

2. What were the total imports from Great Britain to Canada during the foregoing years, naming major commodities and amounts?

## MOTIONS FOR PAPERS

### NOVA SCOTIA PUBLIC WORKS EXPENDITURES

Mr. DUFF:

For a return of an itemized statement showing the particular undertakings which make up the expenditure of \$472,000 disclosed in the Auditor General's Report for 1933, Volume 2, M-8, for public works in Nova Scotia; also an itemized statement showing the particular undertakings which make up the expenditure of \$390,000 disclosed in the Auditor General's Report for 1933, Volume 2, M-8, for trans-Canada highway.

### GRANDE-ENTREE CHANNEL BUOYS

Mr. CHEVRIER (for Mr. Brassett):

For a copy of all correspondence and other documents exchanged between the Department of Marine, or the department's office at Charlottetown, and any persons of the Magdalen islands, county of Gaspe, respecting the buoys of Grande-Entrée channel, from October, 1933, to date.

## PEDIGREED HOGS

On the orders of the day:

Mr. T. F. DONNELLY (Willow Bunch): Mr. Speaker, I should like to ask a question of the government based on an article which appears in this morning's press. In a Canadian Press dispatch I notice that a question was asked in the British House of Commons as to why Canada was buying sixty or seventy pedigreed pigs from Sweden. Mr. Thomas said that all but eight of these pigs were not produced in England. I should like to ask the government if it can tell the house for whom the pigs are being bought, what their pedigrees may be, or any information they may have in that connection.

Right Hon. R. B. BENNETT (Prime Minister): The hon. member's question will stand as a notice. The minister is absent to-day.

## THE BUDGET

### ANNUAL FINANCIAL STATEMENT OF THE MINISTER OF FINANCE

Hon. E. N. RHODES (Minister of Finance) moved:

That Mr. Speaker do now leave the chair for the house to go into committee of ways and means.

He said: Mr. Speaker, this year for the first time in the course of this prolonged depression it is possible to review the year's operations in terms of business improvement, reviving confidence and expanding revenues.

Three successive budgets have been delivered in the face of a progressive decline in business with the inevitable disappointment in revenues and inability to meet necessary expenditures. Last year I expressed the belief that the turn in this tide had been reached and I ventured the hope that important developments which had occurred or were under way would lead to an early recovery of business activity. What was then a hope can now be asserted with confidence as a fact of experience. The fiscal year which has just closed has been a year of recovery—recovery that is unmistakable and of greater magnitude than many had thought possible.

The evidence of business recovery is written incontrovertibly in the recorded facts of our industry and trade. I desire not to weary you with statistical details but as a thorough appraisal of current business conditions is an essential of sound budgeting and as depression psychology is still rather too prevalent, I propose to review the essential facts as briefly as possible.

The most comprehensive measure of economic activity in Canada is the index of the physical volume of business prepared by the Dominion Bureau of Statistics. It is based on a compilation involving forty-five economic factors, including production of our leading manufactured articles, mineral products, and electric power, as well as freight cars loaded, construction contracts awarded and the volume of trade. In February, 1933, when business reached its low point in Canada, that index stood at 67.0. In February, 1934, the latest month for which the figures are available, the index had risen to 86.4, an increase of no less than 29.0 per cent. During the same period, manufacturing production increased by 41.7 per cent, mineral production by 13.7 per cent and total industrial production, including construction, by 38 per cent. These figures are of striking significance when compared with similar figures for the United States. According to indices prepared by the Federal Reserve Board, the corresponding increases for that country were 31.1 per cent for manufacturing production, 15.2 per cent for mineral output and 28.6 per cent for total industrial production. Their improvement was considerably more rapid than ours last summer, but their gains were not consistently held; with us, recovery has been more gradual but also more persistent.

Other indices of a general nature tell the same story of business recovery in Canada. The total amount of cheques cashed at chartered banks in thirty-two clearing house centres increased 16 per cent in 1933 over 1932 and another 23.4 per cent in the first two

months of the present year over the same period last year. These bank debit figures reflect not only the volume of ordinary business but also increasing activity in financial transactions.

In this power age, increasing sales of electrical energy are also an indication of general business expansion, although the increased use of electrical appliances or processes in home and factory and the increasing sales of secondary power for steam production make it impossible to regard power output as an accurate measure of such expansion. Since the first of this year, the output of central electric stations has established a new record level for all time. In February the average daily output was 57½ million kilowatt hours, an increase of 24·1 per cent over the corresponding month of 1933, and 19·8 per cent over February, 1929.

The increase in the movement of railway revenue freight is an even more significant symptom of general business improvement because it points to better days ahead for our two great railroad systems. In the first twelve weeks of this year 491,279 cars were loaded, showing an increase of 23·9 per cent over the same period last year. The gain of 95,064 cars in the elapsed period of the present year reflects a heavier movement in ten of the eleven commodity groups of the official classification, grain alone showing a slight decrease as compared with last year. Furthermore, traffic is now practically up to the level of the movement of two years ago.

Again comparing February, 1934, with February a year ago, we find the following striking increases in productive activity in individual industries; pig iron production, 100 per cent; steel production, 369 per cent; newsprint production, 38·9 per cent; imports of raw wool and yarn, 143 per cent (in the textile industry imports of raw material are the best measure available of productive activity); raw cotton imports, 84·2 per cent; exports of boards and planks, 178·6 per cent; nickel exports 57·7 per cent; and construction contracts awarded, 72·8 per cent. During the past three months, contracts awarded, although still at a comparatively low level, were double the figure for the first quarter of last year. This improvement in the construction industry, which has been unduly depressed and which stimulates so many material manufacturing industries, is of special significance.

Expansion in the scale of operations should bring an enlargement of business profits if industry is operating on a sound basis. While the earnings of most business organizations during the past year were affected adversely

[Mr. Rhodes.]

by the declining trend of the early part of the year, there is convincing confirmation of improvement for the year as a whole in the figures of company profits. A recent compilation of the latest earnings statements of 79 important companies showed that 64 reported net profits aggregating \$61,500,000 after all charges, against \$47,000,000 in the previous year, an increase of over 30 per cent, while the remaining 15 reduced their deficits from \$8,600,000 to \$7,100,000.

Of more importance is the effect of this expansion in private business upon the absorption of unemployment, the most pressing social problem of the depression years. In the twelve-month period ended on March 1, the index of employment rose from 76·9 to 92·7, an increase of 20·5 per cent. At the beginning of March returns from 8,499 leading employers showed 153,688 more employees on payrolls than were reported at the same date a year ago, and of this total, 114,214 represented increases in industries other than highway construction and maintenance, and, presumably therefore, have not been affected by governmental activity in connection with unemployment relief. On the basis of these returns from a limited group of employers it has been estimated that the total increase in employment in Canada during the year was at least 250,000.

There is one other economic factor upon which I wish to comment at this stage, namely, the movement of commodity prices. The world depression cannot be attributed to any single cause but with a very considerable measure of validity it may be interpreted in terms of the drastic fall in the world level of prices with consequent inevitable disparities in different groups of prices. The result was not only substantial inequalities as between various economic groups but a serious disequilibrium between costs and prices which impeded individual enterprise and threw the whole economic mechanism out of gear. Recovery from the depression may be measured by the progress made in reestablishing a reasonable equilibrium between the various parts of the price structure—a working equilibrium between producers' costs and prices, between prices of primary products and those of finished products, between wholesale and retail prices, and between debtors and creditors, whether they be individuals, corporations or countries. Such restoration of equilibrium may be achieved either by a reduction of costs or by a rise in the general level of prices, or by a combination of both tendencies. During any depression a gradual reduction of costs and a considerable amount of liquidation always takes place, and up to a certain point

the working of these normal automatic forces is highly beneficial. But so catastrophic was the fall in prices from 1929 to 1933 and so rigid are certain elements of the price structure (such as interest, taxes, etc.) that reliance solely upon this method of curing our economic ills would have involved such a measure of deflation and liquidation as would possibly have imperilled the stability of our social and economic fabric.

For this reason the government has consistently pursued a policy designed to stimulate a rise in prices by every sound means. As Canada is so heavily interested in export trade it has been recognized that our most important need was to secure a rise in the world level of commodity prices. Consequently, at the Ottawa conference in 1932, at the World Monetary and Economic conference in London last summer and in the negotiations which followed and which led to the issue of a joint statement on monetary and economic policy by the nations of the British commonwealth, we did our utmost to secure the adoption of common policies designed to promote first a rise in, and later a stabilization of, the world level of commodity prices. For reasons which I need not discuss at this time it proved impossible to secure as great a measure of international cooperation and the employment of as aggressive policies as was thought desirable. Nevertheless, as I shall show later, such action as has been taken has not been without a considerable measure of success. But our efforts have not been limited to the international sphere. I shall have occasion later to refer to the steps we have taken and the success achieved in fostering within Canada a lowering of interest rates and ease in the money markets, which constitute essential conditions favourable to a rise in commodity prices. The inadequate machinery of our Finance Act has been administered as far as practicable with this end in view, and, as you are aware, we are proposing to set up a central bank which is designed to give us an effective mechanism for cooperating effectively with other countries in a program to raise and stabilize price levels, so far as may be possible within the scope of monetary action.

