

No. 98

JOURNALS
OF THE
HOUSE OF COMMONS
OF CANADA

OTTAWA, MONDAY, DECEMBER 11, 1967.

2.30 o'clock p.m.

The Clerk informed the House of the unavoidable absence of Mr. Speaker, whereupon Mr. Batten (Humber-St. George's), Chairman of Committees, took the Chair as Deputy Speaker, pursuant to the Statute in that case made and provided.

PRAYERS.

Mr. MacEachen, from the Special Committee on Procedure of the House, presented the First Report of the said Committee, which is as follows:

Your Committee recommends that it be granted leave to sit during adjournments of the House.

Mr. MacEachen, from the Special Committee on Procedure of the House, presented the Second Report of the said Committee, which is as follows:

Your Committee recommends that the Members of the Committee be granted leave to attend the House of Commons of the Parliament of the United Kingdom for the purpose of studying, within the terms of the Committee's orders of reference, the procedure in that House; and

That the Clerk of the said Committee and the Second Clerk Assistant of the House accompany the Members of the said Committee.

Mr. MacEachen, from the Special Committee on Procedure of the House, presented the Third Report of the said Committee, which is as follows:

1. Your Committee has given consideration to the desirability of imposing a limitation upon the length of time during which the division bells should be rung before a recorded vote takes place.

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2. This report deals only with divisions which take place at or near a predetermined hour.

3. Your Committee accordingly feels that the ringing of the bells should be limited to fifteen minutes when a division is anticipated at a specified hour. Your Committee therefore recommends as follows:

(a) That Standing Order 9 be renumbered 9 (1).

(b) That the following new sub-section, to be numbered (2), be added to Standing Order 9:

9. (2) When, under the provisions of any standing order or other order of this House, Mr. Speaker has interrupted any proceeding for the purpose of putting forthwith the question on any business then before the House, the bells to call in the members shall be sounded for not more than fifteen minutes.

On motion of Mr. Pilon, seconded by Mr. McNulty, it was ordered,—That the names of Messrs. MacDonald (Prince) and Sherman be substituted for those of Messrs. Chatterton and Forrestall on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

Mr. Winters, a Member of the Queen's Privy Council, laid before the House,—Copy of a communiqué, issued following the high level meeting of contracting parties to the General Agreement on Tariffs and Trade held at Geneva, November 22-24, 1967. (English and French).

Mr. Winters, a Member of the Queen's Privy Council, laid before the House,—Copy of the text of a press communiqué issued following the meeting of the Ministerial Council of OECD held at Paris, November 30-December 1, 1967. (English and French).

The following Bills from the Senate were read the first time and ordered for a second reading at the next sitting of the House:

Bill S-21, An Act to amend the Food and Drugs Act.—*Mr. MacEachen.*

Bill S-23, An Act to amend the Currency, Mint and Exchange Fund Act and the Criminal Code.—*Mr. Sharp.*

Bill S-24, An Act to amend the Canada Deposit Insurance Corporation Act.—*Mr. Sharp.*

Bill S-29, An Act to provide for the dissolution of Northern Ontario Pipe Line Crown Corporation.—*Mr. Pepin.*

Pursuant to Standing Order 39(4), the following three Questions were made Orders of the House for Returns, namely:

No. 448—*Mr. Mather*

1. What, in dollars, was the amount of federal advertising placed through advertising agencies in Canada in 1966?

2. What, in dollars, was the commission paid to the advertising agencies?

3. Who were the advertising agencies?

- (d) The expungement of the adjudication of guilt should be made mandatory upon petition of the offender if the Board finds he has not re-offended. Any judgment denying expungement should be made appealable by the applicant;
- (e) The statute should reach not only the officially adjudicated case, but cases of arrest-release and cases of acquittal as well. It should extend the order of sealing to all law enforcement and other agency records. Because limited inspection of the records at a later time may be necessary, the statute should provide for sealing rather than destruction of the records. Records so sealed should be required to be removed from the main or master file and kept separately;
- (f) The statute should expressly set forth the effects of the order in restoring the civil rights of the redeemed offender, and it should expressly annul the conviction and the offence. In addition to specifying that the person will thereafter be regarded as never having offended, it should provide, to the extent that it is within federal authority to do so, that in all cases of employment, application for licence or other civil privilege, examination as a witness, and the like, the person may be questioned only with respect to arrests or convictions not annulled or expunged. A person might be questioned about his previous criminal conduct only in language such as the following: "Have you ever been convicted of a crime which has not been expunged by a competent authority?"
- (g) The statute should provide that the expunged record, upon subsequent conviction, may be reactivated and considered by the Court for the purposes of sentencing or appropriate disposition.

Copies of the Minutes of Proceedings and Evidence relating to Bill C-115 (*Issues Nos. 5 and 14*) and to Bill C-192 in the past Session (*Issues Nos. 30, 31, 32 and 33*) are tabled.

(The Minutes of Proceedings and Evidence accompanying the said Report recorded as Appendix No. 20 to the Journals).

On motion of Mr. MacEachen, seconded by Mr. Pepin, the First Report of the Special Committee on Procedure of the House, presented to the House on Monday, December 11, 1967, was concurred in and is as follows:

Your Committee recommends that it be granted leave to sit during adjournments of the House.

Mr. MacEachen, seconded by Mr. Winters, moved,—That the Second Report of the Special Committee on Procedure of the House, presented to the House on Monday, December 11, 1967, be concurred in.

After debate thereon, the question being put on the said motion, it was agreed to.

Accordingly, the said Report was concurred in, and is as follows:

Your Committee recommends that the Members of the Committee be granted leave to attend the House of Commons of the Parliament of the United Kingdom for the purpose of studying, within the terms of the Committee's orders of reference, the procedure in that House; and

That the Clerk of the said Committee and the Second Clerk Assistant of the House accompany the Members of the said Committee.

On motion of Mr. MacEachen, seconded by Mr. Pennell, the Third Report of the Special Committee on Procedure of the House, presented to the House on Monday, December 11, 1967, was concurred in and is as follows:

1. Your Committee has given consideration to the desirability of imposing a limitation upon the length of time during which the division bells should be rung before a recorded vote takes place.

2. This report deals only with divisions which take place at or near a predetermined hour.

3. Your Committee accordingly feels that the ringing of the bells should be limited to fifteen minutes when a division is anticipated at a specified hour. Your Committee therefore recommends as follows:

(a) That Standing Order 9 be renumbered 9 (1).

(b) That the following new sub-section, to be numbered (2), be added to Standing Order 9:

9. (2) When, under the provisions of any standing order or other order of this House, Mr. Speaker has interrupted any proceeding for the purpose of putting forthwith the question on any business then before the House, the bells to call in the members shall be sounded for not more than fifteen minutes.

Bill C-187, An Act respecting Divorce, was again considered in Committee of the Whole;

And the House continuing in Committee;

At 6.00 o'clock p.m., Mr. Speaker took the Chair.

[Private Members' Business was called pursuant to provisional Standing Order 15(3)].

(Private Bills)

The House resolved itself into Committee of the Whole to consider Bill S-17, An Act to incorporate Vawn Pipe Lines Ltd., and progress having been made and reported, the Committee obtained leave to consider it again at the next sitting of the House.

The hour for Private Members' Business expired.

The House resumed consideration in Committee of the Whole of Bill C-187, An Act respecting Divorce, which was reported with amendments and considered as amended.

By unanimous consent, the said bill was read the third time and passed.

