

# CHAPTER X V I

## PUBLIC APATHY AND THE CONTROL OF PROVINCIAL GOVERNMENT SPENDING

### I. *The Problem of Priorities*

1. The integrated reconstruction of provincial-municipal organization and finance which we have recommended will require courage on the part of the provincial government and unselfishness on the part of all of those individuals who deem themselves to be adversely affected by the changes. There are a number of reforms at the provincial level that we believe would both facilitate the implementation of our recommendations and would be desirable in any case. Before discussing these reforms, we should like to comment on what we feel are major shortcomings of government in this province with reference to the general problem of determining programmes of services and controlling the expenditure of public money. For this we need first to define and discuss briefly the goal of public policy.

2. The primary goal of public policy is to strike the balance both between public and private expenditures and among the various objects of public expenditure that is conducive to the greatest possible well-being of the people of the province. Whenever more money is spent on public services the additional taxes that must be imposed leave taxpayers with less money for their private purchases. Within the public sector, whenever expenditures are increased on one public service, such as highways, less funds are available for other public services, such as education. Particularly with the vast sums now being spent by our provincial and municipal governments, there is a pressing need to keep expenditure programmes from getting out of control and to establish carefully arrived at priorities to assure that public moneys are directed to where they will yield the greatest good and are applied to these purposes with the utmost care and economy.

3. The ordering of priorities is no easy task. Ideally, the government should do this by determining as accurately as possible the general consensus of the people, after this consensus has been arrived at by enlightened and informed public discussion, and by exercising well informed and imaginative political leadership. Often, however, political leadership should be far ahead of public opinion; for such leadership should be exercised by men who are abler, better informed and have greater foresight than the general public. For example, it is clear to this Commission that public education in New Brunswick should be accorded a higher priority in the provincial -municipal expenditure programme than it has received in

the past, and higher in relation to other services than is the case in the central and western provinces. In 1960, the latest year for which comparative statistics are available, public education in New Brunswick accounted for only 19.5 per cent of total provincial and municipal expenditure, compared with 23.7 per cent for all ten provinces. This was the second lowest proportion, next to Newfoundland. Alberta was highest with 27.1 per cent. Nova Scotia was not far below the national average, with 22.9 per cent. (See Table 4:8 in Chapter 4.) New Brunswick cannot hope to progress in relation to the wealthier provinces if it continues to attach a lower priority than they do to education. No expenditure will yield higher economic and social returns. To maintain the present low priority would condemn New Brunswick children to be second class citizens. We must remember that the welfare of the people is the end towards which all private and public activity should be directed and, at the same time that the people themselves, as the most important of all the economic resources, are the principal means to achieve this end. The fullest development of the knowledge, skill and adaptability of our people will yield a greater economic and social return than any other investment that we can make. If a particularly high priority is given to education and vocational training the results in time will be five-fold :

- (1) the people will be more productive,
- (2) they will be more aware of and better equipped to create and to take advantage of economic opportunities in New Brunswick,
- (3) the province will be more attractive to new firms considering locating here,
- (4) experience has shown that a well educated and well trained people have greater economic opportunities open to them and are less likely to require social assistance,
- (5) and, most important of all, the people are likely to live fuller and more satisfying lives.

4. Public education is clearly an example of an area in which political leadership should be strong and sure and imaginative enough to move ahead of public opinion and in due course to obtain its proud and willing support.

5. The Commission is well aware that some major expenditure programmes are initiated by the federal government, as in the cases of the hospital care and social assistance programmes,

and that, once introduced, such programmes commit the province to very high levels of expenditure and are difficult to control. Nevertheless, we are of the opinion that in both cases insufficient attention was given to the financial and administrative consequences of embarking on these programmes both in relation to over-all revenue requirements and to the effects on the other provincial and municipal programmes. Specifically, in Chapter 9 on social welfare and in Chapter 10 on health and hospitals, we have indicated how divided jurisdiction and inadequate administrative and budgetary control have meant a failure to ensure that the social assistance and the hospital services programmes did not expand beyond the province's limited fiscal capacity and that they would yield the maximum results for the expenditures made.

