

*Water Resources*

tee. This motion is made pursuant to Standing Order 74(1) which provides that:

Every public bill shall be read twice and referred to a committee before any amendment may be made thereto.

This new Standing Order combines the two motions which existed under the former rules, namely, the motion for second reading and the motion to refer to committee.

Under the new rules, a reasoned amendment can therefore be directed to the motion in its present broader form, combining the motion for second reading with the motion for referral to committee.

A further change was made under the new Standing Order 62(2), which provides:

The message and recommendation of the Governor General in relation to any bill for the appropriation of any part of the public revenue or of any tax or impost shall be printed on the Notice Paper and in the *Votes and Proceedings* when any such measure is to be introduced and the text of such recommendation shall be printed with or annexed to every such bill.

I call Your Honour's attention in particular to the words: "and the text of such recommendation shall be printed with or annexed to every such bill".

Under the new standing orders, therefore, a motion for second reading now imports the motion for second reading, the motion for referral to committee, and, additionally, in the case of a money bill or purported money bill, the financial recommendation by the Governor General that the House appropriate public moneys to the purposes of the bill.

In other words, a reasoned amendment can now be directed against the bill in any or all of its three aspects: second reading, referral to committee and the financial or appropriation resolution which is now incorporated in the bill.

In the time at my disposal I do not intend to discuss the principles applicable to a reasoned amendment; they are dealt with in May's 17th edition at page 526 and following. However, I will refer to the following paragraph which appears in May at page 527:

A reasoned amendment is placed on the paper in the form of a motion and may fall into one of several categories. (1) It may be declaratory of some principle adverse to, or differing from, the principles, policy or provisions of the bill. (2) It may express opinions as to any circumstances connected with the introduction or prosecution of the bill, or otherwise opposed to its progress.

I submit that the reasoned amendment put forward by the member for South Western Nova (Mr. Comeau) meets these criteria.

[Mr. Aiken.]

The bill, in its long title and in the financial resolution printed with it, claims that it provides for the management of the water resources of Canada, including research and the planning and implementation of programs related to the conservation, development and utilization of water resources. This it does not do. The government admits that the bill, as drafted, does not live up to the long title and the financial recommendations in the third paragraph of the preamble where it is set out that comprehensive programs—and therefore programs which are vital to the bill—would be undertaken by the government of Canada in co-operation with provincial governments. Unless the co-operation of all ten provinces is obtained, the bill does not provide for the management of the water resources of Canada or for the implementation of programs for conservation, development and utilization of our water resources. These objects of the bill, which are essential to it, would be provided for and implemented, if at all, under federal and provincial agreements.

In the second place, the recommendation as printed with the bill and in *Votes and Proceedings* does not appropriate any public moneys and therefore does not comply with the requirements of Standing Order 62(2). The relevant portion of the recommendation says:

All expenditures for the purposes of the Act, including any expenses or allowances of any advisory committee, shall be paid out of moneys appropriated by Parliament therefor.

It should be noted that Clause 31 provides:

All expenditures by the minister for the purposes of this Act shall be paid out of money appropriated by parliament.

The clause does not follow the resolution inasmuch as it restricts the appropriations by Parliament to expenditures made by the minister only, that is, the Minister of Energy, Mines and Resources as defined in Clause 2(1)(i) of the bill. All expenditures made under the Act are not made by the minister—if he makes any at all. Clause 15(1)(b) provides for contributions or loans by the Government of Canada.

In conclusion, the most serious defect in this connection is that precedents of this House hold that a bill which provides that expenditures thereunder be paid out of moneys appropriated by Parliament is not a bill which requires an appropriation recommendation under Section 54 of the British North America Act. The money would be provided later under an appropriation, and it