In accordance with the provisions of provisional Standing Order 6 (6), Mr. MacEachen, seconded by Mr. Marchand, moved,—That the House continue to sit until 11.00 p.m. this day or until consideration of Bill C-163, An Act to implement a broadcasting policy for Canada, to amend the Radio Act in

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JOURNALS
OF THE
HOUSE OF COMMONS
OF CANADA

OTTAWA, WEDNESDAY, MARCH 13, 1968.

2.30 o'clock p.m.

PRAYERS.

Mr. MacEachen, from the Special Committee on Procedure of the House, presented the Fourth Report of the said Committee, which is as follows:

On December 19, 1967, the House granted leave to the Special Committee on Procedure to attend the House of Commons of the Parliament at Westminster for the purpose of studying, within the terms of the Committee's order of reference, the procedure of that House. Consequently, your Committee was at Westminster on February 12, 13, 14, 15, and 16, 1968. It now reports its general views as to the comparison between the procedures and practices of the Canadian House and the British House. Specific recommendations will be made in subsequent reports.

Your Committee wishes to record at the outset of this Report its gratitude for the reception accorded it at Westminster. We will long remember the courtesy, hospitality, and practical assistance of those with whom we met. They spared no effort to ensure the success of our work. The care with which the programme was prepared took account of each important aspect of procedure and thus enabled the Committee to pursue its investigations on a very wide front. When the pressing responsibilities of those directly concerned in our programme are called to mind, the degree of interest shown in the Committee's work and the measure of cooperation given by Ministers, Members, and officials alike were especially notable. Your Committee had anticipated a profitable experience; in the event, the worth of the visit exceeded our most optimistic expectations.

Among those with whom we talked from both sides of the House we found a fundamental agreement that in almost every circumstance a Parliament must do its legislative work, whether related to financial business or other business, as efficiently as possible. The view seems to prevail that the Ministry has a right to bring forward each year a legislative programme appropriate

to a Session of normal length with knowledge that the House of Commons will decide expeditiously whether or not to pass each of the proposed measures. Intense debate followed by decision is regarded as reasonable and advantageous by Members from both sides. The parties take the view that the best partisan strategy when in opposition is merely to expose the defects of the proposals brought forward by the Ministry of the day. They seem to think that any attempt at systematic obstruction would not only discredit Parliament, but would redound strongly to the advantage of the Ministry. It should be borne in mind that our discussions were mainly with those who held or had held ministerial positions or were presently involved in guiding the parties. There were some private Members who did express a concern as to the extent to which efficiency and expedition had overridden other considerations.

At the same time it is recognized that the Opposition should be given ample time in each session to bring forward for debate and decision its own substantive motions.

The fine balance maintained between the rights of the Ministry and those of all other Members in the House of Commons is fostered by the Standing Orders, by Conventions, by Mr. Speaker, but perhaps above all by a subtle understanding of the spirit of Parliament that lies deeper than rules or institutions. The high degree to which both Ministry and Opposition seek to be responsible both in relation to the institution of Parliament and the nation's business is notable. It may spring from long experience and from a fairly regular swing of the political pendulum.

Two observations were heard repeatedly at Westminster. The first was, "We have decided that there are only 365 days in the year." The second was, "We have decided that in debate there comes a time when enough is enough." These two observations imply:

(1) that both Ministers and other Members must be given sufficient time away from the House of Commons to carry out obligations not directly related to attendance on the House;

(2) that the Ministry has a right to know from both Standing Orders and Conventions how long any proposed legislative measure is likely to take for passage;

(3) that the Ministry has a right to know what part of a Session will be required for the Business of Supply;

(4) that the Ministry will bring forward for any Session only such measures as it can expect the House to pass;

(5) that the Opposition will be informed many days in advance what the Ministry's programme is for each week;

(6) that for almost every motion notice is required; and

(7) that "the usual channels" are used extensively.

We turn now to the legislative process. That special part of legislation called the Business of Supply will be dealt with later. The British Ministry has a fairly definite framework into which it can fit its legislative program for a Session. It is understood that a Session of Parliament will begin in October, that certain holiday adjournments will be of a regular duration, and that the Session will be adjourned about the first of August with prorogation just before the beginning of the next Session. Moreover, the Ministry can determine how long will be spent on each phase of its legislative pro-

gramme for the Session that will begin in the forthcoming autumn. The preparation of the bills is then started so that the Speech from the Throne is chiefly a résumé of bills which already have passed the legislative committee of the Cabinet. This Committee is composed mainly of those Ministers who while holding great posts do not have heavy administrative responsibilities. It is remarkable that most bills have been carefully considered, have been drafted, have been approved by the Cabinet, and are fully ready prior to the opening of the session and the reading of the Speech from the Throne. In determining the extent of its legislative programme the government takes into account both the mood of the House and the assumption that all measures proposed by it will be passed. Frequently, the Ministry will ask the House to give First Reading almost immediately the session has begun to some of its more important bills.

It is understood that the motion for Second Reading of a bill will not take more than one day in the House unless other arrangements have been made through "the usual channels". Thereafter the bill goes, except in the case of great bills of the highest importance and certain money bills, to a Standing Committee; and the work of a Standing Committee never is duplicated in the Committee of the Whole. Members of the Committee who wish to propose amendments to the bill will give notice on the Order Paper of the amendments that they propose to move in Committee. The Chairman of the Committee, having examined the proposed amendments, will select the amendments to be considered in such a way that no important proposal is overlooked. He will also handle the proposed amendments in such a way as to ensure that the debate in the Committee is not repetitive. It is possible under Standing Order 31 (3) to move the closure on debate in Committee of the Whole House and in Standing Committees.

The report from a Standing Committee which has been considering a bill frequently is debated in the British House. At this time the Speaker uses his discretion in determining which motions for amendments he will select for consideration by the House.

As a result of a recent change, the question for the Third Reading of a Public Bill is put without debate unless at least six members have given notice of an amendment to the question or of a motion that the question be not put forthwith. Amendments to the bill itself, other than verbal amendments, are not permitted at the Third Reading Stage.

The British closure rule relies greatly on the authority of the Chair. It provides: "After a question has been proposed a Member rising in his place may claim to move, 'That the question be now put,' and, unless it shall appear to the Chair that such motion is an abuse of the rules of the House, or an infringement of the rights of the minority, the question, 'That the question be now put,' shall be put forthwith, and decided without amendment or debate." If a motion for the closure of debate is to carry it must be supported by not less than 100 Members. This Standing Order (No. 31) is used frequently.

The result of these rules is that the Ministry can move its business forward without protracted delays. It is able to plan not only the legislative program for the entire Session, but also the business for each week. On Thursdays the Leader of the House is asked by the Leader of the Opposition what is proposed as business for the next following week. The Leader of the House outlines the work scheduled. This means that the Members know on Thursday afternoons what the framework of the next Monday, Tuesday, Wednesday, Thursday, and Friday will be. Moreover, the Government Chief Whip can send out on Thursday night a summary statement of this business, known as "the documentary whip", to each government Member underlined in such a way as to

inform the Members as to the importance of attendance for the vote on each of the measures to be decided during the forthcoming week. Incidentally, the Members are permitted to question the Government House Leader freely on the programme of work he has set forth. This weekly business question is treated as an opportunity for Members to express their views on business priorities.

Your Committee believes that an effort should be made by this House to use the time given over to debates on bills as efficiently as possible. We believe that much is to be gained by an examination of the British example. We emphasize this point because we think that the health of our democracy requires that Members of Parliament have more time to be in their constituencies and because we think that our system of responsible government requires that Ministers of the Crown must have time to control those departments and agencies for which they are responsible to the House.

