

that recommendation commences on the fifth line from the bottom and reads:

—to provide that all moneys remaining in the Prairie Farm Emergency Fund be credited to the Prairie Grain Stabilization Account.

That statement is clear and unequivocal. That, however, is not the way this purpose appears in the bill. Clause 34 purports to amend the Prairie Farm Assistance Act. On page 21, subclause 3 of clause 34 provides that a new section is added to the Prairie Farm Assistance Act to provide that:

All moneys remaining in the Prairie Farm Emergency Fund immediately prior to the repeal of this act shall be credited to the Prairie Grain Stabilization Account established by the Prairie Grain Stabilization Act.

The words "immediately prior to the repeal of this act" are qualified by subclause 4 of clause 34 which provides:

The said act is repealed effective on such day after December 30, 1973, as may be fixed by proclamation.

In other words, there is no provision in this bill which carries out the recommendations of His Excellency that all moneys remaining in the Prairie Farm Emergency Fund be credited to the Prairie Grain Stabilization Account. On the contrary, Mr. Speaker, there is a definite prohibition in subclause 4 against making such a transfer of funds before December 30, 1973. After that date, there is a discretion in the Governor in Council to repeal the Prairie Farm Assistance Act. He may or may not repeal it. The Fish Inspection Act was on the statute books for the best part of 20 years before it was proclaimed. Part II of the Narcotic Control Act, which was enacted by Parliament in 1960-61, has yet to be proclaimed by the Governor in Council.

An authority given by Parliament to the Governor in Council to proclaim the coming into force of a bill is a grant of discretionary power. The grant of power is discretionary in two aspects. The Governor in Council has a discretion as to whether he will exercise the power at all and, if he decides to exercise it, he has a discretion as to when he will do so. The restriction on his discretion in this bill is not upon the discretion to exercise or not exercise the power; it merely provides that if the Governor in Council does exercise the power he shall not do so before December 30, 1973.

The Governor General, by his message to this House, has recommended that the funds in the Prairie Farm Emergency Fund be credited to the Prairie Grain Stabilization Account. The government asks this House to pass a bill that does not give effect, indeed, may never give effect, to that recommendation. The official opposition must oppose a principle that where His Excellency recommends the use of public funds to a particular purpose that recommendation is carried out by delegating to the Governor in Council a power to implement that recommendation if and when the Governor in Council so pleases.

Prairie Grain Stabilization Act

I therefore move, seconded by the hon. member for Meadow Lake (Mr. Cadieu):

That all the words after "That" be deleted and the following substituted therefor:

Bill C-224 be not now read a second time but that the subject matter thereof be referred to the Standing Committee on Agriculture to consider the principle expressed in the message and recommendation of His Excellency that the measure "provide that all moneys remaining in the Prairie Farm Emergency Fund be credited to the Prairie Grain Stabilization Account" and the opposed principle expressed in clause 34 of the bill, lines 13 to 23 on page 21, that such moneys be so credited on such day after December 30, 1973 as may be fixed by proclamation.

Mr. Speaker: I have listened to the hon. member's presentation and argument in favour of the proposed amendment. I am prepared to make a ruling as to whether the amendment is procedurally correct. I have some strong reservations about the form in which the amendment is proposed. The hon. member, as well as other hon. members in the House, admit that this is a novel form of amendment. I am open to suggestions from hon. members on either side of the House who might wish to enlighten the Chair. I will listen to them with pleasure.

Mr. Baldwin: Mr. Speaker, my comments will be very brief. I recognize the difficulty under which Your Honour labours. I know that we are groping toward working out a type of jurisprudence in the House based on certain changes in Standing Orders, adapted as far as possible to precedent and practice of the past. We have had this trouble for a long time, ever since the new Standing Orders became effective.

The government, in its recommendation from His Excellency, has seen fit to insert, as coming from the Governor General, certain particularized and detailed recommendations. Then, as I see it, all too often there is no attempt to bring about any conformity between the recommendations and the bill itself. The opposition is in a very difficult position because we cannot interfere with the recommendation. Time after time these details in the specific recommendations being brought down and attached to bills consistently contain variation. We are faced with the kind of problem confronting the hon. member who has moved this amendment. I have recognized this problem in the past when trying to convince Your Honour of this.

If Your Honour should rule against the amendment, and I hope you will not, I urge you to include in your remarks at least some *obiter dicta* to the effect that there should be a responsibility on the government to bring in a recommendation in simple form. I have urged this before. I would state simply that His Excellency recommends to the House a bill dealing with certain general matters. That would cover it. We would then have the bill as an extension of the recommendation. The government attempts to limit certain specific items in a recommendation, but time after time there is no conformity between that and the bill.

The members of the opposition, in attempting to see that the Standing Orders are complied with and that the rules of financial responsibility are lived up to, are faced