6. The Commission is most troubled about and deplores the widespread apathy of the public towards massive expenditures for such programmes, its indifference to waste, inefficiency and corruption, the lack of thoughtful public discussion of new expenditure programmes, and the something-for-nothing attitude that is all too often engendered by politicians at election and other times. We are not suggesting that such programmes are not worthwhile; to the contrary, they frequently contribute far more to the well being of the people than alternative consumption in the private sector of the economy. We are concerned that such programmes be initiated only when they have been carefully considered in the context of the province's overall expenditure programme and when the financial and administrative problems have been squarely faced and resolved. The province's financial resources are severely strained. A major new programme such as one for medical care, which already looms on the horizon, could push them to the breaking point and endanger other programmes if introduced too precipitously. We should not attempt to do too many things too quickly lest we do none of them well.

7. A further indication of public apathy has been the apparent lack of interest in this Commission, in spite of the fact that the subject matter of our inquiry is the vital concern of every man, woman and child in this province. We should have been inundated with briefs and letters from private citizens. Yet, although we widely publicized our desire to hear from private citizens, we received only a handful of such communications, some of which, we are grateful to say, were most helpful. We even had difficulty in getting replies to our questionnaire from a number of the municipalities. Some never did reply and even failed to appear at the public hearings. Some of those that did respond did so in a most perfunctory manner. Fortunately, we did receive very carefully prepared and extremely useful replies and excellent supporting briefs from some municipalities.

8. It is our impression that the public is ill-informed about public issues generally. For this the press is partly to blame. While there was fairly wide coverage of our public hearings and of some of the briefs presented, the reporting with a few notable exceptions was perfunctory, dreary and certainly unilluminating. Some of the areas with which we are concerned are quite easy to comprehend, others are more difficult; but in either case, it is surely a primary function of the press to do all it can to illuminate issues by explaining them in a thorough and coherent manner and by discussing them intelligently and thoughtfully. The press can make an enormously valuable contribution to public enlightenment and to informed discussion of public issues. The fact that the press throughout Canada, with few exceptions, is failing in this task, does not excuse our press in this province for its failure.

9. It may well be that a great deal of the present public apathy towards the activities of the provincial and municipal governments stems from a lack of hope for any improvement stemming from the baleful experience of the years past. We believe that the implementation of the recommendations already made will correct many of the abuses and shortcomings of the organization, financial and public administration of provincial and municipal government in this province. There are some further comments and recommendations pertaining particularly to the provincial government that we should now like to make to this end.

## II. *Collective Cabinet Responsibility*

10. At present, as we understand it, most of the programmes of the provincial government are commonly considered as departmental programmes, in that the ministers of the several departments are regarded as being individually responsible for the policies of their departments and their administration. This seems to be the case even where there is a formal requirement that these matters be approved by the cabinet. It is, of course, essential that ministers be directly responsible *within* the government for the conduct of their departments; but it is important that there be collective cabinet action on important matters to avoid a fragmented departmental approach in the establishment of priorities and in the determination of over-all policy. It should be the concern of the whole cabinet if, for example, a major new educational programme or a major change in the social assistance programme is being contemplated. Moreover, and equally important, it is desirable that ministers not be subject to improper but sometimes irresistible pressures of particular interests in the establishment of departmental policies and in their administration.

11. The adherence by the cabinet to the practice of collectively assuming responsibility for

the policies and major administrative decisions of all departments is the obvious method of achieving these desirable objectives. While the minister would still be responsible for his department to the government and for reporting on its behalf to the legislature, firm adherence to collective cabinet responsibility would insulate him from improper pressures, since the responsibility and therefore the power to act would rest with the whole cabinet and not with one individual as is often the case at present. Moreover, the ordering of priorities among the several departments would likewise become a collective decision, made only after careful consideration of the alternatives. In acting in this way, the cabinet can also make the most effective use of the Treasury Board, which is, after all, a committee of cabinet, and which is primarily concerned with overseeing and co-ordinating the preparation of budgets of departments and other governmental agencies and scrutinizing their day-to-day expenditures.