In October, 1931, an order in council was passed prohibiting the export of gold from Canada except under licence. That was the final step severing the chain which bound us to the gold standard currencies, then subject to deflationary tendencies. As you are aware, it was followed by a substantial decline in our foreign exchanges which improved the competitive position of, and the prices received by, our export industries, although at

the same time it increased the burden involved in carrying our external obligations. Many have considered it unfortunate that, because of the more rapid depreciation of sterling, our currency, though at a substantial discount in New York, still remained at a premium in London. I had occasion last year to point out that in fluctuating about half-way between the United States dollar and the English pound, our dollar was working out probably the most practicable compromise between those of our national interests which would be benefited by close and stable relations with sterling, and those on the other hand which would be seriously harmed by a heavy and fluctuating discount in terms of New York. Fortunately, the developments during the past year in connection with these two basic currencies both of which affect our interests so materially have been of a nature extremely favourable to Canada. In February, 1933, sterling in Montreal was quoted at an average discount of 15.9 per cent; in February of this year there was an average premium of 4.3 per cent. In February, 1933, New York funds ruled at an average premium of 19.7 per cent, whereas in February this year this average premium had been reduced to  $\frac{7}{10}$  of 1 per cent. During the last few days sterling has been quoted from 5.14 to 5.17 in Montreal and New York funds at a discount of  $\frac{1}{4}$  to  $\frac{1}{2}$  of 1 per cent. These rates of course mean that our exporters obtain a slight advantage in the British market and Canadian debtors are at no disadvantage in meeting their obligations payable in United States funds.

Much misunderstanding, however, seems to persist in connection with these highly technical matters of money and exchange. For instance, it is sometimes claimed that we should devalue our currency on the same basis as the United States have devalued theirs. This criticism appears to reveal a complete lack of appreciation of the fact that our dollar is currently selling on an approximate parity with that of the United States which has been devalued by slightly over 40 per cent. I have much sympathy with the desire for stabilization which may be latent in this argument, but in my view stabilization of our currency must await the establishment of a stabilized ratio, at least on a de facto basis, between the United States dollar and the English pound. So strongly are our interests tied up with both of these currencies that a policy of tying to one and not to the other would represent a poor second-best and not an ideal policy. I would have to qualify this general statement if either of these currencies should exhibit a deflationary tendency; that

would involve a changed situation calling probably for a radically different decision.

In addition to these measures which have been taken to foster a rise in the general price level, I may add that the international wheat agreement which was signed at London is designed to effect by a better adjustment of supply and demand the price of wheat, which is so important a staple in our domestic economy and so important a constituent in the world price level. Our efforts to foster a rise in prices by every sound method will not be relaxed. In particular it is expected that our public works program will contribute to that end by accelerating the progress of business recovery already happily under way.

Granting that a rise in commodity prices is highly to be desired, the record of the past year has been distinctly favourable. From February, 1933, to February of this year the general index of wholesale prices in Canada rose by 13.4 per cent. This rise has been less rapid than that in the United States but more rapid than that of most other countries. The official index of the United States Bureau of Labour statistics is not yet available for the month of February, but the more rapidly fluctuating index compiled by Dun's shows a rise of 23.1 per cent during the period mentioned. In England wholesale prices have risen by 9.2 per cent according to the figures compiled by the Financial Times of London.

As an indication of the extent to which the maladjustments between various price groups have been corrected in Canada, I may add that while the wholesale price index was rising 13.4 per cent, the index for farm prices rose by no less than 34.9 per cent. Furthermore, the prices of raw and partly manufactured articles showed a rise of 23.8 per cent, as compared with one of 11.4 per cent for fully and chiefly manufactured commodities. It should be noted also that the price of Number 1 Northern wheat at Fort William averaged 43.2 per cent higher in February this year than in February, 1933, while the corresponding increase for cattle (steers, good 1,000 to 1,200 lbs.) was 45.7 per cent, and for bacon hogs at Toronto, 153.8 per cent.

I have referred to the steps which have been taken to promote a lowering of interest rates. Interest is one of the rigid factors in our price structure and the burden of fixed charges caused by the extravagant borrowing of the war and post-war years, aggravated enormously as it has been by the fall in prices, and for public bodies also by the necessarily large expenditures for unemployment relief during the depression, has been too frequently discussed in this house to need elaboration here.

[Mr. Rhodes.]

For certain individual debtors the burden has become unbearable and the government proposes to bring down at an early stage legislation designed to provide machinery whereby farmers who find themselves unable to pay the fixed charges on their outstanding debts will be able by an expeditious and inexpensive process to work out compromises with their creditors and to obtain new working capital. The guiding principle of this legislation will be to secure for the farmer a simplified debt structure reduced in size to a point where the carrying charges will be within the capacity of the farm enterprise to pay. This will involve some concessions on the part of creditors but these will be more than outweighed by the advantages which will follow as a result of retaining the farmer on the land as a willing and effective producer. The release of economic energy so produced and the substitution of hope and goodwill for despondency and discontent which are now prevalent in certain areas should result in a very real gain to our whole domestic economy.

The claim has been made that a somewhat similar procedure should be applied to certain classes of public debt in this country. This question was effectively dealt with in the statement made by the Prime Minister in this house a few weeks ago and is too large and complicated a subject to call for more than a passing reference by me at this time. But as I have outlined our proposals for dealing with farm debts, I wish to make clear why in my opinion the same kind of remedy cannot be applied to the problem of public indebtedness.

In the first place is the fact that so large a proportion of the direct and guaranteed debt of the dominion and the provinces is held by foreign investors. Not only that but, as a result of the method of financing in the post-war years a very large proportion of these foreign and of domestic holdings is in the form of bearer bonds payable at the option of the holder in either two or three markets. It is therefore impracticable, if not indeed entirely impossible, to administer a policy that would seek to differentiate between the Canadian and the foreign investor. Whatever argument may be advanced in favour of a comprehensive policy of scaling down all fixed charges due by Canadian debtors to Canadian creditors—and this would involve, what is too frequently overlooked, a reduction in payments to be made by as well as to Canadian creditor institutions such as insurance companies, mortgage companies, trust companies and banks—I doubt whether there are many Canadians who would be willing to contemplate a program which would involve

even a partial repudiation of our external obligations. In addition to our traditional attitude towards the carrying out of our obligations according to the letter of the contract, there is the compelling motive of self-interest. Canada is a young country with a vast store of natural resources that has only begun to be tapped. If we are to convert those potential resources into consumable wealth and thus into a higher standard of living for our people, we will need the fructifying influence of foreign capital for years to come. We have a right to expect that our foreign creditors will not make it difficult or impossible for us to pay our interest and maturing debt obligations but, unless I am seriously mistaken, this country will never take any deliberate action that would cut off or seriously impede the flow of foreign capital for the development of our resources.

The second consideration I wish to place before you is that great as is the burden of our public debt, it is not beyond the capacity of our people to pay. I am sure you will grant that I am in a position to appreciate to the full how serious the burden is, not only to the dominion government but to some of our provincial governments as well, and I wish here to pay a tribute to the splendid spirit of the Canadian people under the strains and sacrifices of the last five years. That spirit as well as the stability and resiliency of our economic system have been beyond all praise. Also worthy of commendation are the earnest efforts which have been made by practically all public bodies to adjust their finances to the new and trying conditions, despite the criticism of the well-meaning arm-chair critics who find it easy to solve the difficulties of public treasuries by neglecting part of the problem. But the point I wish to make is that, oppressive as our burdens have been, they have actually been borne through the worst of the depression and at a level of taxation which is not abnormal when compared with the tax rates which certain other countries have imposed upon themselves. Furthermore, as I have tried to demonstrate, we are returning to more normal business conditions and price levels with a speed which a year ago few of us would have ventured to predict. With a normal volume of business and a reasonable price level I am convinced that we will be able to meet all our obligations without undue strain.

Under such circumstances the sound and practical policy appears to be to do our utmost to expedite the processes of business recovery and to facilitate those economic trends which will make for a lightening of

interest charges. I have already discussed the question of raising the price level which automatically serves to reduce the real burden of debt. A second factor which works both directly and indirectly is the gradual lowering of interest rates. This process we have also been endeavouring to foster by every legitimate means. A year ago I had occasion to refer to the efforts being made to secure a lowering of the interest rate paid on savings deposits by banks, trust companies and other institutions. As you are aware, these efforts led to a one-half per cent reduction in the deposit rate which was followed immediately by a corresponding reduction in the rates charged by banks to public bodies and to agricultural borrowers. It also contributed to strength in our investment markets. Because the savings deposit rate is the basic element in our whole interest structure, it is to be hoped that our financial institutions can see their way clear to make another similar reduction which I am sure would have an important stimulating influence at this time. The London loan which we floated so successfully last August was intended in part to relieve our own investment market and thus make it possible for other public and private borrowers to secure funds at more favourable rates. The continuance of our domestic conversion program to which I shall refer later and the strenuous efforts which we have made and are making to balance our budget and thereby justify a high credit basis, have also contributed to a lowering of interest rates.

The striking success of these concerted efforts are perhaps not fully appreciated by the Canadian public. It seems to me highly significant that the 4 per cent twelve-year bonds which we offered for public subscription last October at 96½ to yield 4.38 per cent are now selling at approximately 101½ or on a yield basis of 3.77 per cent. It is too much to expect that we are within sight of a 3½ per cent basis for the dominion's medium or long term obligations? And if so, will not the attainment of that objective be a convincing demonstration of the wisdom of the policies which we have followed?

I may also refer to the improvement in the short-term money market. In March last we initiated a new development by offering for public tender \$15,000,000 of short term treasury bills. Those bills were sold on a 2.85 per cent basis for the three months' maturity and a 3.12 per cent basis for the eight months' maturity, the lowest rates at which the dominion has ever borrowed in this country. I may add that yesterday, after this statement was prepared, we concluded

acceptances of offerings for treasury bills to the extent of \$15,000,000. Of that amount we borrowed \$1,600,000 of the July 1 maturity at a cost of 2.41 per cent, and \$13,400,000, being the balance, of the October maturity, at the rate of 2.71 per cent. We hope to continue this practice for our short-term requirements and, particularly when the Bank of Canada is established we anticipate marked improvement in the organization and development of our short-term money market and a more efficient utilization of the funds available therein.

The figures I have given refer to rates at which recent borrowing has been effected or at which our outstanding obligations are currently selling. If we take the interest now being paid on all our direct indebtedness at present outstanding, we find that the average is 4.62 per cent. Eliminating the victory bonds which will mature on November 1 this year and will be converted at I believe a substantially reduced rate during the next few months, eliminating also the 5 and 5½ per cent tax-free issues which will not mature until 1937, and assuming that these war-time issues are replaced by 4 per cent securities (a very modest assumption), this average would be reduced to 4.35 per cent. Even this fairly satisfactory rate will I believe be further reduced during the next few years. That appreciable relief is being obtained through refunding operations is illustrated by the fact that in 1931, before the conversion loan was issued, the average interest paid by the dominion on its outstanding funded debt was practically 5 per cent.