We have reached the conclusion that at Westminster the Opposition is willing to accept intense debate and speedy decision on Government Bills partly because this approach is conducive to order in the daily and weekly business of the House and to predictability in the duration of the Sessions, but chiefly because of the efficient way in which Supply Days are used at Westminster.

There the Standing Orders prescribe that 29 days in each Session shall be allotted to the Business of Supply. These allotted days are divided into three groups: six (or more) allotted days before the sixth day of February; four (or more) additional allotted days before March 25; and the remaining days which are to fall before the 5th of August. On these allotted days the Opposition decides with the greatest freedom what is to be debated. They may bring on a debate on a substantive motion, which may or may not be stated as entailing non-confidence. They may move the adjournment to provide a framework for a debate on a subject to which a substantive motion would not be suitable. They may bring forward a motion concerning some item or items in the estimates. What is notable is that these allotted days take place with the Speaker (or Deputy Speaker) in the Chair, the Committee of Supply having been abolished in December, 1966; that the Opposition decides how the allotted days shall be used; that the allotted days, together with the Address in Reply, assure that the Opposition has adequate opportunities to criticize the Ministry in a Session which begins toward the end of October and is adjourned early in August to be prorogued later after a brief resumption; that the British House does not attempt to deal systematically with the details of the estimates for the fiscal year beginning on April 1st during the current session.

For many years the British House has had an Estimates Committee, but when this Committee begins its work in the autumn at the start of each Session it examines the estimates for the fiscal year that started on the previous April 1st. The consequence is that the Committee is chiefly concerned with continuing programmes for which annual support is sought in the estimates rather than the question whether or not individual items of spending should be approved.

Your Committee believes that we should scrutinize carefully the possibility of bringing together the best in the Canadian and British practice relating to the Business of Supply in order to decide if the result would be more satisfactory than the system which now prevails in either country. On the one hand, we are not prepared to abandon the examination of the estimates before the money is voted; indeed we believe that a major defect of present Canadian practice in this regard is that we deal with expenditure items *ex post facto*. If this practice is continued we probably should simply convert

the consideration of the estimates into the examination of general and continuing programmes. On the other hand we do not think that the use of weeks of Supply Days as presently carried on exerts much control over Ministers and Departments or is of any genuine value to the Opposition. The British practice, while it avoids discussion of the estimates items, has the great value that it permits the Opposition to explore whatever shortcomings, either small or great, it detects in the policies and conduct of the Ministry before Supply is voted.

If our Sessions normally were to begin in October it should be possible to complete the Business of Supply before the end of June. If the Opposition had entirely at its disposal a certain number of allotted days to be taken between the day on which the Address in Reply is adopted and the end of June, the Opposition then would have an adequate opportunity to publicize the shortcomings it sees in the Ministry. If the main estimates immediately they were tabled in the House were referred to the appropriate Standing Committees, these Committees should be able to scrutinize the items of proposed expenditure intensively during February, March, April, and May. The reports from the Committees could be taken, if the Opposition wishes to do so, on allotted days. Such an arrangement would seem to combine the best features of the Canadian and British systems.

Members on both sides of the House emphasized repeatedly the importance of "the usual channels." Through this medium takes place much of the communication required to remove extrinsic causes of disagreement. When it will be convenient to both sides for certain items of business to be taken up in the House, when Supply Days will be scheduled, how long should be planned for debates—all these are matters on which "the usual channels" can be helpful in transmitting accurate information between the Government and the Opposition. We were surprised to learn that "the usual channels" have been personified. There now is an officer, a Senior Clerk of Treasury, whose job it is, as Ministries come and go, to assure that, insofar as this is possible, the House of Commons works for both the Government and the Opposition and thus for the country.

We think that the idea that most bills should undergo their entire committee stage in a Standing Committee without duplication in the Committee of the Whole warrants consideration. Such an arrangement would save the time of the Committee of the Whole, and, in addition, particularly if notice was required for amendments and if chairmen were given an opportunity to become expert, it would make the legislative process both less cumbersome and more intense. There would appear to be no conflict between giving our Standing Committees a greater part in the legislative process and giving them also the task of examining the estimates. Obviously, such changes would require adjustments in the size, staffing, and facilities of the Standing Committees.

Another topic that engaged our attention was the Question Period. At Westminster no questions are asked without notice. Moreover, a programme showing which Ministers will answer starred questions on each day is printed for each term during a Session. The program now in effect covers the period from Wednesday, January 17, 1968, to Thursday, April 11, 1968. By inspecting the programme a Member can learn, for example, that the Minister of Transport is at the top of the list for Wednesday, January 17, for Wednesday, February 21, and for Wednesday, March 27. The Treasury is at the top of the list for Tuesday, January 23, for Tuesday, February 27, and for Tuesday, April 2. On Tuesdays and Thursdays the questions to other Ministers are

interrupted at 3:15 p.m. and the Prime Minister answers starred questions between that time and 3:30 p.m. The notice of a starred question may not be put down more than 21 sitting days before the day on which the Minister is to answer. When a Minister has answered the starred question for which notice has been given both the Member asking the question and other Members may be seen by Mr. Speaker if they rise to ask supplementary questions.

The effect of a notice requirement in discouraging trivial questions and trivial answers is valued highly by your Committee. In addition, we believe that a Minister ought to have more to do than to sit in the chamber each day just in case a question may come his way. These two considerations have merit. However, we believe that, despite the tension introduced by probing or argumentative supplementary questions, the British Question Period is less lively and immediately relevant than ours. Certainly the latitude given by Mr. Speaker in Westminster in allowing argumentative supplementary questions has considerable advantage. On the Order Paper for Wednesday, February 14, 1968, there appeared 102 starred questions. It is fair to assume that many of these, those to be answered first, had been put down weeks earlier. Only a mixture of luck and great prescience could assure that the timely question was addressed to the right Minister on the right day. Given the 21-day rule, it is fair to assume that hundreds of starred questions always are waiting their Minister and his day.

In contrast, the questions for written answers are less popular. On Wednesday, February 14, 1968, there were 115 on the Order Paper awaiting replies.

Your Committee is less uncertain when it turns to motions made for the purpose of discussing a definite matter of urgent public importance. This is the topic of our Standing Order No. 26 and at Westminster their Standing Order No. 9. We submit that our present practice of having a miniature substantive debate incapsulated within a transparent procedural debate on the question of the urgency of debate has nothing to commend it: either the leave to move the adjournment should be granted or it should be denied. The problem is to adopt a Standing Order that will permit this kind of motion to be debated when the circumstances warrant such a debate and prevent any protracted preliminary procedural wrangle.

We find attractive the Standing Order No. 9 recently adopted at Westminster because it requires adequate notice to Mr. Speaker, because it obliterates encumbering precedents from the past and seeks to prevent the accumulation of new encumbering precedents, and because it brings on debate, if leave is granted, at a later hour when the Ministry can be expected to be ready to participate usefully.

Again and again during the days we were at Westminster we were impressed by the key role as the impartial conductor of the work of Parliament conferred on the Speaker. That House is ruled by Standing Orders, by Convention, and by Mr. Speaker. When neither rules nor understandings can be devised to guide, the wisdom and diligence of Mr. Speaker prevails. Experience has shown that an officer of his high standing is needed. At Westminster he has been given both heavy duties and countervailing independence and honour. Undoubtedly, the independence of the Speaker and the power

vested in him constitute a condition precedent to the effectiveness of parliamentary procedure in the United Kingdom. The selection of acting Chairmen of the Committee of the Whole and Chairmen of Standing and Select Committees from a "Chairmen's Panel", recruited from both sides of the House, emphasizes the central role given to the presiding Member. The right of Mr. Speaker and of the Chairmen when presiding over their Committees to select amendments exemplifies their key position.