12. In keeping with our plea for co-ordination and integration of the government's various policies and programmes, we therefore suggest the firm adherence to collective cabinet responsibility for the policies and programmes of the several departments. To sum up, we make this proposal both to facilitate the proper co-ordination of public policy and to insulate ministers from irresponsible but powerful pressures to subvert departments' programmes in favour of selfish private interests. Adoption of this proposal would make it easier for a minister to resist such pressures and at the same time would not in any way diminish his scope; indeed it would give him the opportunity to give more time and thought to the improvement of his department. Even more importantly, it would provide the procedure for taking a balanced overall view of all programmes and for the establishment of a soundly-based system of priorities.

### III. *Treasury Board*

13. We commend the provincial government for developing a Treasury Board operation as its instrument to scrutinize and co-ordinate the spending activities of the various provincial government agencies. The Board is a statutorily powerful committee of cabinet ministers assisted by a permanent secretary and expert staff. One of its chief functions is to screen and approve departments' annual spending proposals prior to their presentation to cabinet and subsequently to the Legislative Assembly. In addition, the Board is in a unique position to prepare and review long-range expenditure plans and to exercise close control over those day-to-day activities which have significant financial implications for the future.

14. We are under no illusion that it will be easy for the provincial government to find the large number of skilled personnel necessary to

administer its expanding services, especially if political pressures are allowed to operate as they do at present. In the present situation, logic requires the imposition of effective central control over strategic expenditures by concentrating a group of able officials on the staff of the Treasury Board. As a longer run objective, there must also be serious effort to lift up the general probity and efficiency of the operating agencies, with a view to eventually relaxing central control so that departments will become the final authority on most routine matters. In the meantime the anonymity possible through Treasury Board decisions and collective cabinet decisions on other matters is apt to induce more political courage than will be found in the individual departments as presently constituted.

15. We have no reason to believe that by itself Treasury Board control will lead to serious bottlenecks or undue inflexibility in the day-to-day management of provincial government business. Too much can be made of the argument that the requirement for prior Treasury Board review will unnecessarily delay administrative decisions. Emergency procedures can be developed to deal with cases where immediate decisions have to be made. It is expected, however, that most matters can be dealt with in the normal way. We would point out, for instance, that the combined activities of the provincial and municipal governments in New Brunswick annually account for less expenditure than the activities of the single federal department of public works.

16. The use of administrative commissions with considerable operating autonomy as recommended elsewhere in this report will require that the controls and budgetary surveillance of the Treasury Board be all the stronger. There would be little improvement in the management of public business if financial irresponsibility at one level were merely replaced by lack of control at another. At the same time the officers of both the administrative commissions and the Treasury Board must be fully aware of and sympathetic with each other's objectives, for it is only under these conditions that they shall be able to work together effectively in the public interest. This kind of rapport will not always be easy to achieve. Conflict may sometimes arise between the legitimate aspirations of an administrative agency and the Treasury Board's overriding responsibility to ensure that total public spending retains a proper balance and does not go beyond the province's ability to finance it. Every effort must be made to reach agreement on the "ranking of priorities and the means for changing them." The appointment of bold, intelligent administrators in both Treasury Board and the operating agencies is the best guarantee of success in this vital area. There will also be need for a continuous review of existing programmes to uncover areas for possible

reductions so that whenever possible the necessary expansion of more vital programmes can be achieved without a net addition to the tax load. The philosophy that permits an existing programme to continue in perpetuity regardless of changing needs is a luxury which New Brunswick can no longer afford.

#### IV. Auditor General

17. We wish also to commend the provincial government for proceeding to establish the office of Auditor General. Like the Treasury Board, this office is a means of assuring economy and restraint in public expenditure. It is the function of an Auditor General to see that public monies are spent as authorized by the legislature and in a proper manner. He is a watchdog appointed by the Legislative Assembly. He must report regularly to it, and is directly responsible to that body and to no one else. To discharge his duty adequately, he must have full access *without notice* to the accounts of all departments and governmental agencies. We trust that the Auditor General will be provided with an ample staff of well-trained auditors so that they can perform their function of assuring that public funds are spent for the proper purposes and in the proper manner.