The strength of our investment markets is reflected not only in the rise of bond prices, or which is the same thing, the lowering of interest rates, but also in the volume of new securities purchased by the public. During the last calendar year \$345,000,000 of long-term obligations were absorbed by Canadian investors. Of this total \$157,000,000 represented new capital. This compares with a total of new bond issues in the United States of only \$900,000,000 of which \$595,000,000 were for new capital. During the first quarter of this year our investment market has been active and strong. Over \$73,000,000 of new government and municipal issues were offered during this period, or nearly four times the amount for the corresponding quarter of 1933. These healthy market conditions are full of promise for the gradual reduction of the interest burden now pressing upon public bodies, by the normal process of converting high-interest-bearing securities into new issues with a lower coupon.

[Mr. Rhodes.]

The statistical presentation of improved conditions in Canada carries greater reassurance when viewed in the light of world economic conditions. For recovery has not been a development unique with us. It has been world wide and its universal character suggests that it must have a basis more fundamental and probably more permanent than would otherwise be the case. It is now clear that in several countries it began as early as the summer of 1932, in the United Kingdom perhaps even earlier, and that in practically all countries the improvement last year was substantial. Though the rate of progress has varied and in some cases the gains have been more consistently held than in others, the movement is so world-wide and generally so similar as to suggest the automatic working of fundamental economic forces.

Although encouraging progress has been made towards world recovery, it would be a mistake to under-estimate the difficulties that have still to be overcome before a full measure of world prosperity can be restored. Unemployment still persists in all countries in distressingly large proportions. International trade remains at a low level. Little, if any, progress has been made in removing the excessive interferences with trade, the arbitrary quotas, the exchange controls, and the other defensive measures which have been devised to meet the dangers of currency depreciation and unfavourable balances of payments. In recent months there has indeed been increased stability in the foreign exchange markets but the integrity of certain currencies continues to hang upon a slender thread. Another period of currency unsettlement with the threat of competitive depreciation must be recognized as a possibility at least and this suggests the desirability of a renewed consideration of the feasibility of concerted effort for de facto stabilization of currencies by the leading countries. I am aware of the difficulties which surround the problem which the world conference found it impossible to solve last summer. But some of these difficulties have been lessened in the intervening months and the need for early action is emphasized when one realizes that little progress can be made in reducing restrictions on international trade as long as currencies continue to fluctuate and the danger of competitive depreciation persists.

On the debit side of the record for the past year we are also compelled to record certain unfavourable political developments—a serious aggravation of political tensions in Europe and the Far East, an increasingly

unstable social equilibrium in some important countries, a succession of disappointments in the disarmament negotiations, and a threatened breakdown of the collective system which has been painstakingly built up during the post-war years. It is true that the tension is less serious to-day than it was at the beginning of the year but it remains a deterrent to constructive international cooperation.

As long as these adverse influences continue to operate they must be taken into the reckoning. The fact remains, however, that the low point in the long depression has been reached and passed, that considerable progress has already been made in this and other countries in the restoration of normal conditions, and that present economic trends are in the direction of further progress. This should give solid ground for confidence, if not for undue optimism.

#### TRADE OF CANADA

Evidence of improving conditions is also found in the statistics of external trade. The declines that have been a feature of world

trade in recent years have now, for Canada, been changed to increases, substantial for exports and not inconsiderable for imports. In the twelve months' period ended March 31, last, exports of Canadian produce increased by \$105,500,000, or 22 per cent over the same period in the previous year. Imports, advancing less rapidly at first but showing greater gains in recent months, increased by \$27,300,000, or 7 per cent. The improvement in aggregate trade was \$132,300,000 over the same period last year, or 15 per cent, the total exceeding one billion dollars. The improvement has been on an ascending scale since July and in the last three months imports have increased by 40 per cent and exports by 50 per cent over the same period last year. The preliminary figures for the month of March, which will be released in the course of a few days, show total imports of \$47,500,000, an increase of 45 per cent over March of last year. Exports are shown at \$58,300,000, which is a gain of 56 per cent.

A statement of the total trade for the fiscal year ended March 31, with comparative figures, follows:

#### Trade of Canada (excluding gold coin and bullion) (000 omitted)

	Fiscal year ended March 31, 1933	Fiscal year ended March 31, 1934 (preliminary)	Increase
Imports.. . . . .	\$ 406,384	\$ 433,779	\$ 27,395
Exports—			
Canadian produce.. . . . .	473,800	579,368	105,568
Foreign produce.. . . . .	6,914	6,312	602*
Total.. . . . .	\$ 887,098	\$1,019,459	\$ 132,361

\* Decrease.

As exports have advanced, taking the period as a whole, more rapidly than imports, the result is that in the fiscal year ended March 31, the excess of exports over imports amounted to nearly \$152,000,000. In other words, Canada has derived from the exchange of commodities with the world at large, a credit balance of \$152,000,000, available in the settlement of international balances for such debit items as interest on indebtedness owing abroad and instalments of principal. The favourable balance derived from trade in commodities was double the amount in the previous period.

It should be borne in mind that trade figures are for merchandise only and do not include gold. The exports of non-monetary gold, chiefly the current production of Canadian gold mines, amounted approximately to \$90,000,000, based upon the average price obtained upon sale in world markets. This sum is an additional credit in the settlement of international payments.

The following statement shows the balance of trade in merchandise for the past five fiscal years:

#### Trade of Canada (excluding gold coin and bullion) (000 omitted)

Fiscal year ended March 31st	Imports	Exports	Balance
1930.. . . . .	\$1,248,274	\$1,144,938	(-) \$103,336
1931.. . . . .	906,613	817,028	(-) 89,585
1932.. . . . .	578,504	587,566	(+) 9,062
1933.. . . . .	406,384	480,714	(+) 74,330
1934*.. . . . .	433,779	585,680	(+) 151,901

\* Preliminary.

The beneficial effects of the empire trade agreements are shown in the expansion of intra-empire trade. In the eleven months' period ended February 28th, the latest date for which figures by countries are available, exports from Canada to the United Kingdom, our largest market, increased by 20 per cent, accounting for more than half of the increased sales abroad. Exports to Australia increased by 54 per cent; to British India by 45 per cent; to British South Africa by 72 per cent and to New Zealand by six per cent. Statistics of the United Kingdom show that whereas in 1931 imports from Canada represented 3·8 per cent of their total purchases from abroad, in 1933 Canadian products represented 6·9 per cent of the total. Prominent among the commodities showing increased exports to the United Kingdom, were planks

and boards, apples, meats, copper and other metals, and cattle.

Imports from the United Kingdom have shown an expansion in the eleven months' period of approximately \$16,000,000, or 20 per cent. The chief increases were in fibres, textiles and textile products, in iron and its products and coal.

The stimulus which the expansion of trade has brought to Canadian business is illustrated in the renewed activity reported in recent months at our maritime ports. Both freight received from and delivered to connections abroad have shown increases which are very marked and which, in turn, have produced substantial employment at the ports, as well as increased freight for the railways.

Figures showing the expansion of trade within the empire are as follows:

Intra-Empire Trade of Canada  
(Excluding gold coin and bullion)

	Eleven months ended February 28, 1933	Eleven months ended February 28, 1934
Imports from United Kingdom.. . . . .	\$ 79,356,647	\$ 95,277,635
Exports to United Kingdom.. . . . .	170,195,271	204,747,312
Imports from British Empire.. . . . .	109,229,815	127,293,776
Exports to British Empire.. . . . .	204,773,851	248,667,773

About one-third of our purchases abroad has been from empire countries. The proportion in 1929 was about one-fifth. The percentage of exports to empire countries showed a further gain, while the proportion taken by non-empire countries declined moderately. It

is noteworthy that a somewhat larger proportion of exports was taken by the United States.

A statement showing the distribution of import and export trade, excluding gold coin and bullion, by percentages, follows:

	Imports		Exports	
	Eleven months ended February 28		Eleven months ended February 28	
	1933	1934	1933	1934
	Per cent		Per cent	
United Kingdom.. . . . .	21.25	24.67	38.93	39.25
British Empire.. . . . .	29.25	32.95	46.83	47.66
United States.. . . . .	57.32	54.14	30.37	33.40
Other countries.. . . . .	13.43	12.91	22.80	18.94

These developments in our external trade have been distinctly favourable, reflecting the soundness of the policies which have been pursued in connection with the trade agreements, and testifying to the stability and efficiency of Canadian industry.

#### Revenues 1933-34

The recovery of business in Canada which I have described was reflected in expanding revenues. Unfortunately, however, this expansion did not begin until the second quarter of the fiscal year. While the extreme low point in business activity was reached in February, business continued without noticeable improvement until May. It was not,

indeed, until June that the index of physical production in Canada exceeded the figure for the corresponding month of the previous year. There is also always a lag of one or two months between business improvement and the increase in government revenues. In the case of the sales tax, for instance, the taxes applicable to any given month are not received by the Department of Finance until the first few days of the second following month. As a result, the first quarter of the fiscal year showed a substantial loss as compared with the corresponding period of the previous year. By July 8th our collections were down by \$16,600,000, despite the additional measures of taxation which were introduced in the last

budget. The acceleration of business and the upward movement of prices in the latter part of the year reversed this downward trend. By the end of December the lost ground had been fully recovered and the final accounts will show a total revenue from taxation of some \$17,500,000 in excess of the previous year.