We have already recorded that the value of our meetings and conversations at Westminster was enhanced greatly for us by the frank and friendly manner in which all our queries were received. We wish to conclude by recording specifically our gratitude to Dr. The Rt. Hon. Mr. Speaker King; to those Members of both Houses of Parliament and those Members of Her Majesty's Government in the United Kingdom whose hospitality we enjoyed and with whom we discussed our problems; and to the officers of the House of Commons and the Commonwealth Parliamentary Association who went to great lengths to assist us in our work.

Mr. Harley, from the Standing Committee on Health and Welfare, presented the Second Report of the said Committee, which is as follows:

On June 27 and 28, 1967, the subject-matters of the following bills were referred by the House of Commons to the Standing Committee on Health and Welfare for its consideration and report:

Bill C-122, An Act to amend the Criminal Code (Abortion),

Bill C-123, An Act to amend the Criminal Code (Birth Control),

Bill C-136, An Act concerning the Termination of Pregnancy by Registered Medical Practitioners.

From June 29, 1967 to March 12, 1968 inclusive, your Committee has held 29 meetings, has received 35 briefs, numerous resolutions, petitions, telegrams and letters, has heard 93 witnesses from legal and medical associations, church groups and many other organizations and individuals.

On the 19th of December 1967, your Committee submitted an interim report and recommended as follows:

(1) That section 209(2) of the Criminal Code be amended to allow therapeutic abortion under appropriate medical safeguards where a pregnancy will seriously endanger the life or the health of the mother;

(2) That sections 209, 237 and 238 of the Criminal Code be amended as required, so that their interpretation will not give rise to ambiguous situations;

(3) That the Committee on Health and Welfare continue its hearings into the subject of abortion, including the experience of other countries.

Since that date, the Minister of Justice has introduced Bill C-195 in the House of Commons, in which is included an amendment to Section 237 of the Criminal Code pertaining to abortion. The operative section is in a new subsection (4) clause (c) as follows:

"(c) has by certificate in writing stated that in its opinion the continuation of the pregnancy of such female person would or would be likely to endanger her life or health, and".

In comparing the recommendations of the interim report and the proposed amendments in Bill C-195, the Committee feels that the wording of the

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JOURNALS

OF THE

HOUSE OF COMMONS

OF CANADA

OTTAWA, WEDNESDAY, MARCH 20, 1968.

2.30 o'clock p.m.

PRAYERS.

Mr. MacEachen, from the Special Committee on Procedure of the House, presented the Fifth Report of the said Committee, which is as follows:

Your Committee believes that the House should give careful consideration to the possibility of making major changes in the method of dealing with the Business of Supply. In order that the Members may have a clear idea of what may be involved, the following points are put forward.

First, the discussion of the details of the estimates should be completed before or shortly after the beginning of the fiscal year in which the expenditures are to be made. Otherwise, the discussion becomes a deceptive myth.

Second, attempts to examine the details of the estimates in the Committee of Supply are bound to become increasingly frustrating as the tasks of government multiply.

Third, the interests of the people are not well served if the Opposition does not have opportunities to initiate debates on motions proposed by it and if the House does not have opportunities to decide on the merits of such motions.

Fourth, the House should decide whether or not to grant supply at regular intervals so that (a) the Opposition's opportunities to criticize are not concentrated in any one part of the year and (b) the Ministry is not distracted by constant uncertainty about supply.

Fifth, if the Business of Supply is to be handled competently a certain normal pattern for the ordinary parliamentary year should come to be accepted as desirable. Specifically, the annual Session should begin in the autumn, probably no later than the middle of October, so that (a) the Ministry could have the summer in which to prepare its legislative programme, (b) the Business of Supply could be synchronized with the requirements of the finan-

cial year, and (c) the Members could have an established framework into which to fit their other responsibilities. The Session, after the regular adjournments, should end about the first of July.

If the first four of these points were found acceptable by the House, and on the assumption that the pre-condition outlined in the fifth point were provided, then new Standing Orders would need to be drawn to achieve the following effects:—

1. That all the main estimates, immediately they are tabled, would stand referred to the appropriate Standing Committees, saving always the rights of the House.

2. That the reports of the Standing Committees would be received prior to June first.

3. That a certain number of days, *i.e.*, allotted days, would be available for the Business of Supply in each Session.

4. Motions on allotted days would be debated in the House.

5. That the total number of allotted days would be divided into three periods so that in each phase of a Session the Opposition would have opportunities to initiate debates.

6. That the Business of Supply would be completed in each Session before June thirtieth.

7. That the Opposition would determine what motions would be debated on allotted days.

8. That all motions to be debated on allotted days would require notice.

9. That the bills by which supply is granted would take only two days for passage through all stages.

10. That the structure, powers, and responsibilities of the Standing Committees would be changed, after re-examination, to enable the Committees to handle the details of the estimates effectively.

Your Committee realizes that special provisions would be needed to take care of those years when general elections occur.

Your committee thinks it desirable that any new arrangements along the lines outlined above should become effective in the first Session started after October 1, 1968.

Mr. MacEachen, from the Special Committee on Procedure of the House, presented the Sixth Report of the said Committee, which is as follows:

Your Committee is of the opinion that the procedure relating to emergency debates in terms of Standing Order 26 should be revised.

In the view of your Committee a situation has developed in which the kind of debate that takes place under Standing Order 26 is not always satisfactory. It is, therefore, proposed that the procedure relating to emergency debates be amended on the basis of the following principles:

1. The Speaker's discretion in relation to the acceptance or rejection of a motion in terms of Standing Order 26 should be widened by reducing his obligation to follow previous interpretations of the Standing Order. To this end it is proposed that the test of "a definite matter of urgent public importance" be replaced by one of "*a specific and important matter that should have urgent consideration*".

2. Standing Order 26 should be redrawn to ensure that it will be invoked only for the purpose of debating a genuine emergency, no other early opportunity for debating the matter being available.

3. Notice of intention to ask for a debate under Standing Order 26 should be a requirement; and such a debate, when granted, should not supersede immediately the regular business of the House, but should be held over until later in the day.

Accordingly your Committee recommends that Standing Order 26 be rescinded and that the following be substituted therefore:

26. (1) Leave to make a motion for the adjournment of the House for the purpose of discussing a specific and important matter that should have urgent consideration must be asked for after the ordinary daily routine of business has been concluded and before "Orders of the Day" are called.

(2) A Member wishing to move, "That this House do now adjourn", under the provisions of this Standing Order shall give to Mr. Speaker, at least two hours prior to the opening of a sitting, a written statement of the matter proposed to be discussed. If the urgent matter is not then known, the Member shall give his written statement to Mr. Speaker as soon as practicable but before the opening of the sitting.

(3) When requesting leave to propose such a motion, the Member shall rise in his place and present without argument the statement referred to in section (2) of this order.

(4) Mr. Speaker shall decide, without any debate, whether or not the matter is proper to be discussed.

(5) In determining whether a matter should have urgent consideration, Mr. Speaker shall have regard to the extent to which it concerns the administrative responsibilities of the Government or could come within the scope of ministerial action and he also shall have regard to the probability of the matter being brought before the House in due time by other means.

(6) If Mr. Speaker so desires, he may defer his decision upon whether the matter is proper to be discussed until later in the sitting, when he may interrupt the proceedings of the House for the purpose of announcing his decision.

(7) In stating whether or not he is satisfied that the matter is proper to be discussed, Mr. Speaker is not bound to give reasons for his decision.