18. The provincial government is responsible for the totality of governmental functions performed in this province, both directly by it and by the municipalities. As we have repeatedly pointed out, the delegation of some of its powers to the municipalities does not absolve the provincial government from responsibility for the results. It is highly desirable, therefore, particularly in view of the urgent need for economy and efficiency in administration and of the need for better co-ordination of public policy, that the Auditor General, have jurisdiction over all the provincial and municipal spending activities in the province. We propose that the Auditor General, in close collaboration with the Municipal Affairs Commission, be charged with the responsibilities of (a) conducting snap audits of municipalities, (b) reporting on financial irregularities, and (c) proposing improvements in fiscal administration.

#### V. The Use of Administrative Commissions

19. Elsewhere in this report, we have recommended the establishment of a Public Schools Commission, a Social Welfare Commission, and a Hospitals Commission to assume responsibility for the development and execution of the recommended programmes in the vital areas of public education, social welfare, and health. Likewise, we have recommended the establishment of a Municipal Affairs Commission to administer property assessment, property taxation, and muni-

cipal debt, to supervise all municipal administration, and to administer local services in those communities, the new local service districts, that are without any municipal organization.

20. We are concerned that without this reorganization in the administrative structure very little will get done, that the departments concerned, as presently organized and constituted, would not be able to implement the programmes we recommend. We refer in the next section to the present state of the public service and the need to strengthen it.

21. After very careful study, we came to the conclusion that, for the present and in the foreseeable future, the establishment of administrative commissions is necessary, given the magnitude of the job to be done. After reaching this conclusion on our own, we had it strongly corroborated when Professor Boudreau in his investigation of public administration in Sweden found the commission form of administration in use in all of the government departments. We feel all the more confident in recommending a system that has proven its worth in one of the best governed and most democratic countries in the world. In Sweden, *all* administration is carried out by commissions of the kind we are recommending. The departmental function is a purely legislative and policy making one which requires only a small staff of able men whose full attention is devoted to the formulation of policy without the burden of day-to-day administration. At the same time they have the benefit of the continuing advice and of all relevant information provided by the members of the administrative commissions and their expert staffs.

22. The commission form of administration is of course not a novelty to this country or to this province; it is embodied in the National Harbours Board, the Workmen's Compensation Board, the Liquor Control Board, and the New Brunswick Electric Power Commission, to name only a few.

23. We have already given our recommendations for the composition and functions of the four commissions, and the particular reasons for establishing each of them, in Chapter 8, 9, 10, and 12. To appreciate our reasons fully it is necessary to read each of these chapters carefully. We have also given in Chapter 1, and again in Chapter 7, the general reasons for the commission form of administration being particularly well-suited to the circumstances of our province at this time. These are:

(1) The Commission form of administration explicitly recognizes that the administration of programmes is a service function and that service functions should be distinguished by their efficiency and adherence to statutory directives and not by their accommodation of interested parties. The vital political activity of achieving compromises between conflicting group interests should take place

at the legislative level only — when policies and programmes are being adopted or modified. This political activity, indispensable though it is to the well-being of the province, should not be allowed to intrude into the implementation of what has already been decided by the legislature.

(2) We wish to free the cabinet from the overt political pressures which would almost certainly be brought to bear on them in the course of implementing our recommendations, and which, if allowed to have influence, could subvert the whole new programme. As we have stressed, our recommendations stand for the most part as an interdependent policy package. They call for a reconstruction of much of government in the province. While we hope and expect that there will be overwhelming support for them, there is almost certain to be some opposition as well. One of the strengths of the commission form of administration is that, in insulating the cabinet from such pressures, it would protect the new programme from dilution and distortion.

(3) In implementing our recommendations, a great deal of work must be accomplished in a brief period of time. It is therefore necessary to have a new form of administration that is geared to change and consisting of men sympathetic to change. The adoption of the commission form of administration would enable the administrators to start afresh, free from the inhibiting inertia of the established way of doing things that would otherwise impede change if administration were left to the present departments; at the same time, it would leave the administrators free to retain those past practices which are appropriate to the new programme.

