

Fisheries Improvement Loans Act

fewer fishermen having access to loans; but I suggest that the amendment in itself does not increase the total liability of the Crown which is suggested in the recommendation of the Governor in Council.

Mr. Speaker: The proposed amendment standing in the name of the hon. member for South Shore appears to me, as I indicated a moment ago, to be irregular in that it proposes an increase in the amount of a loan that may be made under the provisions of Bill C-195. If the hon. member for Comox-Alberni will look at the recommendation of His Excellency as printed in the bill, he will notice that it places a limit of \$25,000 on a loan to a fisherman.

I bring to his attention that not only cannot the total amount of the expenditure be changed by a motion such as this, but the objects, purposes, conditions and qualifications of the moneys authorized by the recommendation of His Excellency cannot be changed. On this point I would like to refer hon. members to paragraph 3 of citation 246 of *Beauchesne's* fourth edition, which reads as follows:

The guiding principle in determining the effect of an amendment upon the financial initiative of the Crown is that the communication, to which the royal demand of recommendation is attached, must be treated as laying down once for all (unless withdrawn and replaced) not only the amount of a charge, but also its objects, purposes, conditions and qualifications. In relation to the standard thereby fixed, an amendment infringes the financial initiative of the Crown, not only if it increases the amount, but also if it extends the objects and purposes, or relaxes the conditions and qualifications expressed in the communication by which the Crown has demanded or recommended a charge. And this standard is binding not only on private members but also on ministers whose only advantage is that, as advisers of the Crown, they can present new or supplementary estimates or secure the royal recommendation to new or supplementary resolutions.

In other words, this restriction applies not only to private members but also to ministers of the Crown; they are restricted by the recommendation of His Excellency in the way indicated in the citation I have just quoted.

● (10:40 a.m.)

It is suggested that for those reasons the hon. member's motion cannot be put from the Chair. If I may add one more word I should like to say that perhaps the arguments advanced by the hon. member are the type of arguments which could be considered in debate on third reading of the bill at which

[Mr. Barnett.]

time the hon. member will have all possible freedom to advance his views.

Mr. Lloyd R. Crouse (South Shore) moved:

That Bill C-195, an act to amend the Fisheries Improvement Loans Act, be amended by inserting therein the following clause:

(2) Paragraph (e) of subsection (1) of section 3 of the said Act is repealed and the following substituted therefor:

'(e) the loan was repayable in full by the terms thereof in not more than fifteen years.'

And that clause 2 of the said bill be renumbered 3.

Mr. Speaker: I am sorry to say that I also have reservations about this amendment. I wonder whether the hon. member for South Shore feels he may be able to convince me that his proposed amendment does not go beyond the scope of the bill now before the house.

Mr. Knowles (Winnipeg North Centre): We might as well have stayed upstairs.

Mr. Crouse: In moving this amendment to the bill we did so realizing the many difficulties which our fishermen on the east coast, and on the west coast as well, are facing at the present time. They have established a record for the repayment of any loans, but there are times when, due to storm, fire or other disaster, they are unable to meet their commitments. Recently there has been an incident in the province of Newfoundland where man-made pollution has completely destroyed the earning capability of the fishermen in one area of that province.

Realizing the attitude of our fishermen toward their obligations and also realizing that they have always met these obligations whenever it was possible for them to do so, we feel that it is only fair, just and proper that they be given an extended period of time on their loans so that it is available to them if required; and since the extension from the present period to 15 years would not place any additional obligations on the Crown, as the original loans would be in the same amount, we believe that this is a valid and just amendment.

Mr. Speaker: Perhaps before the hon. member for Comox-Alberni (Mr. Barnett) joins the procedural fray, I should indicate to hon. members that the reservations I have in connection with the second amendment apply with equal force to the 4th amendment, the one proposed by the hon. member for Skeena (Mr. Howard), which of course follows closely the suggestions contained in the amendment