICALLY PROPELLED ROAD VEHICLES—(continued).

Appendix "E"—(continued).

ALLOCATION OF ANNUAL ROAD COSTS—(continued).

TRACTORS (GENERAL HAULAGE) INCLUDING TRAILERS—S. 135.

Description.	Equivalent number of Annual Licences (Appendix "C," Page 53, Col. 3).	Present Annual Yield of Licence and Petrol Duties of vehicles not exceeding 3 tons unladen weight (Appendix "D," Page 61, Col. 9).	Equivalent of Petrol Duty for non-petrol vehicles not exceeding 3 tons unladen weight. "Mean" of equivalent ton miles and petrol allocations for vehicles exceeding 3 tons (Appendix "D," Page 61, Col. 6).	Present Annual Yield of 1000 vehicles not exceeding 3 tons unladen weight, adjusted to yield of 1000 vehicles exceeding 3 tons on Page 66, Col. 57.	Average per vehicle per annum. (5) ÷ (2).	Present Annual Yield Petrol Duty per Vehicle (Appendix "E," Page 68, Col. 3).	Proposed Annual Licence Duty (Referred to in paragraph 83 of Report).		Present Annual Licence Duty.		
							Proposed Basic Licence Duty (Cols. (6)–(7)).	Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.	Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Exceeding 4 tons, but not exceeding 6 tons.	214	—	—	—	—	—	£	£	£	£	£
Exceeding 6 tons, but not exceeding 7½ tons.	11	—	—	—	188-120	—	139-116	139	139	30	30
Exceeding 7½ tons, but not exceeding 8 tons.	—	—	—	—	212-273	—	212-273	212	212	35	35
Exceeding 8 tons, but not exceeding 10 tons.	26	—	2,732	—	322-444	—	232-444	232	232	40	40
Exceeding 10 tons.	857	—	115,500	—	368-867	—	368-840	369	369	50	50
	618	—	160,385	—	319-667	—	319-667	320	320	80	60

MECHANICALLY PROPELLED ROAD VEHICLES—(continued).

Appendix "F"—(continued).

ALLOCATION OF ANNUAL ROAD COSTS—(continued).

TRAILERS.

Description.	Equivalent Number of annual Licences (Appendix "C," Page 51 (Col. (3)).	"Mean" of equivalent ton miles and petrol allocation (Appendix "D," Page 58 (Col. (6)).	"Mean" allocation (Col. (3)) adjusted so as to yield the total amount shown on Page 69, (Col. (5)).	Proposed Annual Licence Duty for Vehicles licensed to draw trailers (Columns 4–2), Referred to in Paragraph 83 of Report.	Present Annual Licence Duty.
(1)	(2)	(3)	(4)	(5)	(6)
VEHICLES LICENSED FOR DRAWING TRAILERS.		£	£	£	£
Showmen's Vehicles	547	14,167	13,961	26	—
Agricultural Vans and Lorries	41	797	784	19	—
Other Goods—Internal Combustion	4,432	80,988	84,834	19	—
Steam	2,338	37,845	37,293	16	—
Electric	39	492	485	13	—
TOTAL...	7,396	139,389	—	—	—

MECHANICALLY PROPELLED ROAD VEHICLES
ALLOCATION OF £23,500,000 PER ANNUM.

Appendix "G"

GOODS VEHICLES.

Description	Equivalent No. of Annual Licences.	Franchise charge of £2,937,500 at £8-45-00 per Vehicle.	Allocation of £20,562,500 on flat ton miles (at £3830925/7d.).		Allocation of £20,562,500 on Petrol Consumption (at 12-617835144d. Gall.).			Mean of Ton Miles and Petrol (Col. 5) and Petrol (Col. 7).	Total Allocation (Cols. 7 + 8).	Present Yield.		
			Top Miles.	—	Petrol.	—	—			Petrol.	Licence	Total (Cols. 10 + 11).
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	
Showmen's Special Vehicles	1,049	8,864	47,834,400	£ 76,354	1,077,286	£ 56,638	£ 66,496	76,360	£ 85,910	£ 28,060	£ 63,976	
Agricultural Vans and Lorries	1,885	15,928	33,061,750	52,806	967,914	50,887	51,847	67,775	32,263	40,567	72,830	
Other Internal Combustion	334,394	2,898,826	11,637,812,868	18,575,697	368,361,115	19,866,332	18,971,014	21,796,840	12,276,768	7,966,882	20,245,03	
Steam	6,507	54,964	75,761,600	1,394,785	14,570,943	766,010	986,367	1,040,871	—	286,769	383,769	
Electric	1,321	11,182	40,400,125	64,567	1,063,453	56,015	60,494	71,566	—	36,529	29,529	
Tractors, General Haulage (including Trailers)	1,836	15,514	120,660,250	192,600	3,026,080	159,093	175,847	191,861	160,869	45,602	149,371	
Internal Combustion	618	5,222	97,209,500	155,168	2,045,198	107,525	131,349	150,568	—	29,915	29,915	
Trailers, Showmen's Vehicles	547	—	15,316,000	24,448	—	—	—	—	—	—	—	
Agricultural Vans and Lorries	41	—	661,000	1,374	—	—	12,234	12,234	—	8,282	8,282	
Other Internal Combustion	4,432	—	32,072,000	148,663	—	—	667	667	—	246	246	
Steam	2,838	—	40,915,000	65,309	—	—	74,282	74,282	—	26,562	26,562	
Electric	38	—	532,000	849	—	—	32,562	32,562	—	14,028	14,028	
TOTAL	355,006	2,987,500	12,882,005,813	20,562,500	391,118,961	20,562,500	20,562,500	23,500,000	12,447,745	8,568,056	21,015,801	