(4) It is essential to the success of the new programme that the best qualified personnel obtainable be assembled, both from within the present departments and from outside. As we have repeatedly emphasized throughout this report, the success of the new programme, and, for that matter, of any governmental programme, depends more than any other thing on the quality of the personnel who administer it. The best of programmes can be wrecked by weak and incompetent administration. The use of the commission form of administration should make it possible to hire the best administrators available, without being restricted as to salary levels or seniority, and to give them full scope for the exercise of their abilities. Failure to pay sufficiently high salaries to attract and retain such men is about the most wasteful thing the government could do.

(5) It is the essence of good public administration to suit the form to the circumstances. We therefore do not take a doctrinaire view as to the form of administration. We *are* convinced that, at this juncture, and in the foreseeable future, the establishment of the commission form is the only way of replacing the present antiquated structure. It is quite possible that under different circumstances, perhaps some time in the future, some other form of administration will be appropriate.

24. It is expected that the commissions by virtue of their experience in developing and implementing the programmes for which they are responsible would assist the government in the formulation of policy by making proposals for legislation. Such proposals would normally be worked out in close collaboration with the deputy minister and his staff.

## VI. *Need to Strengthen Public Service*

25. We are appalled at the neglect in the development of the public service in this province at both the provincial and local levels. If it were not for a few able individuals dedicated to the welfare of the province the administration would likely have broken down completely. Time and time again we and our staff have asked for information of the kind which departments ought to have on hand as a matter of course, only to find that it was not available and that no effort had been made to collect it. Pertinent statistical and other information is absolutely necessary for efficient day-to-day administration, for the preparation of budgets, for the formulation of public policy, and in preparing legislation. While we generally found the members of the departments willing and cooperative in trying to collect the information for us, in most cases, with a few notable exceptions, it was either impossible to obtain in time to be of use to us or was collected in such a slipshod manner as to be inaccurate and unreliable and therefore misleading. Good government is impossible under these circumstances.

26. We are strongly of the opinion that, for reasons we have given, the establishment of the administrative commissions is essential for the success of the recommended programmes in education, social welfare, health, and municipal affairs, and that it would be the height of folly to introduce these programmes with the present inadequate departmental structure and personnel. We feel equally strongly that immediate steps should also be taken to repair the neglect of the public service which has occurred over the years in those departmental areas unaffected by our recommended structural changes. This requires a recognition of the great administrative responsibilities in modern government and of the fact that economy is not synonymous with niggardliness. This means

the adequate staffing of the public service with competent, well qualified administrators and, of course, the payment of salaries necessary to obtain and retain the services of such men. It will not be possible to repair the neglect of decades overnight, but that is no excuse for standing by and doing nothing. Indeed we cannot afford to stand by — either we act now to develop a much more effective system of public administration or the future well-being of New Brunswick will be placed in jeopardy.

#### VII. *Protection and Enhancement of Democratic Prerogatives*

27. Under the system we propose, the public would still have ample opportunity for airing grievances, exposing weakness and inefficiency, and remedying abuses by bringing them to the attention of the commissions and the cabinet. The Legislative Assembly would, of course, continue to be a forum for criticism of public policy and public administration. The press as always should play an important role in exposing inefficiency and abuses. The school boards would provide another link at the local level between the individual citizen and the government. The Assessment Appeal Board would provide effective protection from unfair assessment. The Treasury Board would be more effective in its roles of balancing the claims of the commissions and other government agencies. The Auditor General would be more effective in his task of assuring that public moneys are properly spent if he is working within a system in which administrative and legislative functions are more clearly defined.