The total receipts from taxation were \$271,800,000 as compared with \$254,300,000 in 1932-33. The budget estimates, after giving effect to the new taxation, anticipated a total tax yield of \$305,000,000. The failure to reach the estimated revenue by some \$33,000,000 has naturally been disappointing, although we can derive encouragement from the fact that there has been a sustained and gradually increasing improvement in recent months. Had it not been for the low level of business in the first quarter and the lag in revenues—in other words, had we had for a full twelve months' period the revenue volume of the latter part of the year—our expectations would have been fully realized.

#### Customs

Customs import duties yielded \$65,900,000 and remains the largest single source of revenue,

although showing a decline from the previous year. Excise duties, levied mainly on liquors and tobaccos, amounted to \$35,800,000. The revenue from income tax was \$61,400,000, only slightly less than in the preceding year and about the same amount collected in 1931-32. Although based upon lower incomes and profits, the yield from this source has been maintained by reason of the changes in exemptions and rates of taxation, and also as a result of the special tax of 5 per cent on interest and dividends imposed last session. The collections from the latter tax amounted to \$4,800,000 in the fiscal year. Here again the receipts did not reach the estimate, due to the elimination of the premium on United States currency.

The sales tax produced \$63,000,000 and the other special excise taxes, \$43,500,000, these sources combined bringing in \$24,300,000 more than in the previous year.

The following table gives a comparative statement of the revenues from taxation in the past five years:

Taxation Revenues  
(000 omitted)

	1929-30	1930-31	1931-32	1932-33	Estimated 1933-34
	\$	\$	\$	\$	\$
Customs Import Duties.....	179,430	131,209	104,133	70,073	65,926
Excise Duties.....	65,036	57,747	48,655	37,834	35,871
War Tax Revenues:					
Banks.....	1,408	1,429	1,390	1,328	1,345
Insurance companies.....	74	74	12	826	742
Delayed business profits.....	173	34	3	-	-
Income Tax.....	69,021	71,048	61,255	62,067	61,399
Sales Tax.....	44,859	20,784	41,734	56,814	63,000
Manufacturers', importation, stamp, transportation taxes, etc.....	18,550	13,951	17,872	25,377	43,574
Total receipts from Taxation.....	378,551	296,276	275,054	254,319	271,857

#### Non-Tax Revenues

Revenues derived from the services of the various departments of government, including Post Office, amounted to \$51,700,000, showing a decrease from the previous year of about \$550,000. Post Office revenues amounting to \$30,500,000 and interest on investments of over \$11,000,000, are the important items under this head. On reference to the expendi-

ture statement, it will be found that the operation of the Post Office Department cost \$30,800,000, being \$300,000 in excess of revenues. As the deficiency in the previous year was \$700,000, there was a net betterment in the year of about \$400,000. Interest on investments was slightly less than in 1932-33.

A statement of the non-tax revenues, with comparisons for the previous four years, follows:

## Non-tax Revenues

	1929-30	1930-31	1931-32	1932-33	Estimated 1933-34
	\$	\$	\$	\$	\$
Canada Grain Act.....	2,047,207	2,179,047	1,484,826	1,444,840	1,260,000
Canada Gazette.....	93,890	71,197	73,590	73,836	56,000
Canals.....	1,043,647	1,026,671	976,845	831,020	850,000
Casual.....	3,892,948	3,210,394	3,757,821	3,192,144	3,550,000
Chinese Revenue.....	14,345	21,996	10,059	8,652	7,000
Dominion Lands.....	4,139,104	1,655,401	485,364	458,934	408,000
Electricity.....	546,957	632,151	402,189	298,352	422,000
Fines and Forfeitures.....	748,343	433,716	233,512	212,075	180,000
Fisheries.....	110,724	73,937	40,519	4,429	40,000
Gas Inspection.....	100,763	94,255	81,359	84,078	74,000
Insurance Inspection.....	138,780	148,942	149,902	160,298	149,000
Interest on Investments.....	13,518,205	10,421,224	9,330,125	11,220,989	11,205,000
Marine.....	184,637	199,000	191,905	178,118	195,000
Mariners' Fund.....	209,322	201,768	184,485	179,461	182,000
Military College.....	19,820	19,882	20,045	20,116	20,000
Military Pension Revenue.....	158,881	159,000	163,229	166,414	164,000
Ordnance Lands.....	30,277	29,384	14,250	16,677	17,000
Patent and Copyright Fees.....	574,918	559,646	525,248	539,341	409,000
Penitentiaries.....	181,024	183,288	166,111	121,426	84,000
Post Office.....	33,345,385	30,212,326	32,234,946	30,928,317	30,553,000
Premium, Discount and Exchange.....	458,390	501,610	.....	145,938	.....
Public Works.....	408,151	362,391	280,591	212,829	237,000
Radio Licences.....	407,762	468,093	528,924	1,414,132	1,200,000
R.C.M.P. Officers' Pensions.....	6,471	6,357	14,787	12,050	12,000
Superannuation Fund.....	5	.....	.....	.....	.....
Weights and Measures.....	407,248	419,750	406,529	394,222	400,000
<b>Total Non-Tax Revenues....</b>	<b>62,787,204</b>	<b>53,291,426</b>	<b>51,757,161</b>	<b>52,318,688</b>	<b>51,764,000</b>

After taking into consideration \$392,000 of special receipts, the total revenues for the year amounted to \$324,000,000, as compared with

\$311,000,000 in 1932-33, as shown in the following summary statement, which also gives comparisons for each year since 1929-30:

Summary of all Revenues  
(000 omitted)

	1929-30	1930-31	1931-32	1932-33	Esti- mated 1933-34
	\$	\$	\$	\$	\$
Receipts from Taxation.....	378,551	296,276	275,054	254,319	271,857
Non-Tax Revenues.....	62,787	53,291	51,757	52,318	51,764
Consolidated Fund Receipts.....	441,338	349,567	326,811	306,637	323,621
Special Receipts.....	4,771	6,622	7,028	4,493	392
<b>Grand Total.....</b>	<b>446,109</b>	<b>356,189</b>	<b>333,839</b>	<b>311,130</b>	<b>324,013</b>

## EXPENDITURES, 1933-34

## Ordinary Expenditures

The ordinary expenditures for the year amounted to \$347,700,000. It will be understood that as the accounts will not be finally closed until the end of April, the figures of expenditures are preliminary and may vary somewhat from the final amounts. The estimates for 1933-34, including supplementaries and statutory items not printed in the esti-

[Mr. Rhodes.]

mates, provided for a total expenditure on ordinary account of \$363,700,000. The actual expenditures, therefore, are \$16,000,000 less than the amount estimated.

In comparison with the previous year, ordinary expenditures show a reduction of \$2,100,000. This result must be considered, however, in the light of the fact that increased expenditures were necessary on certain fixed and uncontrollable obligations. Interest on public debt increased by \$4,700,000 and

the requirement for Old Age Pensions increased by \$1,000,000. Other large expenditures, over and above those of the previous year, included \$1,000,000 for the Radio Commission and an increase of \$1,500,000 in the

amount of the subventions paid on movements of Canadian coal from the mines to centres of consumption.

A statement of ordinary expenditures for the last five fiscal years, follows:

Statement by Departments of Expenditure for the Last Five Fiscal Years  
(000 omitted)

Ordinary Account	1929-30	1930-31	1931-32	1932-33	Estimated 1933-34
	\$	\$	\$	\$	\$
Agriculture.....	10,245	10,119	10,212	8,066	7,025
Auditor General's Office.....	402	416	436	380	376
Civil Service Commission.....	308	343	306	244	221
External Affairs, including Office of the Prime Minister.....	897	928	994	863	977
Finance—					
Interest on Public Debt.....	121,566	121,290	121,151	134,999	139,730
Premium Discount and Exchange (Net).....			728		75
Subsidies to Provinces.....	12,497	17,436	13,695	13,677	13,727
Special Grants to Maritime Provinces.....	1,600	1,600	1,600	1,600	1,600
Other Grants and Contributions.....	837	778	536	499	398
Imperial Economic Conference.....					252
Civil Pensions and Superannuations.....	1,545	1,476	1,405	1,075	1,302
General Expenditure.....	2,006	1,794	1,845	1,794	3,159
Fisheries.....	2,426	2,435	2,046	1,787	1,593
Governor General's Secretary's Office.....	170	142	148	136	137
Immigration and Colonization.....	3,094	2,588	2,200	1,689	1,393
Indian Affairs.....	5,333	6,069	5,081	4,499	4,372
Insurance.....	159	178	180	161	152
Interior.....	8,490	8,104	4,647	3,454	2,874
Justice.....	2,591	2,538	2,560	2,458	2,452
Penitentiaries.....	2,561	3,237	2,737	2,870	2,748
Labour.....	697	797	633	605	558
Technical Education.....	413	391	283	202	150
Old Age Pensions.....	1,537	5,658	10,032	11,513	12,500
Legislation—					
House of Commons.....	1,610	1,721	1,982	2,210	1,007
Library of Parliament.....	74	76	81	65	69
Senate.....	529	568	650	747	286
General.....	80	65	79	81	44
Chief Electoral Officer, including Elections.....	46	2,256	145	56	31
Marine.....	8,944	8,030	7,262	5,801	5,535
Canadian Radio Broadcasting Commission.....				140	1,025
Mines and Geological Survey.....	1,358	1,420	1,264	1,048	940
Movements of coal and Dominion Fuel Act.....	56	514	721	1,220	2,750
National Defence—					
Militia service.....	11,033	10,953	9,700	8,719	8,843
Naval service.....	3,013	3,598	3,043	2,167	2,222
Air service.....	5,921	7,147	4,040	1,731	1,689
Sundry services.....	1,925	1,928	1,347	1,078	798
National Revenue (including Income Tax).....	13,844	13,972	13,920	10,846	10,336
Pensions and National Health—					
Treatment and after-care of returned soldiers.....	8,494	9,774	11,154	10,066	9,517
Pension, war and military.....	40,032	45,541	48,249	45,079	42,867
Health Division.....	1,390	1,342	1,246	924	783
Post Office.....	36,557	37,892	36,052	31,607	30,801
Privy Council.....	58	54	53	47	49
Public Archives.....	203	212	212	174	158
Public Printing and Stationery.....	302	295	289	231	174
Public Works.....	19,819	25,453	17,648	13,108	11,141
Railways and Canals.....	4,122	4,479	3,997	3,667	3,376
Maritime Freight Rates Act.....	3,093	3,615	2,555	1,921	1,989
Royal Canadian Mounted Police.....	3,100	3,192	3,488	5,626	5,550
Secretary of State.....	454	479	483	418	378
Soldier Settlement Board.....	1,362	1,300	1,036	818	741
Trade and Commerce—					
Department.....	3,252	4,955	6,417	3,277	3,083
Mail subsidies and steamship subventions.....	1,083	1,323	2,999	2,081	2,235
Canada Grain Act.....	2,271	2,356	2,306	2,026	1,766
Total ordinary expenditure.....	353,399	382,827	365,873	349,811	347,702

*The Budget—Mr. Rhodes*

## Capital Expenditures

Capital expenditures, including Hudson Bay railway and terminals, Welland ship canal, St. Lawrence ship channel, and other public works, amounted to \$6,500,000, being a

decrease of \$2,000,000. The estimates provided for an expenditure of \$7,100,000 on capital account. The saving, therefore, was \$600,000.

