

That committee has since approved of various consolidations. Appendix "A" reproduces paragraphs of the committee's reports on the subject in the last three years.

I feel that, pending a complete overhauling of the system, it might be suggested that (a) various vote items be consolidated, and (b) the actual expenditures in the last completed year be placed opposite each item, rather than the previous year's estimate.

3. *Financial supervision of the Governor in Council:*

Parliament controls over-all expenditures by the text of votes. It seeks to preserve control, after appropriation, by stipulating in various statutes that payments be subject to the approval of the Governor in Council. As the grant is to the Crown, at first glance it seems inconsistent to consider the Governor in Council as a parliamentary check against abuses, but the true intent, I think, is aptly stated in a leading case of Australia:

The theory that the Crown chooses its ministers is over-shadowed by the constitutional rule that it chooses only such as possess the confidence of parliament; and the theory that ministers execute the royal will accommodates itself to the fact that the royal will is to do what parliament desires.

I sometimes wonder if the volume of routine now loaded on the Governor in Council is not blurring the aim of various statutory directions. For that reason, notice of the existing burden is taken in paragraph 4. To illustrate the situation, a tabulation is now offered of 266 financial orders in council issued between January 21 and February 1, 1949, and which were required by various statutes. That period is used because (a) it contains ten working days, and (b) parliament convened in the period, so a presumption is that the cabinet had also many problems of public policy to consider. The classification is:

- 49 authorized works contracts involving \$5,000 or over;
- 41 Granted superannuation or pensions to civil servants, service forces members, etc.;
- 35 authorized purchases of supplies by Canadian Commercial Corporation for National Defence;
- 30 approved recommendations of the Civil Service Commission respecting departmental establishments;
- 21 approved recommendations of the Civil Service Commission respecting rates of pay to civil service classes;
- 18 approved enfranchising individual Indians and use of Indian band funds, etc.;
- 14 dealt with statutory regulating powers;
- 14 authorized leases or sales of Crown property;
- 12 made appointments to offices—judges, senators, etc.;
- 9 approved tax or duty remissions recommended by the Treasury Board;
- 6 approved proposed agreements with other governments;
- 6 dealt with the sale of treasury bills, etc.;
- 6 made appointments to positions exempted from the Civil Service Act;
- 2 approved cold storage subsidy agreements;
- 2 authorized establishing house-to-house mail deliveries in two towns;
- 1 dismissed a civil servant sentenced to gaol for theft.

At confederation a public work involving \$5,000 may have been one of some importance. Labour and materials' costs do not now permit much to be done for \$5,000, yet section 36 of the Public Works Act requires any contract of \$5,000 or over to be authorized by the Governor in Council. There was a principle involved when grant of superannuation or pension involved an immediate decision of policy; now civil servants, etc., contribute throughout their years of employment, and age limits, etc., are regulated by legislation. The grant of pension is, in fact, a routine act. Likewise it seems unreasonable