28. In order to enhance the effectiveness of representation in the Legislative Assembly, we recommend the adoption of single member constituencies throughout the province in proportion to population. This reform is long overdue, in any case, but the present time is particularly propitious, for with the transfer of responsibility for several important services from the municipalities to the province, it is desirable that a more satisfactory link between the individual citizen and the government be established. It is entirely appropriate that the responsibility for these services be so transferred. It is equally appropriate that more effective representative democracy be established to compensate the individual citizen for any loss in local control over these matters that he might feel. This change will also have the desirable effect of making the individual member more accountable for his performance as an elected representative of the people. It would mean that each of the 52 members would *directly* represent about 12,000 constituents, or about 8,000 voters. While our proposal for single member constituencies may not be overly popular with those accustomed to seeking office under the present system,

we wish to emphasize that this is the accepted arrangement federally and in other provinces, and that it should impose no undue difficulty for the member who effectively represents the interest of his constituents.

29. We feel also that there should be some opportunity for the ordinary citizen to express his views to the members of the Legislative Assembly on public bills rather than only on private bills as at present. This is desirable in any case. The transfer of important functions to the provincial government makes it all the more desirable. We therefore recommend that the Legislative Assembly establish a Law Amendments Committee before which any citizen may appear to speak on any public bill prior to its enactment, and that it give a reasonable chance for interested citizens to appear by allowing three days between the first and second readings. Only in a case of real emergency should this requirement be waived.

#### VIII. *Central Purchasing Office*

30. It is recommended that the government make full use of central purchasing for all supplies for all of its departments and agencies and for all of the municipal governments, wherever this will effect economies, providing that such economies are not offset by wastes stemming from red tape and inflexibility and providing that all such purchases are made on the basis of tenders, in order to eliminate all opportunity for patronage. In any case, all purchases should be made at the lowest possible price. It is similarly recommended, in order to minimize costs and eliminate patronage, that all contracts for public works issued by the provincial and municipal governments be let on the basis of tenders and on the basis of the lowest bid submitted, wherever this is the most effective way of minimizing cost and eliminating patronage. In all cases of tenders being called for the purchase of supplies and for the letting of contracts for public works, the specifications and closing dates should be widely advertised a sufficient time in advance to permit preparation of tenders by interested parties. The purchasing of supplies and the letting of contracts for public works are areas which the Auditor General should scrutinize particularly carefully to assure that possibilities for economies are not overlooked and that patronage is absent.

#### IX. *Decentralization of Administration into Regions*

31. We have emphasized the desirability, with centralization of the responsibility for administration of a number of important functions, that, where feasible, the day-to-day administration be decentralized on a regional, or district basis to

assure that local circumstances will adequately be taken into account.

32. It has been the practice of a number of departments to decentralize their administration by dividing the province into several regions on bases related to their particular functions. For example, the Department of Lands and Mines for about eighteen years has used five administrative divisions based on the major watersheds of the province, the Department of Education uses the counties as administrative divisions, and the Department of Agriculture uses seventeen agricultural districts based upon such factors as type of agriculture and language. The Commission favours this practice in the interest of relating the administration of services closely to the particular circumstances of the different sections of the province, that is, in the interest of administrative flexibility — one of the marks of an efficient administrative structure. Some of the other departments also have, or are in the process of establishing, regional administrative divisions.

33. We hoped in the early stages of our investigations that it would be possible to find a division of about six uniform regions that would be suitable for all departments, so that some economies, such as the sharing of office facilities, could be effected by establishing a common central regional office for all departments in each region, so that statistical reporting would pertain to the same regions for all departments, and so that interrelated programmes of the different departments could be more effectively co-ordinated, for example, in the fields of public health, welfare, and education. The deputy ministers of the various departments met at our request to see if it was feasible to establish such division of the province into administrative regions, with common administrative centres in each. The Departments of Youth and Welfare, Agriculture, Labour, Lands and Mines, Education, Health, Municipal Affairs and the Treasury Board all submitted written reports giving their present practices and their views on the proposal for establishing uniform regions. While a few of the departments could no doubt come to agreement, it became clear that the requirements of most of the departments under the present structure are sufficiently different to preclude such a division, although there are doubtlessly some opportunities for the sharing of facilities which should not be overlooked.