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MECHANICALLY PROPELLED ROAD VEHICLES—(continued).
ALLOCATION OF £23,500,000 PER ANNUM—AVERAGE PER VEHICLE.

Appendix "G"—(continued).

SHOWMEN'S SPECIAL VEHICLES.

Description	Equivalent Numbers of Annual Licences.	Annual Franchise charge of £8-45 per vehicle (£2,937,500).	Allocation of £20,562,500 on Flat Ton Miles.		Allocation of £20,562,500 on Petrol Consumption or equivalent for non-petrol vehicles.		Mean of Allocations on Ton Miles and Petrol (Col. 7) Bases.	Total Allocations per Vehicle (Cols. 8+8).	Present Annual Yield per Vehicle.			Proposed Basic Licence Duty (Cols. 9-10).	Proposed Annual Licence Duty.		Present Annual Licence Duty.	
			Average Ton Miles per Vehicle.	Amount (at £3830925/7d. per ton mile).	Average Consumption per Vehicle (Galls.).	Amount at £12-617835144d. per gallon.			Petrol	Licence	Total (Cols. 10+11).		Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.	Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)
Exceeding 12 cwt., but not exceeding 1 ton ...	10	8-45	8,800	14-047	456	23-974	19-011	£ 27-461	£ 15-200	£ 16-000	£ 30-200	£ 12	£ 12	£ 12	£ 15	£ 15
Exceeding 1 ton, but not exceeding 2 tons	79	8-45	15,000	23-943	685	36-013	29-979	£ 88-429	£ 22-833	£ 20-000	£ 42-833	16	16	16	20	20
Exceeding 2 tons, but not exceeding 3 tons	145	8-45	21,800	45-971	913	48-000	46-986	£ 55-436	£ 30-433	£ 24-241	£ 54-674	25	27	22	25	20
Exceeding 3 tons, but not exceeding 4 tons	410	8-45	42,059	67-135	964	60-682	58-909	£ 67-359	£ 32-133	£ 27-575	£ 59-708	35	37	30	23	22
Exceeding 4 tons, but not exceeding 5 tons	277	8-45	54,487	86-978	1,091	57-359	72-166	£ 80-616	£ 36-367	£ 28-432	£ 64-799	45	50	40	30	24
Exceeding 5 tons, but not exceeding 6 tons	89	8-45	67,200	107-266	1,264	66-454	86-860	£ 95-310	£ 42-133	£ 28-432	£ 70-565	53	58	47	30	24
Exceeding 6 tons, but not exceeding 7 tons	14	8-45	80,000	127-698	1,369	71-974	99-836	£ 108-286	£ 45-633	£ 28-432	£ 74-065	63	68	54	30	24
Exceeding 7 tons, but not exceeding 8 tons	6	8-45	92,800	148-129	1,643	86-379	117-254	£ 125-704	£ 54-767	£ 28-432	£ 83-109	71	85	68	30	24
Exceeding 8 tons, but not exceeding 9 tons	2	8-45	105,600	168-561	1,821	95-738	132-150	£ 140-600	£ 60-700	£ 28-432	£ 89-042	80	89	71	30	24
Exceeding 9 tons, but not exceeding 10 tons	4	8-45	118,400	188-992	2,054	107-988	148-490	£ 159-940	£ 68-470	£ 28-432	£ 96-812	88	98	78	30	24
Exceeding 10 tons ...	13	8-45	131,200	209-424	2,239	144-001	176-713	£ 185-168	£ 91-800	£ 28-432	£ 119-642	94	102	82	30	24
TOTAL	1,049															

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MECHANICALLY PROPELLED ROAD VEHICLES—continued.

Appendix "G"—continued.

ALLOCATION OF £23,500,000 PER ANNUM—AVERAGE PER VEHICLE—continued.

OTHER GOODS VEHICLES—STEAM.