(8) If Mr. Speaker is satisfied that the matter is proper to be discussed, the Member shall either obtain the leave of the House, or, if such leave be refused, the assent of not less than twenty Members who shall thereupon rise in their places to support the request; but, if fewer than twenty Members and not less than five shall thereupon rise in their places, the House shall, on division, upon question put forthwith, determine whether such motion shall be made.

(9) If it is determined that the Member may proceed, the motion shall stand over until 8.00 p.m. on that day, provided Mr. Speaker, at his discretion, may direct that the motion shall be set down for consideration on the following sitting day at an hour specified by him. Debate on any such motion shall not be interrupted by "Private Members' Business".

(10) When a request to make such a motion has been made on any Wednesday or Friday, and Mr. Speaker directs that it be considered the same day, the House shall rise at 6.00 p.m. and resume at 8.00 p.m.

(11) Proceedings on any such motion may continue beyond 10.00 p.m., but, when debate thereon is concluded prior to that hour on any Monday, Tuesday or Thursday, or before 6.00 p.m. on any Wednesday or Friday, the motion shall be deemed to have been withdrawn. In any other case, Mr. Speaker, when he is satisfied that debate has been concluded, shall declare the motion carried and forthwith adjourn the House until the next sitting day.

(12) No Member shall speak longer than twenty minutes during debate on any such motion.

(13) The provisions of this Standing Order shall not be suspended by the operation of any other Standing Order relating to the hours of sitting or in respect of the consideration of any other business; provided that, in cases of conflict, Mr. Speaker shall determine when such other business shall be considered or disposed of and he shall make any consequential interpretation of any Standing Order that may be necessary in relation thereto.

(14) The right to move the adjournment of the House for the above purposes is subject to the following conditions:

- (a) The matter proposed for discussion must relate to a genuine emergency, calling for immediate and urgent consideration;
- (b) not more than one such motion can be made at the same sitting;
- (c) not more than one matter can be discussed on the same motion;
- (d) the motion must not revive discussion on a matter which has been discussed in the same session;
- (e) the motion must not raise a question of privilege;
- (f) the discussion under the motion must not raise any question which, according to the Standing Orders of the House, can only be debated on a distinct motion under notice.

Your Committee also recommends the following consequential amendments, namely:

That Standing Order 16 be amended to read as follows:

16. The proceedings on Private Members' Business shall not be suspended by virtue of the operation of the provisions of Standing Orders relating to the adjournment of the House for the purpose of discussing a specific and important matter that should have urgent consideration or to the allocation of time to certain debates, except as provided in Standing Orders 15(4), 26(9), 38 and 61-A.

That Standing Order 25 be amended to read as follows:

25. A motion to adjourn, except when made for the purpose of discussing *a specific and important matter that should have urgent consideration*, shall always be in order, but no second motion to the same effect shall be made until some intermediate proceeding has *taken place*.

That Standing Order 32.(1)(h) be amended to read as follows:

32.(1)(h) for the adjournment of the House when made for the purpose of discussing *a specific and important matter that should have urgent consideration*;

Your Committee recommends that the proposals in this Report be put into effect at the next session of Parliament.

Mr. MacEachen, from the Special Committee on Procedure of the House, presented the Seventh Report of the said Committee, which is as follows:

1. Your Committee recommends that Standing Order 12 be amended to read as follows:

12. (1) Mr. Speaker shall preserve order and decorum, and shall decide questions of order. In *deciding* a point of order or practice, he shall state the Standing Order or *other* authority applicable to the case. *No debate shall be permitted on any such decision, and no such decision shall be subject to an appeal to the House.*

(2) When Mr. Speaker is putting a question, no member shall enter, walk out of or across the House, or make noise or disturbance.

(3) When a member is speaking, no member shall pass between him and the Chair, nor interrupt him, except to raise a point of order.

(4) No member may pass between the Chair and the Table, nor between the Chair and the Mace when the Mace has been taken off the Table by the Sergeant-at-Arms.

(5) When the House adjourns, the members shall keep their seats until Mr. Speaker has left the Chair.

2. Your Committee recommends that the proposal in this report be put into effect at the next session of Parliament.

On motion of Mr. Pilon, seconded by Mr. McNulty, it was ordered,—That the name of Mr. Gilbert be substituted for that of Mr. Saltsman on the Standing Committee on Finance, Trade and Economic Affairs.

On motion of Mr. Pilon, seconded by Mr. McNulty, it was ordered,—That the name of Mr. Foy be substituted for that of Mr. Lind on the Standing Committee on National Defence.

On motion of Mr. Pilon, seconded by Mr. McNulty, it was ordered,—That the name of Mr. Addison be substituted for that of Mr. Stafford on the Standing Committee on Transport and Communications.

Mr. MacEachen, seconded by Mr. Winters, moved,—That the House adjourn immediately after returning from attending Royal Assent to the proposed Appropriation Bills (Supplementary Estimates (C), 1967-68 and Interim Supply, 1968-69) and to any other measures; and,

That it shall stand adjourned until Tuesday, April 23rd, 1968, at 2.30 p.m., provided always that if it appears to the satisfaction of Mr. Speaker, after consultation with Her Majesty's Government, that the public interest requires that the House should meet at an earlier time during the adjournment, Mr. Speaker may give notice that he is so satisfied, and thereupon the House shall meet at the time stated in such notice, and shall transact its business as if it had been duly adjourned to that time; and

That, in the event of Mr. Speaker being unable to act owing to illness or other cause, the Deputy Speaker shall act in his stead for the purpose of this order.

After debate thereon, the question being put on the said motion, it was agreed to on the following division.

YEAS

MESSRS:

Addison,	Baldwin,	Berger,	Cantin,
Aiken,	Basford,	Blouin,	Caron,
Alkenbrack,	Batten,	Boulanger,	Cashin,
Allmand,	Bécharde,	Bower,	Caston,
Andras,	Beer,	Brand,	Chatterton,
Asselin	Bell (Carleton),	Brown,	Chatwood,
(Richmond-Wolfe),	Bell (Saint John-	Cadieux,	Choquette,
Badanai,	Albert),	Cantelon,	Code,

No. 153

JOURNALS

OF THE

HOUSE OF COMMONS

OF CANADA

OTTAWA, TUESDAY, MARCH 26, 1968.

2.30 o'clock p.m.

PRAYERS.

A Message was received from the Senate informing this House that the Honourable Senators Benidickson, Denis, Lefrançois, McDonald, O'Leary (Carleton) and Phillips (Prince) have been appointed to act on behalf of the Senate as Members of the Special Joint Committee on the National Capital Commission.

Mr. MacEachen, from the Special Committee on Procedure of the House, presented the Eighth Report of the said Committee, which is as follows:

Your Committee recommends that the Standing Orders and Procedures, as provisionally amended and modified for use in the current session, with the exceptions noted herein, be continued in effect for the next session of Parliament as follows:

(1) *Standing Order 6*

6. (1) On Mondays, Tuesdays and Thursdays, except when Private Members' Business is to be considered in any such sitting, the sittings of the House shall be suspended from 6.00 o'clock p.m. until 8.00 o'clock p.m.

(2) When Private Members' Business is taken up on any Monday, Tuesday or Thursday, the business of the House shall be interrupted at 7.00 o'clock p.m. and the sitting shall be suspended until 8.00 o'clock p.m.

(3) On any day on which a morning sitting is held, the business of the House shall be suspended from 1.00 o'clock p.m. until 2.30 o'clock p.m.

(4) Subject to the exceptions stated in section (5) of this order, at 10.00 o'clock p.m. on Mondays, Tuesdays and Thursdays, and at 6.00 o'clock p.m.

on Wednesdays and Fridays, Mr. Speaker shall adjourn the House, without question put, until the next sitting day.