34. Although the boundaries of administrative regions proposed by the departments varied considerably there was a good deal of consistency in the proposed regional headquarters. Saint John, Fredericton, Moncton, Grand Falls (or Edmundston), Bathurst (or Campbellton), Chatham (or Newcastle) were repeatedly suggested. It appears that it might be possible to get agreement on common centres for regional administration from most departments. Moreover, at the time of the discus-

sions among the departments, they did not have the benefit of our recommendations for centralization of the responsibility of a number of important functions, with decentralization of their administration. It is our impression that the implementation of these recommendations would change the picture sufficiently to warrant reopening the question. We recommend, therefore, that in the course of establishing their administrative divisions, the four commissions and the departments work closely together in order to reach the fullest possible measure of agreement on the establishment of common regions and of common centres of administration within those regions. We also recommend that a senior officer in one of the departments, perhaps a member of the staff of the Treasury Board, be given the continuing function of co-ordinating the regional offices of the several departments, wherever there are economies and other advantages to be gained that are consistent with other administrative requirements.

#### X. *Need for Co-ordinator for Implementation of Recommended Programmes*

35. The introduction of the various new programmes recommended in this report will have ramifications throughout the provincial and municipal administrations, some of which will create problems of transition. In order to facilitate the implementation of the recommendations and at the same time to minimize conflicts and inconsistencies in the programmes, we recommend the appointment of a co-ordinator responsible to the Government through the Premier. As his main duty would be to expedite and co-ordinate the programmes, this official must have outstanding qualifications as an organizer and as an administrator. The government should be prepared to pay whatever salary is necessary to attract such a man.

#### XI. *Recommendations*

36. We recommend that:

(1) The provincial government firmly adhere to the practice of collective cabinet responsibility for the policies and programmes of all its departments and administrative commissions.

(2) The operations of the Treasury Board be examined (a) to provide effective budgetary surveillance over the recommended new administrative commissions and over departments, and (b) to provide the cabinet with a continuous and thorough review of all provincial government expenditure programmes.

(3) The Auditor General have jurisdiction over all provincial and municipal government expenditures, and in close collaboration with

the Municipal Affairs Commission, exercise specific responsibilities for:

(a) conducting a snap audit in each municipality at least once every five years,

(b) reporting on financial irregularities and unauthorized expenditures and generally supervising the financial affairs of municipalities,

(c) proposing improvements in the fiscal administration of municipalities, and

(d) scrutinizing the purchasing of supplies and the letting of contracts for public works to assure that possible economies are not overlooked and that patronage is absent.

(4) Effective and continuing steps be taken to provide for the adequate staffing of provincial and municipal government agencies with competent, well-qualified men and women and that sufficient salaries be paid to obtain and retain the services of such persons.

(5) Single member constituencies for the Legislative Assembly be established throughout the province in proportion to population.

(6) The Legislative Assembly establish a Law Amendments Committee before which any citizen may appear to speak on any public bill prior to its enactment, with the Assembly to give a reasonable chance for interested citizens to appear by allowing at least three days between first and second readings. Only in a case of real emergency should this requirement be waived.

(7) Full use be made of central purchasing for all supplies for all provincial government

departments and agencies and for all municipal governments, whenever this will effect economies and providing that all purchases are made on the basis of sealed tenders to be publicly opened in order to eliminate all opportunity for patronage.

(8) All contracts for public works issued by the provincial and municipal governments be let on the basis of sealed tenders to be publicly opened and on the basis of the lowest bid submitted in accordance with specifications whenever this is the most effective way of minimizing cost and eliminating patronage.

(9) In the course of establishing regional administrative districts, the Public Schools Commission, the Social Welfare Commission, the Hospitals Commission and the Municipal Affairs Commission, the departments and other provincial government agencies work closely together in order to reach the fullest possible measure of agreement on the establishment of common regions and of common administrative centres within these regions. To this end, we also recommend that a senior officer of the provincial government, perhaps a member of Treasury Board staff, be given the continuing function of co-ordinating the regional offices of the provincial agencies, so that unnecessary duplication of services is avoided and full advantage is taken of whatever economies may be achieved.

(10) A competent co-ordinator, responsible to the provincial government through the premier (or his nominee), be appointed to facilitate implementation of our various recommendations.