

somewhat modified in the direction of giving it a greater controlling and directing force in Legislation. The chief characteristic of it is that it consists of a body of men, leaders in one line of public policy, and holding practically the same views on the important political questions of the day. Early Cabinets were often composed of men holding different views; but modern Cabinets cannot exist any length of time without a homogeneity of political opinion pervading them. And these political opinions must be the opinions of the majority of the members of the popular branch of Parliament. Thus, as stated before, the Cabinet is presumed to be a body representing in its executive functions the people at large, and its tenure of office depends upon its continuing to retain the confidence of the majority of the electorate. Theoretically it is a creature of the people, easily removed and controlled by them. Practically, it is considerably more than a creature of the popular will; it not only obeys and carries out the popular will, but often controls and directs it. The administration of the day is often the most potent force in politics. Professing to be the mere servant of Parliament and the people, it dictates during the period between one Parliament and another the whole course of Legislation, and frequently exercises the power of a despot in commanding the votes and allegiance of its parliamentary supporters.

Yet, while thus swaying powerfully the whole course of parliamentary legislation it cannot, unless by the will of the people or by fraud, retain its position longer than one term of Parliament, for it must secure the votes of a majority of the people's representatives, and these votes can be obtained only by securing the election of members favourable to its policy and willing to follow its guid-

ance. In the last resort, then, the will of the people must be recognized and obeyed. The great influence of a Ministry over legislation and its commanding authority over Parliament, is largely due to the fact that it wields the power of the people, and also to the fact that the members of the Ministry are also members of Parliament. The importance of this latter fact cannot well be over-estimated. Had our Constitution been developed on lines that forbade the Ministry of the day from being members of Parliament, the whole tenour of our administrative system would have been changed. A Ministry not taking any part in debate, absent from discussions involving the most vital parts of its public policy, would speedily lose the major portion of its influence with both Parliament and people, and would become hopelessly involved in quarrels and misunderstandings. What the presence of the party leaders means in times of heated and excited discussions, every reader and observer of political debates fully recognizes. The leaders of the House not only furnish the most important Bills for consideration and debate, but they guide the course of discussion, inspire their followers with courage, suggest arguments, devise tactics and stratagems, and apply the party whip with great effectiveness to those inclined to waver in their allegiance.

While the Cabinet is thus at the same time the creature and controller of Parliament, it is in another fashion the creature and controller of the Crown. By the Crown it is nominally called into existence; its chief member is chosen by the Crown, and on him is placed the task of choosing his associates. Not only is the choice of a Ministry nominally with the Crown, but its dismissal also nominally takes place by the same authority, provided a resignation does not render a dismissal unnecessary. Parliament prac-