(5) (a) When, pursuant to Standing Order 39A, a motion to adjourn is deemed to have been proposed at 10.00 o'clock p.m. on Mondays, Tuesdays and Thursdays, the House shall not be adjourned until the said motion is deemed to have been adopted.

(b) When a sitting is extended pursuant to Section (6) of this order, or when it is provided in any other Standing Order that the business under consideration at the ordinary time of adjournment shall be disposed of or concluded, the adjournment proceedings in that sitting shall be suspended and that sitting shall not be adjourned except pursuant to a motion to adjourn moved by a Minister of the Crown.

(6) During the hour preceding 1.00 o'clock p.m., 6:00 o'clock p.m. or 10.00 o'clock p.m., as the case may be, a motion to extend a sitting beyond the ordinary hour of daily adjournment, or to continue a sitting through the period between 1.00 o'clock p.m. and 2.30 o'clock p.m. or between 6.00 o'clock p.m. and 8.00 o'clock p.m., as the case may be, may be made without notice. If any member objects to the motion, Mr. Speaker shall request those members who object to rise in their places and if ten or more members then rise, the question shall not be put on the motion. If no member objects or if fewer than ten members rise in their places, the motion shall be deemed to be carried. No debate or formal vote shall be held on such a motion to extend a sitting. During an extended sitting, as provided under the provisions of this section, no Order shall be called for consideration unless such Order was under consideration prior to the normal hour of adjournment. An extended sitting under the provisions of this section, unless a closing time has been specified, shall not be terminated except by the adoption of a motion to adjourn and Mr. Speaker shall not deem that a motion to adjourn the House has been made by virtue of the operation of any other Standing Order.

(7) No vote shall be taken between 6.00 o'clock p.m. and 8.00 o'clock p.m. on Mondays, Tuesdays and Thursdays or between 1.00 o'clock p.m. and 2.30 o'clock p.m. on any day upon which a morning sitting of the House is held. When any vote is postponed under the terms of this section the same shall be forthwith disposed of at 2.30 o'clock p.m. or 8.00 o'clock p.m., as the case may be. The House shall be deemed to have reverted to Private Members' Business for such time as is necessary for the taking of any vote postponed from the time provided for Private Members' Business.

(8) The provisions of Section (7) shall not prevent the adoption of any resolution or clause, section, preamble or title of a bill in any committee of the whole provided this is done without a standing vote.

(2) *Standing Order 12*

Standing Order 12 has been dealt with in your Committee's Seventh Report, presented to the House, March 20, 1968.

(3) *Standing Order 15*

15. (1) Mr. Speaker shall read prayers every day at the meeting of the House before any business is entered upon.

(2) The ordinary daily routine of business in the House shall be as follows:

Presenting reports by standing and special committees.
Motions.
Introduction of bills.
First readings of Senate public bills.
Government notices of motions.

(2a) On motions, as listed in section (2) of this Standing Order, a Minister of the Crown may make an announcement or a statement of government policy. Any such announcement or statement should be limited to facts which it is deemed necessary to make known to the House and should not be designed to provoke debate at this stage. A spokesman for each of the parties in opposition to the government may comment briefly, subject to the same limitation.

(3) Except as otherwise provided in these Standing Orders the order of business for the consideration of the House, day by day, after the daily routine shall be as follows:

(Monday)

Questions.
Oral questions.
Government orders.
(From six to seven o'clock p.m.—Private Members' Business)
Notices of motions.

(Tuesday)

Oral questions.
Government orders.
Questions.
(From six to seven o'clock p.m.—Private Members' Business)
Private bills.
Public bills.

(Wednesday)

Questions.
Notices of motions for the production of papers.
Oral questions.
Government orders.
(From five to six o'clock p.m.—Private Members' Business)
Notices of motions.
Public bills.

(Thursday)

Oral questions.
Government orders.
Questions.
(From six to seven o'clock p.m.—Private Members' Business)

A. On the first and each alternate Thursday thereafter:

Notices of motions (papers).
Private bills.
Public bills.

B. On the second and each alternate Thursday thereafter:

Private bills.
Notices of motions (papers).
Public bills.

(Friday)

Oral questions.
Government orders.
Questions.

(From five to six o'clock p.m.—Private Members' Business)

Public bills.
Private bills.

(4) On any Monday, Tuesday or Thursday, notwithstanding the provisions of Section (3) of this Standing Order, the consideration of Private Members' Business shall be suspended when an order for resuming the Address Debate or the Budget Debate, an order for a motion 'That Mr. Speaker do now leave the Chair' for the House to go into Committee of Supply, or an order to go into Committee of the Whole on a money resolution pursuant to Standing Order 61A, is set down as the first item of Government business in any such sitting.

NOTE: By resolution of the House, January 21, 1966, it was provided: That during the Throne Speech and Budget debates the Speaker shall leave the Chair during the periods formerly provided for luncheon and dinner.

(4) *Standing Order 15-A*

15-A. (1) There shall be a Business Committee to which the leader of each party in the House from time to time by written notice to the Speaker may appoint one member.

(2) During Routine Proceedings a Minister of the Crown may propose that the question of allocation of time for any item of business, unless otherwise provided for, be referred to the Business Committee, and upon such proposal being made that question shall stand referred to the Committee.

(3) The Business Committee shall report back to the House on or before the third sitting day following such reference.

(4) If the Chairman of the Business Committee reports that the Committee has unanimously recommended an allocation of time for the item of business or stage thereof, a Minister of the Crown may without notice propose a motion, to be decided without debate or amendment, for concurrence in the report, and, if agreed to, the motion shall have the same effect as if it were an order of the House.

(5) If the Chairman of the Business Committee reports that the Committee has been unable to reach a unanimous agreement or if the Committee fails to report within the time specified by section (3) of this Standing Order, a Minister of the Crown, notwithstanding provisions of Standing Order 41, may give notice of motion that at the next sitting of the House, provided that day is not a Wednesday, he will move that an order be made allocating the time for the item of business or stage thereof.

(6) A motion of which a Minister has given notice under section (5) of this Standing Order shall be made during Routine Proceedings. Unless the debate on the motion has been previously concluded, Mr. Speaker shall at fifteen minutes before the expiry of the time provided for Government business in such sitting, interrupt the proceedings and forthwith put every

question necessary to dispose of the main motion. A motion requesting allocation of time, if agreed to, shall have the same effect as if it were an order of the House.

(7) No motion made by a Minister under sections (5) and (6) of this Standing Order shall provide for the allocation of a period of time less than two days for the second reading, two days for the committee stage, and one day for the third reading of any bill. For the purposes of this section, third reading shall be deemed to have been considered for one day provided the order for third reading is called as the first item under Government Orders on a Monday, Tuesday, Thursday or Friday, and provided it is continued, if necessary, until the normal time of adjournment on any such day. Such an order having been called on any Monday, Tuesday, Thursday or Friday, it shall have precedence over all other business until the time of adjournment on that day, unless it is disposed of earlier. Under any other circumstances, a total of five hours shall be deemed to be the equivalent of one sitting day.

(8) During debate on any item of business or stage thereof for which an allocation of time has been made under this Standing Order, if an amendment is proposed which in the opinion of Mr. Speaker raises any issue for which in the opinion of Mr. Speaker there has not been or otherwise will not be an adequate opportunity for discussion, Mr. Speaker may announce an extension of not more than two days to the allocated period of time.

