

*Regulations Act*

administration of this section for a year and see how it functions. Personally I think it will be of great benefit to veterans in every section of Canada.

**Mr. Brooks:** I do not think the minister answered my question. I asked how many districts have asked for this change. Frankly I do not think there has been a general request across Canada. I understand it has been mostly from the province of British Columbia.

**Mr. Gregg:** There has been no formal request for it from the districts. As in a number of other cases in our legislation, it has been the result of our own departmental experience and the feeling that this would improve the situation. There has been no formal request.

Section agreed to.

Sections 7 and 8 agreed to.

Title agreed to.

Bill reported, read the third time and passed.

**THE REGULATIONS ACT**

PROVISION FOR UNIFORM SYSTEM OF PUBLISHING REGULATIONS AND LAYING THEM BEFORE PARLIAMENT

**Right Hon. L. S. St. Laurent (Prime Minister)** moved the second reading of Bill No. 89, to provide for the publication of statutory regulations.

**Mr. Green:** Will the Prime Minister explain the bill?

**Mr. St. Laurent:** I have a statement to make which I can make now or in committee stage if it is more convenient. If any hon. member prefers that it be made now I am quite prepared to do so.

**Mr. Green:** We would like to have it now.

**Mr. St. Laurent:** The main purpose of the bill is to ensure that all orders, regulations and proclamations, made or issued in the exercise of legislative powers delegated by parliament, are published and tabled in a systematic and uniform manner. There is no provision here for enlarging the powers to make orders or regulations. It is merely to deal with the exercise of powers already existing under prior legislation. It is to provide that there be one uniform system of tabling and publishing these orders. Such publication and tabling is to be compulsory. The provisions embodied in this measure are the result of comparative studies of procedures followed in other countries, notably in the United Kingdom, and of experience gained in the application of the provisions of the statutory orders and regulations order made during the war.

Perhaps it might be useful to review briefly the practice presently followed in the publication of statutory orders and regulations. As hon. members know, since the first of January, 1947, all proclamations, orders, rules and regulations of a legislative character or of an administrative character having general effect or imposing a penalty, whether these instruments are made by the governor in council, a minister, a board or other agent empowered by act of parliament, are published fortnightly in part II of the *Canada Gazette*, known as "statutory orders and regulations". This procedure was established by order in council P.C. 4876 on the 26th of November, 1946, under authority conferred by section 30 of the Public Printing and Stationery Act. This order in council also authorized the compilation and publication of a consolidation of all orders, rules, regulations and proclamations of a legislative character which were in effect on a given date.

A consolidation of such statutory orders and regulations in effect on December 31, 1949, has been prepared and is in the hands of the king's printer. I had hoped it would be available for distribution even before we reached this bill. I believe that early next week we shall have one or two volumes of the compilation. We wanted to get together, in convenient form, so that people could have ready access to them, everything that is now in force. Then we would have a systematized regular form for publishing anything new, so that it would be easier for all those who ought to be informed to know that, if it is not in such and such a place, it does not exist, and there is no need for taking into account anything that is not in this consolidation or that has not been published in the form called for by this bill.

The order in council to which I have just referred is known as "The statutory orders and regulations order, 1947". It was an attempt to find a practical and workable solution to the increasingly difficult problem of delegated legislation. This problem is not by any means restricted to Canada. The same difficulties have had to be met in all democratic countries. Particularly in the years during and since the war, the ramifications of public business have multiplied to such an extent that the representatives of the people have found it a practical necessity to delegate an increasing amount of subsidiary powers to the executive, or to boards or other agencies. Canada is no exception, and our parliament has delegated more and more regulatory powers to the governor in council, ministers, boards and other crown agencies.

For many years now, the government has been concerned with the problem of keeping parliament, and the public, fully informed