A comparative statement of capital expenditures for the five-year period, follows:

Capital Expenditures  
(000 omitted)

	1929-30	1930-31	1931-32	1932-33	Estimated 1933-34
	\$	\$	\$	\$	\$
Canals.....	9,324	9,842	3,299	3,077	1,987
Railways.....	6,663	6,371	6,242	1,503	767
Public Works.....	6,574	12,009	7,439	4,018	3,816
Total Capital Expenditure.....	22,561	28,222	16,980	8,548	6,570

## Special Expenditures

Special expenditures amounted to \$42,900,000, slightly under the figure of a year ago. Included in this amount is \$36,000,000 for relief measures. Of this sum \$28,500,000 was

paid under the Relief Act, 1933, and the balance of \$7,500,000 represented commitments carried over from the relief acts of previous years. The expenditure for 1933-34 may be summarized as follows:

Direct relief.....	\$ 25,870,000
Provincial and municipal works and undertakings.....	2,780,000
Other expenditures, including Dominion projects.....	7,350,000
	<b>\$ 36,000,000</b>

The expenditures made by the dominion on unemployment relief since 1930, have now reached \$115,500,000, to which may be added the cost of the wheat bonus in 1931, amounting to \$12,700,000 and \$2,400,000 advanced for

employment in railway shops, a total of \$130,600,000.

A comparative statement showing special expenditures under the different heads during the past five years, follows:

Special Expenditures  
(000 omitted)

	1929-30	1930-31	1931-32	1932-33	Estimated 1933-34
	\$	\$	\$	\$	\$
Adjustment of War Claims.....	95	110	91	55	56
Cost of Loan Flotations.....	17	193	1,350	1,639	2,545
Miscellaneous Charges.....	3,027	2,955	3,500	2,951	2,503
Reparations—					
Claims for Compensation.....	6,700	500	1,331	188	.....
Unemployment Relief, 1930.....		4,432	13,190	548	5
Unemployment Relief, 1931.....			25,106	17,048	564
Unemployment Relief, 1932.....				19,125	6,875
Unemployment Relief, 1933.....					28,556
Wheat Bonus.....			10,908	1,811	.....
Reduction of Loans to Soldier Settlers.....		8,599			1,800
Total Special Expenditures.....	9,839	16,789	55,476	43,365	42,904

## Loans to Provinces

Loans were made to the provincial governments under the Relief Act, to a net amount of \$12,540,000 after crediting certain repayments. This addition to the loans of \$33,200,000 outstanding at the close of the previous fiscal year, brings the total assistance of this nature to the provincial governments, to \$50,700,000.

Three provinces, Alberta, Manitoba and British Columbia, received loans in connection with the payment of debt obligations to the public. Alberta borrowed \$1,968,000 to meet a debenture maturity of the 1st April, 1934, payable in Canada or New York. Manitoba secured \$1,470,000 to meet an obligation due the same date, also payable in Canada or New York. British Columbia received loans of \$1,435,000 to meet interest obligations. The other loans related to the financing of the provincial share of relief expenditures or were for the purpose of placing the provinces in funds to assist municipalities to finance their share.

The provinces have paid interest on the loans as payments became due, with the exception of certain loans made to the province of Saskatchewan for relief purposes.

This province has not been able to meet the interest from its own resources and has tendered treasury bills in payment.

At the Dominion-Provincial conference held in January last, which was attended by representatives of all the provinces, it was unanimously agreed that the dominion government should give special financial assistance to provinces where conditions warrant.

In granting these loans, our policy has been, as in the two previous years, to limit this form of assistance to the minimum. Each application has been considered having regard to the special situation prevailing, the particular purpose of the loan and the general budgetary position of the borrower on the ordinary services of government. It is submitted that the policy which has been pursued in this respect has been to the general advantage of Canada, considered in the light of the unusual conditions prevailing and as a temporary measure until more normal conditions prevail.

A summary statement showing the loans to the several provinces outstanding at March 31, 1934, and the purposes for which they were granted, follows:

## Loans to Provinces under Relief Acts

Net Outstanding March 31, 1934

(000 omitted)

	Loans covering obligations maturing in New York	Loans for assistance to farmers, including purchase of seed grain	Loans for provincial purposes including public works and direct relief	Total
	\$	\$	\$	\$
Manitoba.....	4,603	304	5,179	10,086
Saskatchewan.....	3,934	4,893	14,728	23,555
Alberta.....	5,111	140	4,800	10,051
British Columbia.....	1,372		5,676	7,048
	15,020	5,337	30,383	50,740

## Loans and Advances, Non-Active

Under this head are included amounts paid by way of loan which are treated as non-active and which, being non-interest producing, are considered in the accounts as additions to the net debt. They include the amounts paid in connection with the operation of the Canadian National Steamships, the deficit of the Montreal harbour bridge, and loans to a number of the harbour commissions. The net amount of such loans in the past year was slightly over three million dollars.

For the operation of the Canadian National Steamships, we paid \$986,000, made up of \$968,000 being the cash deficit on the West Indies Services, and \$18,000 being the cash deficit on the operation of the ships remaining in the Merchant Marine fleet. Owing to further reductions in the number of ships operated, the Canadian Government Merchant Marine has found it possible to return to the government an additional one million dollars from the insurance fund which has been accumulated during the operations of the company

since 1919. After receiving this amount, the result is a credit of \$14,000 for the year on account of Canadian National Steamships.

The amount paid by the dominion government for the operation of the Montreal harbour bridge was \$489,000. This represents the loss incurred by the bridge, not including depreciation and after crediting the annual contribution of \$150,000 each from the province of Quebec and city of Montreal.

The non-active loans to the harbour commissions at Chicoutimi, Halifax, Quebec, Saint

John and Three Rivers for expenditures on capital account, amounted to \$1,600,000. Other capital expenditures were incurred by several of the Commissions during the year, special arrangements for financing having been made between the commissions concerned and the contractors, with the approval of the governor in council.

The following statement gives the record of non-active loans and advances for the past five fiscal years:

#### Loans and Advances, Non-active

(000 omitted)

	1929-30	1930-31	1931-32	1932-33	Estimated 1933-34
	\$	\$	\$	\$	\$
Loans to Can. National Railways.....	2,933				
Loans to Can. National Steamships.....	2,491	1,827	1,199	(cr.) 1,383	(cr.) 14
Loans to Harbour Commissioners.....	2,821	3,661	1,913	4,898	2,110
Miscellaneous Non-Active Accounts.....	17				
Can. Pacific Railway (Relief Acts).....				1,447	1,000
Accounts carried as Active Assets transferred to Non-Active.....				*62,938	
	8,262	5,488	3,112	67,900	3,096

\*Canadian National Railways—Loans of 1931-32.....\$ 41,121  
Sundry Harbour Commissions—Advances prior to 1932-33..... 21,817

In addition to the non-active loans to harbour commissions, there were loans of \$449,000 to the Montreal commission and \$1,208,000 to the Vancouver commission for port developments, and the amount of \$19,000 to New Westminster. As interest is received on these

loans, they are treated as active assets and are not part of the net debt.

For purposes of record, I include a statement of the advances to harbour commissions in the past five years and of the amounts outstanding at the close of the fiscal year.

#### Advances to Harbour Commissions

(000 omitted)

	1929-30	1930-31	1931-32	1932-33	Estimated 1933-34
	\$	\$	\$	\$	\$
Chicoutimi.....	815	846	465	324	332
Halifax.....	1,272	3,539	2,752	1,023	151
Montreal.....	4,336	2,291	1,412	584	449
Montreal—Bridge deficit.....		170	534	395	489
New Westminster.....			189	66	19
Quebec.....	2,821	3,491	1,379	341	107
Saint John.....	1,711	1,094	5,764	2,654	924
Three Rivers.....	136	1,544	747	160	107
Vancouver.....	345	2,802	809		1,208
	11,436	15,777	14,051	5,547	3,786

## Advances to Date

Chicoutimi.....	\$	3,282
Halifax.....		8,768
Montreal.....		58,422
Montreal—Bridge Deficit.....		1,588
New Westminster.....		275
Quebec.....		26,257
Saint John.....		12,748
Three Rivers.....		2,694
Vancouver.....		22,625
	\$	<u>136,659</u>

## Canadian Farm Loan Board

The dominion continued to purchase at par the board's five per cent bonds to the extent that loaning operations required. Bonds purchased amounted to \$400,000 and a subscription of \$16,243 was made to capital stock. The capital furnished to date from the dominion treasury for the operations of the board aggregates \$8,503,358, divided as follows:

Initial capital.. . . . .	\$5,050,000
Purchase of bonds.. . . . .	3,000,000
Purchase of capital stock.. . . . .	453,358
	<u>\$8,503,358</u>

The board has paid all interest due the government as it accrued.