Description.	Equivalent Numbers of Annual Licences.	Annual Franchise charge of £3.45 per vehicle (£2,937,000).	Allocation of £20,562,500 on Flat Ton Miles.		Allocation of £20,562,500 on Petrol Consumption or equivalent for non-petrol vehicles.		Mean of Allocations on Ton Miles (Col. 3) and Petrol (Col. 7) and Petrol (Col. 8).	Present Annual Yield per Vehicle.			Proposed Annual Licence Duty (Cols. 9-10).		Proposed Annual Licence Duty.		Present Annual Licence Duty.	
			Average Ton Miles per Vehicle.	Average Petrol Consumption per vehicle.	Average Consumption per vehicle.	Petrol Licence		Total (Cols. 10-11).	Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.	Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.				
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)
Exceeding 14 tons, but not exceeding 2 tons	1	£ 3.45							£	£	£	£	£	£	£	£
Exceeding 2 tons, but not exceeding 2 1/2 tons	4	8.45							25.000	25.000	58	58	58	58	25	25
Exceeding 2 1/2 tons, but not exceeding 3 tons	3	8.45							30.800	30.800	63	72	58	35	23	
Exceeding 3 tons, but not exceeding 4 tons	29	8.45							37.338	37.338	80	89	64	40	32	
Exceeding 4 tons, but not exceeding 5 tons	78	8.45							48.000	48.000	87	98	74	48	38	
Exceeding 5 tons, but not exceeding 6 tons	1,211	8.45							53.904	53.904	132	140	112	54	43	
Exceeding 6 tons, but not exceeding 7 tons	2,592	8.45							59.744	59.744	142	151	121	60	48	
Exceeding 7 tons, but not exceeding 8 tons	1,101	8.45							59.744	59.744	100	170	136	60	48	
Exceeding 8 tons, but not exceeding 9 tons	275	8.45							59.744	59.744	175	186	149	60	48	
Exceeding 9 tons, but not exceeding 10 tons	44	8.45							59.744	59.744	186	200	160	60	48	
Exceeding 10 tons	1	8.45							59.744	59.744	200	212	170	60	48	
TOTAL	6,363	£ 53,760.45							£ 2,200,000	£ 2,200,000	240	258	206	60	48	

Appendix "G"—continued.

Description.	Equivalent Numbers of Annual Licences.	Annual Franchise charge of £3.45 per vehicle (£2,937,000).	Allocation of £20,562,500 on Flat Ton Miles.		Allocation of £20,562,500 on Petrol Consumption or equivalent for non-petrol vehicles.		Mean of Allocations on Ton Miles (Col. 3) and Petrol (Col. 7) and Petrol (Col. 8).	Present Annual Yield per Vehicle.			Proposed Annual Licence Duty (Cols. 9-10).		Proposed Annual Licence Duty.		Present Annual Licence Duty.	
			Average Ton Miles per Vehicle.	Average Petrol Consumption per vehicle.	Average Consumption per vehicle.	Petrol Licence		Total (Cols. 10-11).	Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.	Vehicles fitted with Solid Tyres.	Vehicles fitted with Pneumatic Tyres.				
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)
Not exceeding 25 cwt.	1	£ 3.45							£ 0.002	£ 0.002	22	22	22	22	0	0
Exceeding 25 cwt., but not exceeding 2 tons	14	8.45							15.000	15.000	50	50	30	13	13	
Exceeding 2 tons, but not exceeding 3 tons	8	8.45							19.844	19.844	46	50	36	20	16	
Exceeding 3 tons, but not exceeding 4 tons	31	8.45							23.877	23.877	65	65	46	27	19.5	
Exceeding 4 tons, but not exceeding 5 tons	34	8.45							29.644	29.644	85	90	72	27	21.6	
Exceeding 5 tons, but not exceeding 6 tons	94	8.45							36.523	36.523	87	93	74	30	24	
Exceeding 6 tons, but not exceeding 7 tons	22	8.45							29.488	29.488	99	104	83	29	24	
Exceeding 7 tons, but not exceeding 8 tons	3	8.45							29.488	29.488	110	110	88	30	24	
Exceeding 8 tons, but not exceeding 9 tons	2	8.45							29.488	29.488	125	125	107	30	24	
Exceeding 9 tons, but not exceeding 10 tons	1	8.45							29.488	29.488	134	134	107	30	24	
Exceeding 10 tons	1	8.45							29.488	29.488	161	161	120	30	24	
TOTAL	1,321	£ 11,321.45							£ 113,665	£ 113,665	161	161	120	30	24	

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*Copy sent
Bust 23.9.32*

Approved GNSB

Mr. *23/9*
Mr. *23.9.32*
Mr.
Mr. Parkinson
Mr. Tomkinson
Mr. C. Bottomley
Mr. J. Shuckburgh
Parlt. U.S. of S.
Parly. U.S. of S.
Secretary of State

September 1932

DRAFT.

Code tele...

No. 192 Your despatch

No. 76. I am prepared to agree
as temporary measure but
as Gibbs comments I note
no amendment has been made in
nor in the schedule.
reference to
advisory Council my
material concerns are proposed
I should wish to be consulted and

ENTROBI
GOVERNOR

*Referred to the President
(in Sullin Report)*

Secor.

KENYA.