(9) When a debate on third reading of a bill is under a time allocation order, under this Standing Order, Mr. Speaker shall have the authority to extend the sitting of the final day under such allocation order for a period not to exceed four hours, provided he has received written notice, given at least one hour prior to the normal time of adjournment, from any member or members indicating their desire to speak and provided such member or members have not spoken and there is no opportunity for such member or members to speak prior to the normal time of adjournment. Any speech made in such extended time of sitting, unless it is being made by the representative of a party which had not a speaker during the normal sitting hours, shall be limited to twenty minutes. No member shall be allowed to speak during such an extended sitting unless he has given notice as herein provided, and no member speaking during an extended sitting shall move any amendment or subamendment. At the request of any five members, any vote or division called for during an extended sitting shall be postponed until the next sitting day, and shall be taken as the first item under Government Orders on the said next sitting day without any further debate.

(10) The term "allocation of time", wherever used in this Standing Order, may include the allotting of time to any item of business, to any stage thereof, or to any part thereof, and may include the fixing of limits for the length of speeches.

(5) *Standing Order 16*

Standing Order 16 has been dealt with in your Committee's Sixth Report presented to the House, March 20, 1968.

(6) *Standing Order 18(2)*

(2) Except as provided in Standing Orders 43 and 56, Government Orders may be called in such sequence as the Government may think fit.

(7) *Standing Order 20(1)*

20. (1) The day to day precedence on the Order Paper, except as otherwise provided, shall be as follows:

- (a) Third reading of bills.
- (b) Reports received from committees of the whole House.
- (c) Bills reported after second reading from any standing or special committee for reference to a committee of the whole House.
- (d) Bills ordered by the House for reference to a committee of the whole House.
- (e) Senate amendments to bills.
- (f) Second reading of bills.
- (g) Other orders according to the date thereof.

NOTE: No amendment was made to section (1) of this Standing Order, although its operation with respect to the order of listing "Government Orders" on the *Order Paper* has been suspended until the House otherwise orders—(See 8th and 17th Reports of Procedure and Organization Committee adopted on June 1, 1964, and April 2, 1965.)

(8) *Standing Order 26*

Standing Order 26 has been dealt with in your Committee's Sixth Report presented to the House, March 20, 1968.

(9) *Standing Order 31(2)*

(2) When the business of Private Members is being considered, no member shall speak for more than twenty minutes at a time.

(10) *Standing Order 39(5)*

(5) Before the Orders of the Day are proceeded with, questions on matters of urgency may be addressed orally to Ministers of the Crown, provided however that if in the opinion of Mr. Speaker a question is not urgent, he may direct that it be placed on the Order Paper, provided also that the time allowed for a question period prior to the calling of the Orders of the Day shall not exceed thirty minutes, except on Mondays when the time allowed for a question period prior to the calling of Orders of the Day shall not exceed one hour.

A member who is not satisfied with the answer given to a question asked on any day at this stage, or a member who has been told by Mr. Speaker that his question is not urgent, may give notice that he intends to raise the subject-matter of his question on the adjournment of the House. The notice referred to herein, whether or not it is given orally during the question period before the Orders of the Day, must be given in writing to Mr. Speaker not later than 5.00 o'clock p.m. the same day.

(11) *Standing Order 39-A*

39-A. At 10:00 o'clock p.m. on any Monday, Tuesday or Thursday, Mr. Speaker may, notwithstanding the provisions of Standing Orders 6(3) and 32(2), deem that a motion to adjourn the House has been made and seconded, whereupon such motion shall be debatable for not more than thirty minutes.

No matter shall be debated during the thirty minutes herein provided, unless notice thereof has been given by a Member during a question period prior to the calling of the Orders of the Day or to Mr. Speaker by 5:00 o'clock p.m., as provided in Standing Order 39(5). No debate on any one matter raised during this period shall last for more than ten minutes. The Member raising the matter may speak for not more than seven minutes. A Cabinet

Minister, or a Parliamentary Secretary speaking on behalf of a Minister, if he wishes to do so, may speak for not more than three minutes. When debate has lasted for a total of thirty minutes, or when the debate on the matter or matters raised has ended, whichever comes first, Mr. Speaker shall deem the motion to adjourn to have been carried and he shall adjourn the House until the next sitting day.

The time required for any questions and answers concerning the future business of the House, whether this item takes place before or after the thirty minute period herein provided, shall not be counted as part of the said thirty minutes.

When several Members have given notices of intention to raise matters on the adjournment of the House, Mr. Speaker shall decide the order in which such matters are to be raised. In doing so, he shall have regard to the order in which notices were given, to the urgency of the matters raised, and to the apportioning of the opportunities to debate such matters among the Members of the various parties in the House. He may, at his discretion, consult with representatives of the parties concerning such order and be guided by their advice. By not later than 6:00 o'clock p.m. on any Monday, Tuesday or Thursday, Mr. Speaker shall indicate to the House the matter or matters to be raised at the time of adjournment that day.

There shall be no appeal against any decision made by Mr. Speaker under the provisions of this Standing Order.

(12) *Standing Order 41-A*

41-A. Unless notice of motion has been given under Standing Order 41, any member proposing to raise a question of privilege other than one arising out of proceedings in the Chamber during the course of a sitting shall give to the Speaker a written statement of the question at least one hour prior to raising the question in the House.

(13) *Standing Order 43(2)*

(2) When the debate on any motion, under Standing Order 15 (2), is adjourned or interrupted the order for resumption of the same shall be transferred to and considered as the first order under Government Orders.

(14) *Standing Order 44*

44. When a question is under debate no motion is received unless to amend it; to postpone it to a day certain; for the previous question; for reading the Orders of the Day; for proceeding to another order; to adjourn the debate; to extend the sitting of the House; to continue a sitting between the hours of 1.00 o'clock p.m. and 2.30 o'clock p.m. or 6.00 o'clock p.m. and 8.00 o'clock p.m., as the case may be; or for the adjournment of the House.

(15) *Standing Order 47(2)*

(2) When debate on a motion for the production of papers, under the order "Notices of Motions (Papers)", has taken place for a total time of two hours and thirty minutes, Mr. Speaker shall at that point interrupt the debate, whereupon a Minister of the Crown, whether or not such Minister has already spoken, may speak for not more than five minutes, following which the mover of the motion may close the debate by speaking for not more than five minutes. Unless the motion is withdrawn, as provided by Standing Order 49, Mr. Speaker shall forthwith put the question.

(16) *Supply Procedure*

Standing Orders 56 and 57 to be provisionally amended and interpreted in the light of the terms of the resolution adopted April 26, 1967, as follows:

(a) Except as hereunder provided, when the order of the day is called for the House to go into Committee of Supply Mr. Speaker shall leave the Chair without question put.

(b) There shall be four occasions in the session on which an order for supply is called for the purpose of moving "That Mr. Speaker do now leave the Chair". There shall be no restriction on the number of departments of Government the estimates of which may be first taken up and entered for consideration upon the adoption of the first supply motion, except that the estimates of at least one department shall be taken up and entered for consideration on the adoption of each subsequent supply motion.

(c) Subject to the conditions specified below there shall be an overall limitation of thirty-eight days allotted to the business of supply during the session. For the purposes of this order the business of supply shall consist of supply motions; main estimates; interim supply with the exceptions noted below; supplementary and additional estimates with the exception noted below; and supply bills based on the foregoing.

(d) On the first interim supply resolution introduced after the ninetieth sitting day of the session and all subsequent stages of the supply bill based thereon there shall be a limitation of three days; additional to the thirty-eight days specified above. On any further interim supply resolutions and bills based thereon there shall be no time limitation.

(e) The final supplementary or additional estimates to be introduced during the fiscal year and the subsequent stages of the supply bill based thereon shall be subject to no time limitation.