## Canadian National Railways

As the annual report of the trustees of the Canadian National Railway system has shown, railway operating revenues suffered a further decline of \$12,500,000, or nearly 8 per cent, in the calendar year 1933. The loss in revenues was almost entirely covered by a saving in operating expenses. However, as the management had made its budget for the year on the basis of the gross earnings of the previous year being substantially maintained, the amount required from the dominion government for the payment of deficits exceeded the estimated figure by \$4,300,000. The amount provided by the government and taken into the public accounts as an expenditure in respect of the deficit on the Canadian National Railway system, after payment of interest on obligations in the hands of the public was \$58,950,000, a decrease of \$1,100,000 from the previous year. The net loss of the system as shown by their accounts, amounted to \$97,650,000. The difference between this sum and the contribution of the government above referred to, is made up of \$36,000,000 for interest on loans from the

government—such interest being accrued in the railway accounts but not actually paid—and \$2,600,000 for certain other non-cash items.

The amount paid for deficits is made up of two parts: that for the system, excluding eastern lines, \$52,200,000, and that for the eastern lines, \$6,600,000. In the dominion accounts of previous years and in the budget statements, it has been the practice to include the loss on the eastern lines under ordinary expenditures. That practice has followed naturally from the days when the government's interest in railway operation was limited to the Intercolonial and other lines known as the Canadian government railways. Last year for the first time, following the recommendation of the Royal Commission on Railways and Transportation, the whole railway deficit was taken into the accounts of the dominion as an expenditure, but the portion for the eastern lines was shown under ordinary expenditures and the portion for the rest of the system was shown as a special charge to consolidated fund. For the purpose of clarity in the presentation of the figures, the amount for eastern lines deficit has been excluded this year from ordinary expenditures, and the necessary adjustments have been made in the figures for the previous years in order that the comparisons may not be disturbed. The amount required for railway deficit, including eastern lines, will be found in the summary statement of expenditures under the special category of railway deficits.

There has, of course, been retained under ordinary expenditures the amount involved in the 20 per cent freight rate subsidy authorized by the Maritime Freight Rates Act.

In addition to the provision for deficits, the railway company required \$1,900,000 for capital expenditures and \$11,300,000 for retirement of debt, these items totalling \$13,200,000. Against this sum, the company had \$5,000,000

of working capital available, leaving \$8,200,000 to be supplied by the government by way of loan. Notwithstanding that the operating results were less favourable than anticipated at the commencement of the year, the company kept within its budget, the additional amount required for deficits having been made up by a saving in capital expenditures.

As at the end of March, 1934, the debt of the Canadian National Railway system outstanding in the hands of the public amounted to \$1,253,000,000, having been reduced by \$10,000,000 in the past year. Of the amount outstanding, \$962,000,000 are obligations guaranteed by the dominion.

During the first three months of the present calendar year, there has been a decided improvement in railway earnings and the net revenues from operations are some \$4,000,000 in excess of those of the corresponding period

in 1933. The railway budget for 1934 will total \$85,800,000. Of this amount, \$48,800,000 is the estimated requirement for deficits, and if this result is attained it will mean a lessening of the burden on the dominion treasury as compared with last year, of over \$10,000,000. The company will require \$4,200,000 for capital expenditures and \$32,800,000 for retirement of capital obligations, including sinking fund and equipment principal payments. On September 1, \$17,000,000 of Canadian Northern dominion guaranteed 4 per cent debenture stock will fall due.

The following statement summarizes the financial requirements of the Canadian National Railway system in respect of the calendar year 1933, as compared with their budget figures and with the actual requirements in 1932:

**Canadian National Railways**  
**FINANCIAL REQUIREMENTS**

	Actual 1933	Budget 1933	Actual 1932
Deficit:—	\$	\$	\$
System (ex eastern lines).....	52,263,819	47,941,395	53,422,661
Eastern lines.....	6,691,569	6,611,000	6,635,845
Capital expenditures.....	58,955,388	54,552,395	60,058,506
Debt retirement.....	1,958,116	5,993,121	799,153
	11,269,985	12,265,584	11,510,178
Less working capital available.....	72,183,489	72,811,100	72,367,842
	5,000,000	5,200,100	4,231,997
Amount required.....	67,183,489	67,611,000	68,135,845

**Summary of Expenditures**

Having dealt with the expenditures for the year under the appropriate headings, it is now possible to present a summary statement of all expenditures for the year, including railway deficits. The total amount is \$459,200,000 as compared with \$468,726,000 in the previous year, a net reduction of \$9,500,000. Actually the statement shows a total expenditure last

year of \$531,700,000, but it will be remembered that \$62,938,000 of this amount represented loans made in previous years to harbour commissions and the Canadian National Railways which were written down from active to non-active assets, and strictly are not assessable against last year's business.

The summary of expenditures for the past five years followed:

## Summary of Expenditures

(000 omitted)

	1929-30	1930-31	1931-32	1932-33	Estimated 1933-34
	\$	\$	\$	\$	\$
Ordinary expenditures.....	353,399	382,827	365,873	349,811	347,702
Capital expenditures..	22,561	28,222	16,980	8,548	6,570
Special expenditures.....	9,839	16,789	55,476	43,365	42,904
Loans and advances—non-active.....	8,262	5,488	3,112	67,900	3,096
Can. Nat. Railway deficit:—					
System ex. eastern lines*.....				53,423	52,264
Eastern lines.....	4,308	6,712	6,632	8,717	6,692
	398,369	440,038	448,073	531,764	459,228

\*Corresponding figures for operations in the years 1929, 1930 and 1931 were \$9,978,000, \$28,425,000 and \$52,256,000 respectively. In respect of these losses, \$2,932,000 was taken into the government accounts as non-active loans in 1929-30, representing the 1929 loss after crediting certain surpluses in previous years. The losses in 1930 and 1931 were financed by loans and/or guarantee of securities. Government loans of \$41,121,000 in respect of 1931 operations appear in the above statement under Loans and Advances, Non-Active, for the year 1932-33.

## Deficit for Year

With ordinary expenditures of \$347,700,000 and ordinary revenues amounting to \$323,600,000, it will be seen that the deficiency on ordinary account was \$24,100,000. The comparative figure for the previous fiscal year was \$43,200,000. Notwithstanding the failure of the revenues to reach the anticipated figure, it will be observed that on ordinary account a net improvement of \$19,100,000 took place.

After taking into consideration capital expenditures and special expenditures, including unemployment relief, less special receipts, it will be found that the deficit for the year on government operations, amounted to \$76,300,000. This figure is further enlarged when there are taken into the government accounts the losses on operation of the Canadian National Railway system amounting to \$58,900,000. The resulting increase in net debt during the year on all accounts is \$135,200,000. The corresponding figure for the previous year was \$157,700,000, indicating a betterment of \$22,500,000.

## Reductions in Expenditures

In view of the interest in the question of the cost of government generally in Canada, it may be appropriate to present some figures briefly analyzing the purposes to which the outlay of the dominion government is applied, and indicating the extent to which, by the various measures of economy which have been adopted, controllable expenditures have been reduced since 1930-31. For the purpose of these comparisons, the extraordinary and fluctuating amounts required for railway deficits and unemployment relief, are ex-

cluded from the figures, but all other expenditures of the government are included.

In the year which has just closed, such expenditures totalled \$364,000,000. Of this amount, \$230,000,000 was required for purposes classed as uncontrollable and \$134,000,000 for controllable. In other words, out of every \$100 expended \$63 went for expenses designated as uncontrollable and \$37 for services that are ordinarily regarded as controllable. The main services under uncontrollable are interest on public debt amounting to \$139,700,000; war pensions, \$41,700,000 and treatment and after-care of returned soldiers, \$9,500,000. These three items alone account for 83 per cent of the expenditure included under the category of uncontrollable. There are, in addition provincial subsidies, \$15,300,000; old age pensions, \$12,500,000, and some minor items which do not add greatly to the total. All other expenditures whether on ordinary or special account, or capital or non-active loans and advances, are included for the purpose of these computations under the heading of controllable.

I should point out that there are included in the latter classification many items of a statutory nature which are not controllable, in the sense of being subject to reduction at the will of the government but they are included in that category because they pertain to the ordinary services of government. I might cite, for example, dry dock subsidies and the similar payments made in connection with the establishment of cold storage warehouses.

As compared with the year 1930-31, the uncontrollable expenditures for 1933-34 were

greater by \$19,000,000 due mainly to increased charges for interest on public debt and old age pensions.

The controllable expenditures, however, have declined from \$217,000,000 to \$134,000,000, a reduction of \$83,000,000, or over 38 per cent. After allowing for the election expenses of two million dollars in 1930, for which there was no corresponding charge last year, the improvement stands at \$81,000,000. This decrease has been brought about by a curtailment of \$50,000,000 in ordinary expenditures and a reduction in capital and other expenditures of \$31,000,000. To achieve this result, there has necessarily been a rigid scrutiny and control of departmental activities and personnel. From 1930 to 1933, government employees, including fluctuating as well as permanent staffs, were reduced by over 12,000 in number. The saving in salaries and wages exceeds \$10,000,000 a year, not including the saving of some \$7,800,000 arising out of the 10 per cent salary deduction.

There is further comparison which may be illuminating. In the fiscal year 1913-14, the ordinary controllable expenses of government amounted to \$87,000,000, as compared with \$123,000,000 last year. While these figures indicate an increase of \$36,000,000, in a period of twenty years' growth and development of the country, there are important adjustments to be made to bring them to a comparable basis.

Of the increase of \$36,000,000, over \$17,000,000 is applicable to the Post Office department, the services of which have necessarily expanded in twenty years. The increased expenditure has been compensated for by a corresponding addition to the revenues and is not a contributing factor to the deficit of the government. Eliminating post office expenditures, the comparable figures become \$73,000,000 for 1913-14, as compared with \$93,000,000 in 1933-34, an increase of \$20,000,000. In the interval, the population of Canada has increased from 7,600,000 to 10,300,000. The cost of maintaining public services has necessarily been influenced by the growth in population, as well as the addition of new services. Yet the actual expenditures

to-day on the ordinary controllable services of government are less than they were in 1913-14 considered on a per capita basis. The figures are at \$9.60 a head in 1913-14, as compared with \$9.03 last year.