No. 376



RECEIVED
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COL. OFFI

62
GOVERNMENT HOUSE,
NAIROBI,
KENYA.

10th August, 1932.

Sir,

1/10 2.
With reference to my telegram No. 123 of the 11th July, informing you that it was not proposed to publish the Carriage of Goods by Motor (Prohibition) Bill, a copy of which accompanied Kenya despatch No. 316 of the 2nd July, I have the honour to transmit a copy of an amended Bill, which, on the advice of Executive Council, it is proposed to publish for information prior to introduction in Legislative Council. In the first instance, however, the Bill will be referred to the Railway Advisory Council.

2. The differences between the redraft and the original Bill are as follows :-

- (a) Clause 3 (2) is amended so as to correspond exactly with the corresponding provisions of the 1931 Ordinance;
- (b) In Clause 4 "thereto" is amended to read "hereto";
- (c) A new Clause 9 is added, old Clauses 9 and 10 being re-numbered 10 and 11.

The object of Clause 9 is to enable goods to be carried by motor to places off the railway line, though such transport involves the use of part of a scheduled road. The conveyance for reward of goods e.g. from Nairobi to Machakos, Nairobi to Limuru, or Nakuru to Gilgil or Thomson's Falls was prohibited under the original Bill, but will be permissible under this amendment.

The new clause is so drafted as to cover cases of transfer from one vehicle to another and also deviations on to side roads --

THE RIGHT HONOURABLE,
MAJOR SIR PHILIP CUNLIFFE-LISTER, P.C., G.B.E., M.C., M.P.
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET,
LONDON....S.W.1.

roads or tracks.

3. The present intention is that the Bill should be taken in Legislative Council at the Estimates Session, and I should be grateful if I might be informed by telegraph whether you see any objection to the provisions of the Bill as it now stands.

I have the honour to be,

Sir,

Your most obedient, humble servant,

Mr. Bullock

GOVERNOR'S DEPUTY.

64

A BILL TO PROVIDE FOR THE
PROHIBITION OF THE CARRIAGE FOR REWARD OF
GOODS BY MOTOR VEHICLES OVER CERTAIN
ROADS OF THE COLONY.

ENACTED by the Governor of the Colony of Kenya, with the advice and consent of the Legislative Council thereof, as follows:-

Short title. 1. This Ordinance may be cited as "the Carriage of Goods by Motor (Prohibition) Ordinance, 1953," and shall come into operation upon such date as the Governor may by notice in the Gazette appoint. *(Valid for one year only, subject to extension by Parliament)*

Inter-pretation. 2. In this Ordinance, unless the context otherwise requires -

"motor vehicle" means every description of vehicle propelled by means of mechanical power contained within itself other than a vehicle used on specially prepared ways such as railways and tramways, and includes a tractor and a trailer;

"tractor" means a motor vehicle designed for towing one or more trailers;

"trailer" means a vehicle attached to and drawn by a motor vehicle whether its weight is partly supported by the motor vehicle or otherwise;

"goods" means goods, or other movable property of any description, and includes animals and birds, whether alive or dead.

Prohibition of motor carriage of goods. 3. (1) Save as is provided under this Ordinance, no person shall for reward convey by means of any motor vehicle any goods other than of goods the personal effects of persons travelling thereon over or along any road mentioned in the schedule train roads hereto. *[Schedule of roads to be prohibited by Prohibition of Motor Carriage of Goods Ordinance, 1953]*

(2) If any goods which have been sold or are being conveyed for sale are conveyed by the seller by means of a motor vehicle owned by him, in course of delivery of those goods to their purchaser or to the place of sale such conveyance shall constitute a conveyance for reward within the meaning of this section.

(3) The provisions of this section shall not apply in regard to the conveyance of any farming products from the farm whereon such farming products were produced to the nearest railway station or siding or to the nearest municipality or township.

Power to alter schedule. 4. The Governor in Council may, from time to time, by order, add to, vary or revoke the whole or any part of the schedule hereto.

Power to grant permits in special circumstances. 5. Notwithstanding anything in this Ordinance contained, the Governor in Council may grant a permit on such terms as he may think fit to carry goods for reward over or along any road mentioned in the schedule hereto in respect of any motor vehicle either generally or in respect of any particular journey and subject to such conditions

as he may prescribe if he is satisfied that such motor vehicle is bona fide used for conveying supplies or equipment for persons on a temporary visit to the Colony or that special circumstances exist which justify him in granting such free permit.

Application to motor vehicles imported from neighbouring territories.

6. Notwithstanding the proviso to section 3 of the Traffic Ordinance, 1923, no motor vehicle licensed in the Uganda Protectorate or in the Tanganyika Territory shall be entitled to carry goods for reward over or along any road mentioned in the Schedule hereto.

Offences cognizable to police.

7. Offences against this Ordinance shall be cognizable to the police.

Penalty.

