

cates would be required, as are pilots, to undergo further training and examination from time to time. This was a step toward keeping the qualifications of those who receive certificates on a par with those of regular pilots. Another amendment agreed to in committee was that the holder of a pilotage certificate must be a Canadian citizen or a landed immigrant, a stipulation being that the landed immigrant must become a Canadian citizen within five years if he wished to continue to hold his certificate.

We introduced an amendment to another clause designed to make it clear that the holder of a pilotage certificate must be qualified in navigational skills and possess a knowledge of the area in which he operates equivalent to that possessed by holders of a regular pilot's licence. I suppose it could be argued that with these additional safeguards the bill covers all the questions which needed to be dealt with. It is fair to say that most of the pilots felt we had gone a great distance toward ensuring that holders of pilotage certificates would, in fact, be people who possess qualifications similar to those of the pilots themselves.

There is another matter which is of considerable importance and it received a good deal of attention in committee, namely, the relationship between the master of a ship and the person responsible for performing the pilotage function. The bill seeks to clarify this relationship by virtue of a couple of amendments which were introduced in committee. It is spelled out for the first time in Canadian law, I believe, that a licensed pilot who has the conduct of a ship is responsible to the captain for the safe navigation of the vessel. This is provided by amendments to clause 16 to be found on page 13 of the bill. Later in the same clause hon. members will find an additional provision making it clear that the master has the authority, should he deem it necessary, to take over the control of the ship from the pilot at any time, though if he does so he must report his reasons for so doing to the pilotage authority.

When a pilot is aboard a ship it might be considered that there is a dual authority. This arises from the fact that the pilot is not responsible to the master as far as general directions are concerned; he is responsible to the agency which, in effect, is his employer, namely, the pilotage authority. So the pilot is placed in an independent position in his relationship to the master. Though in the last analysis he is under the control of the master while he is aboard, when he steps off the ship he is completely divorced from his relationship with that officer. This is not, however, the situation which will apply to those who hold pilotage certificates, people who may be second or third mates on a vessel. One of the requirements the committee wrote into the bill is that if a person is obliged to function as a navigational officer, as the holder of a pilotage certificate, he has to be a member of the complement of the ship's crew. So we have a man who is the holder of a pilotage certificate in a continuing relationship with the master of a vessel, under his general direction at all times, in addition to the particular relationship which exists while he is engaged in performing a pilot's function.

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This is a feature of the situation about which we ought to be very careful because there is a good deal of concern in the minds of many of us that in these circumstances the member of the crew performing the pilotage function may not be in a position to exercise independent judgment in relation to what he does as a pilot. This is because he would be dependent for his job, for his career, on maintaining the good will of the master of the ship and, in addition, on being willing to work at all times under his direction. He would be in a position in which the master could exercise strong and continuing pressure upon him. While the holder of a pilotage certificate may have qualifications equivalent to those of a regular pilot, while he may have equivalent knowledge of the waters of the area in which he operates, it is open to question whether the interests of safety with respect to navigation will be as fully protected as would be the case were a fully qualified licensed pilot independent of the master, responsible for the navigation of the ship. There appears to be no question in the minds of pilots with whom I have discussed this question with regard to the situation in the coastal trade. They know that in most cases, under the arrangements envisaged by this bill, there should be no problem in having as master of a ship a person with knowledge of the waters and navigational skills that make for the safe navigation of his vessel.

• (12:40 p.m.)

Indeed, those of us who have had some experience living in seacoast areas know that in fact masters in our coasting trade have established a very good reputation and record in relation to the safe navigation of their vessels in some of the most difficult waters in the world over a long period of years. While there have been occasional accidents at sea and incidents of misjudgment that have caused disasters of one kind or another, in the total picture such events have been few and far between. With the continuing kind of action envisaged by the bill, and as a result of some of the amendments we made to the Canada Shipping Act, I think the record of the past can be improved upon in the future as far as our coasting trade is concerned.

The concern that was expressed to me following the committee's consideration of the bill, a concern which to my way of thinking is a legitimate and real one, is that, as the bill now stands, the practice could develop whereby we would have foreign line ships employing as a matter of deliberate policy second or third mates who are Canadians and holders of Canadian pilotage certificates. As the bill stands, if someone who is the holder of a pilotage certificate is a ship's officer, the vessel could be exempt from taking on a pilot in the compulsory pilotage waters of Canada.

I think this is a very different situation from that which prevails with respect to our coasting trade. Here, you will have a junior officer of a ship, at all times under the direction of a master, who has no local knowledge of Canadian waters; who may not even speak either one of our official languages; who is unfamiliar with many of the local customs in respect of navigation that are thor-