In appraising this result, note should be taken of the cost of new services added in the interval. It now costs \$5,000,000 more annually to collect the public revenues than in 1913-14, due to the amplification of the taxation system. While the percentage cost of collection is lower, the actual expenditure has naturally been increased. The cost of administering the public debt is included under controllable expenditures and requires about \$500,000 more than in 1913-14. Other new items are \$1,000,000 for the Radio Commission, \$320,000 for radio services, \$1,600,000 for the Aviation Branch of the Department of National Defence, \$380,000 for National Research Council and \$2,750,000 for the movement of Canadian-mined coal. These items alone total \$11,000,000. There are other items, such as the cost of operation of the new Welland ship canal, increased expenditures in connection with the grain act, amounting to some \$1,300,000, and other expenses such as those arising from improvements in the status of labour, workmen's compensation and the eight-hour day, which have added, and quite properly so, to the cost of certain services.

Viewed in the light of these comparisons with the expenditures of 1913-14, and not desiring to minimize the necessity for the closest scrutiny of the cost of governmental services, particularly in view of the weight of our fixed charges, it does appear that the controllable expenditures have now been reduced to a point from which it will be difficult to effect further substantial savings without curtailment or discontinuance of services which are considered to be essential.

A comparison of the expenditures in the years 1913-14, 1930-31 and 1933-34, divided under the headings controllable and uncontrollable, is shown in the following statement, which also shows the percentages of the total required for the various services.

## Expenditure, Uncontrollable and Controllable

(000 omitted)

	1913-14		1930-31		1933-34	
	Actual expenditure	Percentage of total expenditure	Actual expenditure	Percentage of total expenditure	Estimated expenditure	Percentage of total expenditure estimated
	\$		\$		\$	
<i>In General Uncontrollable—</i>						
Interest on public debt.....	12,894	9.36	121,290	28.28	139,730	38.36
European war pensions.....			44,234	10.31	41,777	11.47
Old age pensions.....			5,658	1.33	12,500	3.43
Other pensions and superannuation.....	756	0.55	5,037	1.16	4,561	1.25
Care of returned soldiers.....			9,774	2.28	9,517	2.61
Subsidies to provinces.....	11,280	8.19	19,036	4.44	15,327	4.21
Other items.....	3,101	2.25	6,657	1.56	7,076	1.94
	28,031	20.35	211,686	49.36	230,488	63.27
<i>Controllable—</i>						
<i>Ordinary—</i>						
Agriculture.....	3,271	2.37	10,119	2.36	7,025	1.93
Fisheries.....	1,655	1.20	2,275	0.53	1,433	0.39
Indian Affairs.....	2,120	1.54	5,847	1.36	4,139	1.14
Interior.....	5,132	3.73	8,104	1.89	2,874	0.79
Justice—including penitentiaries.....	2,469	1.79	5,775	1.35	5,200	1.43
Marine—including radio commission	4,915	3.57	8,030	1.87	6,560	1.80
Mines—including movements of coal	741	0.54	1,934	0.45	3,690	1.01
National Defence.....	12,011	8.72	23,626	5.51	13,552	3.72
National Revenue.....	5,124	3.72	13,972	3.26	10,336	2.84
Post Office.....	13,566	9.85	37,892	8.83	30,801	8.45
Public Works.....	20,288	14.73	25,453	5.94	11,141	3.06
Railways and Canals.....	2,279	1.65	4,043	0.94	3,189	0.88
Royal Canadian Mounted Police.....	1,101	0.80	3,005	0.70	5,367	1.47
Trade and Commerce.....	5,323	3.87	8,407	1.96	6,964	1.91
Other services.....	7,009	5.09	16,723	3.90	11,241	3.09
	87,004	63.17	175,205	40.85	123,512	33.91
<i>Capital—</i>						
Railways.....	7,103	5.16	9,842	2.29	1,987	0.54
Canals.....	2,847	2.07	6,371	1.49	767	0.21
Public Works.....	10,100	7.33	12,009	2.80	3,816	1.05
	20,050	14.56	28,222	6.58	6,570	1.80
<i>Special, including miscellaneous charges...</i>	32	0.02	9,456	2.21	2,063	0.57
<i>Loans and advances non-active.....</i>	2,612	1.90	4,325	1.00	1,639	0.45
Total controllable.....	109,698	79.65	217,208	50.64	133,784	36.73
Total uncontrollable and controllable....	137,729	100.00	428,894	100.00	364,272	100.00
<i>Not included in the above—</i>						
Canadian National Railways—						
Deficit, exclusive of eastern lines.....			*28,425		52,264	
Eastern lines deficit.....			6,712		6,692	
Unemployment relief.....			4,432		36,000	
Canadian Government Railways—						
Capital and deficit.....	17,295					
Railway subsidies.....	19,036					

\* Not taken into Government accounts in 1930-31.

### Loan Flotations

In the past fiscal year, the dominion had securities falling due amounting to \$279,900,000. New issues were made for these maturities, as well as for new money which it was required to raise for governmental and railway purposes.

An issue of 4 per cent registered stock dated September 1, 1933, and maturing September 1, 1958, was made in London. The stock is callable on or after September 1, 1953, on giving three months' notice. The issue was offered to the public at 100, yielding 4 per cent. As the dominion had not been a borrower in the London money market for some eighteen years, the response of the investing public was awaited with keen expectation. The issue was an outstanding success, the applications totalling 20,000, representing over £80,000,000. The success of the offering was a tribute to the financial and economic stability of Canada and reacted most favourably on the market position of dominion securities at home and abroad. The stock has risen to a premium and is now selling on a basis to yield less than 3½ per cent. The terms of the issue provided for a sinking fund of one-half of one per cent per annum.

An issue of 4 per cent treasury notes dated July 1, 1933, was made in New York for the purpose of refinancing a like amount of 4 per cent notes due October 1 and called for payment on August 1. The new issue runs for 15 months from July 1, 1933, and is callable on or after 12 months. The issue was sold to the Chase National Bank of New York at a price of 98·875 and accrued interest.

An issue of \$50,000,000 of 4½ per cent treasury bills held by the chartered banks of Canada matured August 1, 1933, and provision was made for renewal of this obligation by the issue at par of a similar amount of bills to run for one year, bearing interest at 3½ per cent.

Two other issues of treasury bills were made during the year. In May last, \$40,000,000 of 3½ per cent treasury bills due in six months were sold to chartered banks at an interest cost to the government of 3½ per cent. These bills were converted into longer term securities on their maturity in November.

A further sale of treasury bills was made by public tender. The amount of the issue was \$15,000,000, dated March 1, 1934, and maturing either June 1, 1934, or November 1, 1934. Of the 3-months' bills \$2,450,000 were sold at an average cost to the government of

2·85 per cent and of the 8-months' bills \$12,550,000 at an average cost of 3·12 per cent.

On November 1 last, provision had to be made for \$169,900,000 of maturing victory loan bonds, the balance remaining outstanding of the 1918 issue. To meet the obligation and provide funds for current purposes, a domestic loan of \$225,000,000 was launched. The bonds were dated October 15 and were issued in three maturities: 2-year bonds with interest at 3½ per cent and 6 and 12 year bonds with interest at 4 per cent. The 2-year bonds were offered at 99·50 to yield 3·75 per cent, the 6-year at 99·00 to yield 4·19 per cent, and the 12-year at 96·50 to yield 4·38 per cent. The 12-year bonds were made subject to call, at the option of the government, after 10 years, and the issue price represented the lowest yield basis on which long term dominion securities had ever been offered in the domestic market. By way of inducement to holders of victory loan bonds, a bonus was offered for prompt conversion, and over \$139,000,000 of the maturing victory bonds were turned in for exchange. The banks also converted \$40,000,000 of 3½ per cent treasury bills sold to them in May. The total cash subscriptions amounted to \$76,700,000, of which \$45,700,000 was accepted. It is interesting to note that the small investor participated to a large extent in this offering, as out of a total of 22,663 cash subscriptions there were 16,426 from subscribers for amounts of \$1,000 or less. In addition, there were many small subscribers who turned in their maturing bonds for the new issue.

The amount issued of 2-year bonds was \$89,300,000, of the 6-year maturity \$47,200,000, and of the 12-year maturity \$88,300,000. The average interest cost on all maturities was 4·17 per cent, after including bonus for prompt conversion and commissions paid to banks and dealers. The expenses of issue, including commissions, advertising, printing, etc., were less than one-half of one per cent.

It is a matter of considerable satisfaction that the year's financing has been carried through so successfully at rates of interest that have been progressively favourable. Over \$858,000,000 of war and victory loans bonds have been converted into new securities since 1930 in connection with which there has been a saving in interest in excess of \$9,000,000 a year.