8. Any person who shall contravene any of the provisions of this Ordinance shall be guilty of an offence and shall be liable on conviction by a magistrate of the first or second class to a fine of one hundred pounds or to imprisonment for a term of six months or to both such fine and such imprisonment.

30

9. (1) Nothing in this Ordinance contained shall be deemed to make unlawful the conveyance of any goods for reward by means of a motor vehicle if the conveyance of such goods whether in one motor vehicle or in more than one motor vehicle does not involve the use of more than twenty-five miles in all of any road or roads mentioned in the Schedule hereto.

(2) The distance travelled by any person over any road mentioned in the Schedule hereto shall be deemed to be the distance from the point at which such person first came upon such scheduled road to the point at which he would by using the normal means of communication finally leave such scheduled road.

Onus of proof.

10. When any person is charged with carrying goods for reward under this Ordinance the onus of proving that the goods so conveyed were not conveyed for reward shall be on the person so charged.

Appeal.

11. The Carriage of Goods by Motor (Control) Ordinance, 1931, is hereby repealed.

Provided that all licences, authorities or rights granted by the Road Transport Control Board under the authority of the Ordinance hereby repealed and in force immediately before the commencement of this Ordinance shall respectively continue in force for the period for which they were issued, and while so in force all the provisions of the Ordinance hereby repealed in respect of those licences during the currency thereof and in respect of the vehicles under the authority of such licences and the vehicles used in connection with such licences shall apply to such licences, authorities and rights as aforesaid, and to the vehicles to which they relate.

SCHEDULE.

- The public road from Mombasa (Makupa Causeway) via Mazaras to Nairobi thence to Nakuru via Limuru ("A" route).
- The road between Voi and Taveta.

which period shall be the case except very few

The Times

11/8/32

KENYA RAILWAY LOSSES

MOTOR COMPETITION TO BE PROHIBITED

FROM OUR CORRESPONDENT

NAIROBI, Aug. 10

In view of the serious loss, estimated at £65,000 annually, to the railways through motor lorry competition, the Government has decided to introduce legislation entirely prohibiting such competition. There is at present a Road Transport Control Board and a system of heavy licence fees, but this has not reduced motor competition appreciably and because of the serious financial position of the railways the Government has long been urged to impose complete prohibition.

The statement of railway finances for the first half of this year shows a loss of £3,900; harbour losses are £14,000, in spite of increased economies.

COPY FOR REGISTRATION

Telegram from the Governor's Deputy Kenya to the
Secretary of State for the Colonies.

Dated 11th July. Received 3-17 p.m. 11th July, 1932.

No. 123.

My despatch of 2nd July No. 316 . Pending
further consideration by legal advisers and Executive
Council it is not now proposed to publish Carriage of
goods by Motor (Prohibition) Bill as transmitted.
Despatch follows.

Application filed on 27/7/32 E.H.
(initials)



KENYA.

No. 3/6

BY AIR MAIL.

GOVERNMENT HOUSE
NAIROBI,
KENYA

27th July, 1932.

Sir,

270757/32
E.H.

With reference to my telegram No. 94 of the 30th May, 1932, on the subject of road and railway competition, the effectiveness of the Carriage of Goods by Motor (Contract) Ordinance, 1931, I have the honour to enclose a copy of a Report submitted by the Acting Chairman of the Board appointed under the Ordinance, covering the period November, 1931 - 1932.

2. Up to the end of June the Board had granted 36 applications for licences out of 124 applications received, 25 licences had actually been taken out. These licences, run for one year from the date of issue, are for the following routes :-

Mombasa - Nairobi	18.
Mombasa - Voi	1.
Mombasa - Nakuru	4.
Mombasa - Makindu	2.

No licence has been issued or granted since February, 1932, that the latest licence expires in February, 1933. All the licensed vehicles are owned by Indians. The revenue derived from licence fees amounts to £3,190.

3. The Railway has throughout strongly opposed the granting of any licences, and has contended that under section 6 of the present Ordinance it was not legally possible for the Board to grant any licences at all. This view the Board was unable to accept, rightly interpreting the purpose of the Ordinance as restriction and not elimination of motor competition.

From ---

THE RIGHT HONOURABLE
MAJOR SIR PHILIP CUNLIFFE-LISTER, P.C., G.B.E., M.C., M.P.
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET,
LONDON..S.W.1.

From examination of the consignment notes carried by the licensed lorries the Railway estimates that the loss in Railway revenue consequent on the issue of the licences already taken out amounts to £40,000 per annum. The annual loss to the Railway caused by a lorry on the Nairobi - Mombasa route is said to average approximately £1600. These figures are based on the assumption that the Railway trucks would have to be hauled up from the Coast empty in any case, and that all the revenue lost on account of road transport, less only the difference between the cost of hauling an empty and a laden truck, would be profit to the Railway.

