

departments by bringing such instances to the attention of the departments concerned or the Board. By the same token, avoidance of duplication with provinces and industry is sought constantly. Thus, although by and large the approach is to assist in determining the financial and functional limits of the various departments while leaving the substantial determination of internal priorities to the department, the Board and its staff must reserve the right to take appropriate action on points of detail in respect of this third problem. This aspect of the work of the Board and its staff takes place during the annual consideration of establishments and Estimates, throughout the year as detailed authority is requested in respect of particular aspects of a generally approved program and at that early stage in which new policy issues are being raised for future action.

This third aspect of the work applies among the several departments in a similar manner to the budgetary pressures and other controls which the Board exerts on departments to keep each separate house in order. Here the pressure arises at the centre under the impact of the over-all budgetary limitation.

A fourth problem is the encouragement of adequate forward planning by departments so as to prevent the wastes that may be caused by "false starts". The Estimates process itself has always required this in some measure and now it is re-inforced by the even earlier establishment review arrangements which result in fixed limits for staff over the following eighteen months. All this has led to a generally increasing appreciation of the value of an "annual rate" approach which implies and encourages peeks into the even-more-distant future. With the growth of this view, departments are finding that their problems and proposals are more readily understood and appreciated if they are placed in a more complete and longer-term context. Confidence that the management of a department knows where it is going is enhanced.

Finally, I should mention the regulatory function of the Board which at once controls and re-inforces the administration of departments. I am aware that such regulations tend to take a "lowest common denominator" approach, but this is perhaps inevitable in a large organization. On the other hand, regulations, if properly set up, involve a delegation of power within stated limits that again places decisions upon the proper shoulders. Increasingly, the staff of the Board is seeking out classes of individual cases of a house-keeping nature that now require Board action with a view to planning regulations by which they can be handled in future.

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You will all be aware that all governments are constantly asked to extend their services to the public to a degree that would produce a total budget much above anything that the public would accept. In this context a considerable degree of effective total control is in fact exercised. This total control implies control and coordination by a central agency of at least the more important policies and functions within this total. We of the staff of the Federal Treasury Board are constantly trying to improve our approach to these problems and to put them on a more coherent