(f) For the purpose of the time limitations specified in this order a day allotted to supply shall be a day on which the business of supply stands as the first order of the day. Under any other circumstances a total of five hours shall be deemed to be the equivalent of one sitting day.

(g) When estimates are referred to standing committees they shall be referred without prejudice to the right of the Committee of Supply to consider those same estimates, whether or not the standing committees have reported on them.

(17) *Standing Order 59(4)*

(4) The Chairman shall maintain order in the committees of the whole House; deciding all questions of order subject to an appeal to Mr. Speaker; but disorder in a committee can only be censured by the House, on receiving a report thereof. No debate shall be permitted on any decision.

(18) *Standing Order 61-A*

61-A. (1) When a resolution preceding a bill involving the expenditure of public money has been referred to the committee of the whole House, the time allowed for consideration thereof in such committee shall not exceed one sitting day. For the purposes of this Standing Order, such a resolution shall be deemed to have been considered for one sitting day, provided the order to go

into committee of the whole House is called as the first item under Government Orders on a Monday, Tuesday, Thursday or Friday, and provided it is continued, if necessary, until the normal time of adjournment on any such day. Such an order having been called on any Monday, Tuesday, Thursday or Friday, it shall have precedence over all other business until the time of adjournment on that day, unless it is disposed of earlier. Under any other circumstances, a total of five hours shall be deemed to be the equivalent of one sitting day.

(2) Notwithstanding the provisions of any other Standing Order, no Member shall speak for more than twenty minutes during the time when a resolution preceding a bill involving the expenditure of public money is under consideration in the committee of the whole House.

NOTE: By resolution of the House January 21, 1966 it was provided: That the 20-minute limit on speeches during the debate on the resolution stage of a money bill shall not apply to the Prime Minister or the Leader of the Opposition.

(19) *Standing Order 65*

65. (1) At the commencement of each session, a special committee, consisting of seven members, shall be appointed, whose duty it shall be to prepare and report, within ten sitting days after its appointment, lists of members to compose the following standing committees of the House:

- (a) on Agriculture, Forestry, and Rural Development, to consist of 45 members;
- (b) on Broadcasting, Films and Assistance to the Arts, to consist of 24 members;
- (c) on Crown Corporations, to consist of 24 members;
- (d) on External Affairs, to consist of 24 members;
- (e) on Finance, Trade and Economic Affairs, to consist of 24 members;
- (f) on Fisheries, to consist of 24 members;
- (g) on Health and Welfare, to consist of 24 members;
- (h) on Housing, Urban Development and Public Works, to consist of 24 members;
- (i) on Indian Affairs, Human Rights and Citizenship and Immigration, to consist of 24 members;
- (j) on Industry, Research and Energy Development, to consist of 24 members;
- (k) on Justice and Legal Affairs, to consist of 24 members;
- (l) on Labour and Employment, to consist of 24 members;
- (m) on Miscellaneous Estimates, to consist of 24 members;
- (n) on Miscellaneous Private Bills, to consist of 24 members;
- (o) on National Defence, to consist of 24 members;
- (p) on Northern Affairs and National Resources, to consist of 24 members;
- (q) On Privileges and Elections, to consist of 24 members;
- (r) on Public Accounts, to consist of 24 members;
- (s) on Standing Orders, to consist of 24 members;
- (t) on Transport and Communications, to consist of 24 members; and
- (u) on Veterans Affairs, to consist of 24 members.

(2) The special committee shall also prepare and report with all convenient speed, lists of members to compose the following standing committees:

On Printing, to act as members on the part of this House on the Joint Committee of both Houses on the subject of the printing of Parliament, to consist of 23 members;

On the Library of Parliament, so far as the interests of this House are concerned, and to act as members of the Joint Committee of both Houses, to consist of 21 members;

Provided that a sufficient number of members of joint committees shall be appointed so as to keep the same proportion in such committees as between the memberships of the House of Commons and Senate.

(3) A majority of the members of a standing committee shall constitute a quorum unless the House otherwise orders;

Provided that, in the case of a joint committee, the number of members constituting a quorum shall be such as the House of Commons acting in consultation with the Senate may determine.

(4) The standing committees shall be severally empowered to examine and enquire into all such matters and things as may be referred to them by the House; to report from time to time their observations and opinions thereon; to send for persons, papers and records; and to print, from day to day, such papers and evidence as may be ordered by them, and Standing Order 66 shall not apply in relation thereto.

(5) Any member of the House of Commons who is not a member of a standing committee, may, unless the House or the standing committee otherwise orders, take part in the deliberations of the standing committee, but shall not vote or move any motion or any amendment or be counted in the quorum.

(20) *Standing Order 68-A*

68-A. In any standing or special committee of the House questions of order shall be decided by the chairman, subject only to an appeal to the committee.

(21) *Standing Order 78(1)*

78. (1) In proceedings in committee of the whole House upon bills, the preamble is first postponed, and if the first clause contains only a short title it is also postponed; then every other clause is considered by the committee in its proper order; the first clause (if it contains only a short title), the preamble and the title are to be last considered.

(22) *Standing Order 99*

99. No bill for the incorporation of a railway or canal company, or for authorizing the construction of branch lines or extensions of existing lines of railways or of canals, or for changing the route of the railway or of the canal of any company already incorporated, shall be considered by the Committee on Transport and Communications, until there has been filed with the committee, at least one week before the consideration of the bill, a map or plan drawn upon a scale of not less than half an inch to the mile, showing the location upon which it is intended to construct the proposed work, and showing also the lines of existing or authorized works of a similar character within, or in any way affecting the district, or any part thereof, which the proposed work is intended to serve; and such map or plan shall be signed by the engineer or other person making same.

(23) *Standing Order 105*

105. Every private bill, when read a second time, is referred to one of the standing committees as follows: bills relating to banks, insurance, trade and commerce and to trust and loan companies, to the Committee on Finance, Trade and Economic Affairs; bills relating to railways, canals, telegraphs, canal and railway bridges, to the Committee on Transport and Communications; the bills not coming under these classes, to the Committee on Miscellaneous Private Bills, and all petitions for or against the bills are considered as referred to such committee.

Mr. MacEachen, from the Special Committee on Procedure of the House, presented the Ninth Report of the said Committee, which is as follows:

Your Committee recommends that a Special Committee on Procedure of the House be appointed without delay at the beginning of the next session of Parliament.

Mr. Pepin, a Member of the Queen's Privy Council, laid before the House,—Copy of an Agreement, dated March 26, 1968, between the Government of Canada and the Government of the Province of New Brunswick with respect to assistance to that Province in connection with the marketing of coal, together with copies of a Press Release relating thereto (English and French).

Mr. Teillet, a Member of the Queen's Privy Council, laid before the House,—Copies of a Report of the Committee appointed September 8, 1965, to survey the organization and work of the Canadian Pension Commission (Mr. Justice Mervyn J. Woods—Chairman). (English and French).

Mr. Pearson, a Member of the Queen's Privy Council, laid before the House,—Copies of communications dated between January 10, and March 20, 1968, exchanged between the Prime Minister of Canada and the Premiers of the Provinces of Manitoba and Alberta with respect to medicare.

The House resolved itself again into Committee of Supply.

(In the Committee)

The following resolutions were adopted:

SUPPLEMENTARY ESTIMATES "C" 1967-68

NATIONAL HEALTH AND WELFARE

MEDICAL SERVICES

20c Administration, Operation and Maintenance \$ 2,450,000 00

WELFARE SERVICES

40c Administration, Operation and Maintenance including grants as detailed in the Estimates 1 00

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