4. Whatever the accurate figure may be, there is no doubt that the loss is such as the Railway is positively unable to afford at the present time. The benefit of the lower road freights are not passed on to the consumer and the position shortly is that the essential and already adequate means of transport provided by the State is being crippled by wasteful competition which sooner or later must involve the State in increased road expenditure. Where railway and road systems are both maintained by the State, the general problem is simplified to the extent that the State in the last resort has no alternative but to secure whichever system may be essential from damaging competition which confers no corresponding benefit on the community. When, therefore, on the 10th May Lord Francis Scott moved a Motion in Legislative Council in favour of elimination of wasteful competition, the Government declared that reference would have to be made to you but that in principle it was sympathetic to the Motion. The Motion was in the following terms and was not pressed to a division :-

" This Council is of the opinion that the continuation of competition by road transport versus the Kenya and Uganda Railways between Mombasa and Uganda and between Mombasa and Kisumu is wasteful and against the public interests of the Colony, and therefore urges Government to amend the Carriage of Goods by

Motor (Control) Ordinance so as to eliminate this wasteful competition".

5. In Executive Council on the 27th May it was decided that a Bill providing for total prohibition should be drafted and referred to Mr. Gibb for examination in connection with Uganda Ordinance No. VII of 1952. I enclose a copy of the Bill, together with a copy of Mr. Gibb's letter of the 11th June, from which it will be observed that Mr. Gibb approves of the Bill as a temporary measure for the elimination of wasteful competition.

The Bill provides for complete prohibition of the carrying of goods for hire on the main trunk road between Mombasa and Nakuru and on the road between Voi and Taveta. These are scheduled points under the present Ordinance. The Governor in Council is empowered to add to or vary the schedule and to grant permits for carriage over scheduled roads in special circumstances. Clause 5 has been amended as suggested by Mr. Gibb. His other comments, namely, on clause 3 and on the schedule, are receiving consideration.

The case of a purchaser who has goods from a railway station sent away by a lorry will not come under the Bill unless such conveyance were for reward.

6. As regards the question of compensation to existing licence-holders, I am advised that, if the enclosed Bill were to become law, the only claims for compensation which can arise will be from persons (if any) who assert that their means of livelihood has been taken away and that Government should compensate them for this deprivation and also for the lorries which may be left on their hands. I am advised, in regard to the first contention, that it is doubtful whether a valid claim in equity could be supported on these grounds, and, in

regard to the second contention, that evidence goes to show that the life of the lorries is very short and that it is therefore unlikely that there will be any lorries of any value left in the hands of licensees, if and when the Bill is passed and comes into operation. In the circumstances the matter of compensation does not appear to be one which can or will assume formidable proportions.

7. The alternative solution is a revision of railway rates. Mr. Gibb considers that, as soon as traffic improves, steps should be taken to meet the competition by so arranging the rates that the higher classes are reduced to a level competitive with the road haulier and the lower classes increased, even if such a policy were to reduce somewhat the tonnages of low-rated traffic handled by the Railway.

The Railway Advisory Council early in 1952 gave further consideration to this question and advised that in the existing position a revision of the tariff should not be introduced, "though Council will continue to watch the situation closely in the light of developments and will hold itself free to recommend a revision of rates, with the object of securing the revenues of the Railway Administration, as and when the need arises". At its last meeting held on the 31st May - 2nd June, the Council passed the following Resolution :-

"THAT, in the light of experience gained in the administration of the Motor (Control) Ordinance, 1931, this Council has now reached the conclusion, and definitely recommends accordingly, that legislative action such as will in effect be prohibitive of wasteful competition should be introduced".

8. To summarise the position, the present Ordinance has achieved its object, which was avowedly only

restriction ---

restriction, but the Railway revenues have shrunk during recent months to such an extent that even restricted competition is dangerous, and such competition has been found in practice to confer no commensurate benefit on the community as a whole.

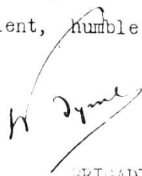
9. I am holding a Session of Legislative Council on the 26th July and, in view of the terms of Government declaration and of the Railway Council's Minute quoted above, I purpose putting the enclosed Bill before Executive Council next week and thereafter publishing it for information so that, subject to your concurrence, it may be taken in Legislative Council at the forthcoming Session. I shall at the same time take Council's advice in regard to the date upon which the Bill, if enacted, should be brought into operation.

I should be grateful, therefore, if I might be informed by telegraph whether you have any objection to the introduction of the Bill as a temporary measure.

I have the honour to be,

Sir,

Your most obedient, humble servant,



BRIGADIER-GENERAL.

G O V E R N O R .

REPORT OF THE WORKING OF THE CARRIAGE
OF GOODS BY MOTOR (CONTROL) ORDINANCE,
1931, SO FAR AS IS REVEALED IN THE
FIRST EIGHT MONTHS OF ITS OPERATION.

The Carriage of Goods by Motor (Control) Ordinance, 1931, was assented to on the 8th September, 1931, and the first meeting of the Road Transport Control Board was held on the 2nd and 3rd of November, 1931. Subsequent meetings were held on the 12th of November, 1931, 1st of December, 1931, 4th January, 1932, 2nd of February, 1932, 1st of March, 1932, 5th April, 1932, and 16th of June, 1932.

2. The total number of applications up to date has been 124. The number of licences granted by the Board since its first meeting up to the present time is 56 of which 25 have been taken up by the licensees, 11 not having been taken up. Licensees have also been required to keep proper log books and consignment notes so that the number of journeys made and the class and volume of goods carried is now accurately ascertainable. It is submitted that these figures show that the Ordinance has been effective in achieving the result for which it was passed i.e. to restrict the competition with the railway on the part of road transport. The Railway Authorities have all along been far from satisfied with the terms of the Ordinance.

3. When the question of the restriction or complete abolition of competition of the railway on the part of road transport was under consideration some two years ago, the Railway Authorities were strongly in favour of the complete elimination of such competition, but/

but there was a stable body of opinion which advocated restriction of competition only and not total abolition and, eventually this school of thought won the day and Ordinance No.23 of 1931 became law. It is only fair, however, to the Railway to say that their attitude has consistently been strongly in favour of total abolition of competition and from the first meeting of the Road Transport Control Board they have declared also that the working of the Ordinance has not been satisfactory. The contention has been that under the terms of the Ordinance and particularly under the provisions of section 6 there it was not legally possible for the Board to grant any licences at all. The Board found themselves unable to accept this view with the result that the above quoted number of licences have been granted in the teeth of bitter opposition from the Railway Authorities.

4. The whole matter was brought up by Lord Francis Scott, the Senior Elected Member, at the last Session of the Legislative Council when he introduced a motion urging total elimination of Road and Railway Competition. He was supported by the Nairobi Chamber of Commerce and by all the Elected Members with one exception. It has been perhaps impossible to give the Ordinance a really fair trial inasmuch as owing to the depression in trade in the world markets, the revenue of the Railway has been steadily falling off ever since the Ordinance was passed and although their losses from competition have been reduced through the medium of the Ordinance from £100,000 per annum to £40,000 per annum, yet the Railway points out very truly that it cannot possibly afford to lose £40,000 per annum at the present time. This estimated loss is calculated on the revenue which would have been derivable had the goods now wholly carried by lorry/

lorry been carried by the Railway but it makes no allowance for any cost to the Railway in this regard - the conclusion being that the trucks have to be hauled back from the Coast in any case.

5. In conclusion it will be seen that dissatisfaction with the system has been expressed by nearly all the Elected Members and by the Nairobi Chamber of Commerce who considered that the competition should be entirely eliminated. So far as is known, there is only an extremely small minority at the present time who consider that no steps should be taken to scrap the competition between the road and railway, holding that free competition is the best thing in the interest of the Railway and the public generally.

Sd/ T.D.H. BRUCE,

ACTING ATTORNEY GENERAL,
ACTING CHAIRMAN, ROAD TRANSPORT CONTROL
BOARD.

NAIROBI.
27th June, 1932.

A BILL TO PROVIDE FOR THE
PROHIBITION OF THE CARRIAGE FOR REWARD
OF GOODS BY MOTOR VEHICLES OVER
CERTAIN ROADS OF THE COLONY.

BE IT ENACTED by the Governor of the Colony
of Kenya, with the advice and consent of the Legislative
Council thereof, as follows:-

Short title

1. This Ordinance may be cited as "the Carriage of Goods by Motor (Prohibition) Ordinance, 1932," and shall come into operation upon such date as the Governor may by notice in the Gazette appoint.

Interpretation.

2. In this Ordinance, unless the context otherwise requires -

"Motor vehicle" means every description of vehicle propelled by means of mechanism contained within itself other than a vehicle used on specially prepared ways such as railways and tramways, and includes a tractor and a trailer;

"Tractor" means a motor vehicle designed for towing one or more trailers;

"Trailer" means a vehicle attached to and drawn by a motor vehicle whether its weight is partly supported by the motor vehicle or otherwise;

"Goods" means goods, or other movable property of any description, and includes animals and birds, whether alive or dead.

Prohibition of motor carriage of goods over certain roads.

3. (1) Save as is provided under this Ordinance, no person shall for reward convey by means of any motor vehicle any goods (other than the personal effects of persons travelling therein) over or along any road mentioned in the Schedule hereto.

(2) If any goods which have been sold or are being conveyed for sale are conveyed by the seller by means of a motor vehicle owned by him, in course of delivery of those goods to their purchaser or to the place of sale within a radius of 50 miles from the residence of such purchaser or of such place of sale, such conveyance shall not constitute a conveyance for reward within the meaning of this section.

(3) The provisions of this section shall not apply in regard to the conveyance of any farming products from the farm whereon such farming products were produced to the nearest railway station or siding or to the nearest municipality or township.

4. The Governor in Council may, from time to time, by order, add to, vary or revoke the whole or any part of the Schedule thereto.

5. Notwithstanding anything in this Ordinance contained, the Governor in Council may grant a permit on such terms as he may think fit to carry goods for reward over or along any road mentioned in the Schedule hereto in respect of any motor vehicle either generally or in respect of any particular journey and subject to such conditions as he may prescribe if he is satisfied that such motor vehicle is bona fide used for conveying

Power to alter Schedule.

Power to grant permits in special circumstances.

supplies or equipment for persons on a temporary visit to the Colony or that special circumstances exist which justify him in granting such free permit.

Application to motor vehicles imported from neighbouring territories.

6. Notwithstanding the proviso to section 5 of the Traffic Ordinance, 1928, no motor vehicle licensed in the Uganda Protectorate or in the Tanganyika Territory shall be entitled to carry goods for reward over or along any road mentioned in the Schedule hereto.

Offences cognizable to police.

7. Offences against this Ordinance shall be cognizable to the police.

Penalty.

8. Any person who shall contravene any of the provisions of this Ordinance shall be guilty of an offence and shall be liable on conviction by a magistrate of the first or second class to a fine of one hundred pounds or to imprisonment for a term of six months or to both such fine and such imprisonment.

Onus of proof.

9. When any person is charged with carrying goods for reward under this Ordinance the onus of proving that the goods so conveyed were not conveyed for reward shall be on the person so charged.

Repeal.

10. The Carriage of Goods by Motor (Control) Ordinance, 1931, is hereby repealed.

Provided that all licences, authorities or rights granted by the Road Transport Control Board under the authority of the Ordinance hereby repealed and in force immediately before the commencement of this Ordinance shall respectively continue in force for

the period for which they were issued, and while so in force all the provisions of the Ordinance hereby repealed in respect of those licences during the currency thereof and in respect of the vehicles under the authority of such licences and the vehicles used in connection with such licences shall apply to such licences, authorities and rights as aforesaid, and to the vehicles to which they relate.

SCHEDULE.

The main trunk road between Mombasa and Nakuru

The road between Voi and Taveta.

General Manager's Office,
 NAIROBI.
 11th June, 1932.

The Secretary to
 The High Commissioner for Transport,
 NAIROBI.

ROAD COMPETITION.

I have carefully examined the proposed draft Bill to provide for the Prohibition for reward of Goods by Motor Vehicles over certain roads in the Colony.

2. General, I approve of the Bill as a temporary measure for the elimination of the wasteful competition with the Railway.

3. I consider that the Bill should remain in force until such time as the Railway is in a position to lower its higher class rates.

4. As soon as traffic improves, I consider that steps should be taken, through the Railway Rating Policy, to meet the competition by so arranging the rates that the higher classes are reduced to a level competitive with those of the road haulier, and by making up the drop in revenue from these classes by additional revenue from the lower classes through the medium of increasing these rates, even if this policy reduces somewhat the tonnages of low-rated traffic handled by the Railway.

5. In regard to the details of the Bill, I have the following comments to make :-

Section 3(3). Should this section be applied to the farming industry alone? Other industrial concerns may require authority to convey their goods from a factory to the nearest Railway station or siding.

Section 5. Is it necessary that the permit given under Section 5 should be a free permit? Should not the permit be issued on such lines as the Governor-in-Council may think fit.

Another point which seems to require elucidation is the case of a purchaser collecting his goods from the nearest station or siding and conveying them to his place of residence or business.

The only other point is the schedule. In view of the withdrawal of Distribution Rates, which arose partly through the abuse of these rates, in connection with road haulage, is it sufficient to restrict the scheme to the roads mentioned or should the schedule be extended to, say, Eldoret. I hesitate to express a definite opinion in view of my very short experience in the Colony, but it has been represented/

represented to me that it is probable (if it is not already an accomplished fact) that road services will be instituted between Nairobi and Eldoret.

It also seems to me unlikely that the road hauliers who have been in the transport business between Mombasa and Nairobi will go entirely out of business without an effort to carry on their undertakings elsewhere, and therefore it might be desirable to consider an extension of the schedule.

Sd/ ROGER GIBB.

RECEIVED
31 MAY 1932

Telegram from Governor Kenya to the Secretary of State for the Colonies

Dated 30th May Received 4.47.p.m. 30th May 1932.

No. 94. Your telegram No. 107. Number of licences granted by Board up to date is 36 of which 25 have been taken up by licensees. Railway has represented that issue of licences involves a loss of £40,000 and on grounds that present legislation has failed to achieve desired object has pressed for its amendment so as to eliminate all competition by motor vehicles on certain routes on the ground that it is wasteful in best interests of Colony as a whole. They are supported in their attitude (by) Nairobi Chamber of Commerce and Elected Member with one exception. On a motion in Legislative Council by Lord Francis Scott urging Government to amend law in above sense it was intimated that matter would be referred to you and that this Government was disposed to view sympathetically solution of complete elimination. I have now received your despatch of 10th May No. 361 and will address you by despatch after reference to ~~your~~ Gibb.