The direct obligations of the dominion in the form of unmaturing funded debt and treasury bills are listed in the following statement:

## Unmatured Funded Debt and Treasury Bills as of March 31, 1934 and Annual Interest Charges

Date of maturity	Rate, %	Where payable	Amount of	Annual interest
			Loan	charges
			\$	\$
1934—June 1	3½	London	23,467,206 27	821,352 22
July 1	5	Canada	33,293,470 85	1,664,673 54
Aug. 1	3½	Canada	50,000,000 00	1,937,500 00
Oct. 1	4	New York	60,000,000 00	2,400,000 00
Nov. 1	4	Canada	35,000,000 00	1,400,000 00
Nov. 1	5½	Canada	222,216,850 00	12,221,926 75
1935—Aug. 1 (a)	5	Canada and N.Y.	874,000 00	43,700 00
Oct. 15	4	Canada	25,000,000 00	1,000,000 00
Oct. 15	3½	Canada	89,393,000 00	3,128,755 00
1936—Feb. 1	4½	New York	40,000,000 00	1,800,000 00
Nov. 15	5	Canada	79,535,200 00	3,976,760 00
1937—Mar. 1 (a)	5	Canada and N.Y.	89,787,100 00	4,489,355 00
Dec. 1 (a)	5½	Canada	236,299,800 00	12,996,489 00
1938—July 1	3	London	8,071,230 16	242,136 90
July 1	3	London	18,250,000 00	547,500 00
July 1	3	London	10,950,000 00	328,500 00
July 1	3½	London	15,056,006 66	526,960 23
1939—Oct. 15	4	Canada	47,269,500 00	1,890,780 00
1940—Sept. 1	4½	Canada	75,000,000 00	3,375,000 00
1941—Nov. 15	5	Canada	141,663,000 00	7,083,150 00
1943—Oct. 15	5	Canada	147,000,100 00	7,350,005 00
1944—Oct. 15	4½	Canada	50,000,000 00	2,250,000 00
1945—Oct. 15	4	Canada	88,337,500 00	3,533,500 00
1946—Feb. 1	4½	Canada	45,000,000 00	2,025,000 00
1947—Oct. 1	2½	London	4,888,185 64	122,204 64
1950—July 1	3½	London	137,058,841 00	4,797,059 43
1952—May 1	5	New York	100,000,000 00	5,000,000 00
Oct. 15	4	Canada	56,191,000 00	2,247,640 00
1956—Nov. 1	4½	Canada	43,125,700 00	1,940,656 00
1957—Nov. 1	4½	Canada	37,523,200 00	1,688,544 00
1958—Sept. 1	4	London	73,000,000 00	2,920,000 00
1958—Nov. 1	4½	Canada	276,687,600 00	12,450,942 00
1959—Nov. 1 (b)	4½	Canada	289,693,300 00	15,933,131 50
1960—Oct. 1	4	London	93,926,666 66	3,757,066 67
Oct. 1	4	New York	100,000,000 00	4,000,000 00
Treasury Bills due June 1, 1934		Canada	2,450,000 00	
Treasury Bills due Nov. 1, 1934		Canada	12,550,000 00	
			2,858,558,457 24	131,890,287 88

Payable in Canada	\$ 2,083,229,220 85	72.88%
Payable in Canada and New York	90,661,100 00	3.17%
Payable in New York	300,000,000 00	10.49%
Payable in London	384,668,136 39	13.46%

	\$ 2,858,558,457 24	100%
Less bonds and stocks of the above loans held as sinking funds	69,406,434 43	
	\$ 2,789,152,022 81	

(a) Tax free in Canada.

(b) 5½% to Nov. 1, 1934.

## Indirect Liabilities

Bonds outstanding at March 31, 1934, bearing the guarantee of the government of Canada, amounted to \$993,000,000, having been reduced by approximately \$3,000,000, in the year.

During the year some further contingent liabilities were assumed, under the authority of the Relief Act. In June last, 5 per cent treasury bills of the provinces of British Columbia and Manitoba were guaranteed to the

amounts of \$626,533 and \$5,894,127, respectively, in order to enable these provinces to raise monies required for the payment of obligations due in New York. Also in the month of June last, two guarantees were given in connection with the production of 30,000 tons of steel rails by the Algoma Steel Corporation and 50,000 tons of steel rails by the Dominion Steel and Coal Corporation, both orders being for the Canadian National Railways. The guarantee of the dominion is

limited to \$660,000 in the case of the Algoma order and \$1,100,000 in the Dominion Steel and Coal order. The amount of the guarantee represents approximately one-half of the amount involved in the purchase and is related to that portion of the cost represented by wages and materials that had to be bought. The government also undertook to pay interest at 5 per cent on the amount of the guaranteed advances until the rails are delivered.

For the purpose of enabling the Canadian Pacific Railway Company to meet capital obligations and indebtedness, payable partly in Canada and partly in the United States, the dominion guaranteed advances and interest thereon to the amount of \$60,000,000 obtained by the company from Canadian chartered banks. In view of existing conditions, the company found itself unable to make a public issue of securities in the markets in which such financing would ordinarily have been done. The bank loans are secured by \$100,000,000 par value of Canadian Pacific Railway Company 4 per cent perpetual consolidated debenture stock.

Reference has been made in the previous budgets to the assistance given by way of guarantee to western wheat marketing agencies. It may be observed that in connection with the marketing of the 1931 and 1932 crops, the advances which were obtained by the pools in Manitoba, Saskatchewan and Alberta, under guarantee of the dominion, were repaid and no liability was incurred by the government. In 1933, the marketing agencies were able to finance their operations without government assistance. An order in council passed in April last under the Relief Act, 1933, continued the guarantee given to Canadian Cooperative Wheat Producers Limited, in respect of advances obtained for the marketing of the 1930 crop and the purchase of grain contracts made and to be made in order to secure the advantageous sale of wheat under their control. In so far as the latter guarantee is concerned, it will all depend, as stated before, upon the world wheat situation and the course of wheat prices as

to whether there will be any ultimate loss to the dominion treasury as a result of this guarantee. It is fairly generally recognized, however, that the assistance which has been given in this direction has been of material advantage to wheat producers in particular and to the country as a whole, as otherwise the selling pressure at certain periods of the year, without some stabilizing influence in the market, would undoubtedly have resulted in harmful and depressing fluctuations in grain prices.

The guarantee authorized in 1932 in respect of bank advances of \$15,538,500 to the Beauharnois Light, Heat and Power Company, was amended slightly to accord with the reorganization of the capital structure of this company. Recently a public issue was made of a portion of the first mortgage bonds securing the guaranteed bank advances, and as a result the amount of the guaranteed advances outstanding will be reduced by about one-half.

The guarantees given under the relief acts, as at March 31, 1934, amounted to \$93,296,000, apart from those relating to wheat which are not for a stated sum and fluctuate from day to day. The list is as follows:

Guarantees under Relief Acts	
	Principal amount of guarantee outstanding March 31, 1934
Province of British Columbia..	\$ 626,533
Province of Manitoba.. . . . .	5,894,127
Province of Manitoba Savings Office.. . . . .	10,844,853
Algoma Steel Corporation.. . . .	660,000
Dominion Steel and Coal Cor- poration.. . . . .	540,000
Canadian Pacific Railway Com- pany.. . . . .	60,000,000
Beauharnois Light, Heat & Power Company.. . . . .	14,105,558
Government of Newfoundland.. .	625,000
Canadian Co-operative Wheat Producers Ltd.. . . . .	Unstated

The statement of bond issues guaranteed by the dominion government, outstanding at March 31, 1934, follows:

## Bonds Guaranteed by Dominion Government as at March 31, 1934

Date of Maturity	Issue	Interest Rate	Amount Outstanding
		%	
Sept. 1, 1934.....	Can. Northern.....	4	\$ 17,060,333 33
Feb. 15, 1935.....	Can. Northern.....	4½	17,000,000 00
Sept. 1, 1936.....	Grand Trunk.....	6	24,220,000 00
Oct. 1, 1940.....	Grand Trunk.....	7	23,740,000 00
Dec. 1, 1940.....	Can. Northern.....	7	23,779,000 00
July 1, 1946.....	Can. Northern.....	6½	24,238,000 00
April 1, 1948.....	New Westminster Harbour Comm.....	4½	700,000 00
Sept. 1, 1951.....	Canadian National.....	4½	50,000,000 00
Aug. 1, 1952.....	Saint John Harbour Comm.....	5	667,953 04
July 10, 1953.....	Can. Northern.....	3	9,359,996 72
Feb. 1, 1954.....	Can. National.....	5	50,000,000 00
Sept. 15, 1954.....	Can. National.....	4½	26,000,000 00
Mar. 1, 1955.....	Can. National (West Indies) Steamships.....	5	9,400,000 00
June 15, 1955.....	Can. National.....	4½	50,000,000 00
Feb. 1, 1956.....	Can. National.....	4½	70,000,000 00
July 1, 1957.....	Can. National.....	4½	65,000,000 00
July 20, 1958.....	Can. Northern.....	3½	7,896,557 31
May 4, 1960.....	Can. Northern Alberta.....	3½	3,149,998 66
May 19, 1961.....	Can. Northern Ontario.....	3½	34,229,996 87
Jan. 1, 1962.....	Grand Trunk Pacific.....	3	34,992,000 00
Jan. 1, 1962.....	Grand Trunk Pacific.....	4	8,440,848 00
Dec. 1, 1968.....	Can. National.....	4½	35,000,000 00
July 1, 1969.....	Can. National.....	5	60,000,000 00
Oct. 1, 1969.....	Can. National.....	5	60,000,000 00
Nov. 1, 1969.....	Harbour Comm. of Montreal.....	5	19,000,000 00
Feb. 1, 1970.....	Can. National.....	5	18,000,000 00
By tenders or drawings.....	Can. National.....	2	27,178,703 00
Various dates 1934-54.....	City of St. John Debs. assumed by St. John Harbour Comm'rs.....	Various	1,266,018 80
Serial-Feb. 1 and Aug. 1, 1934-38..	Can. National Equip. G.....	5	6,750,000 00
Perpetual.....	Grand Trunk Guaranteed Stock.....	4	60,833,333 33
".....	Grand Trunk Debenture Stock.....	5	20,782,491 67
".....	Great Western Debenture Stock.....	5	13,252,322 67
".....	Grand Trunk Debenture Stock.....	4	119,839,014 33
".....	North. Ry. of Canada Deb. Stock.....	4	1,499,979 67
			<b>\$993,276,547 40</b>

Completing the statistical presentation of the assets and liabilities as at March 31, 1934, the affairs of the dominion, a statement of follows:

## Liabilities, March 31, 1934 (Estimated)

Dominion notes outstanding.....		\$172,400,000
Bank circulation redemption fund.....		6,486,000
Insurance and superannuation funds—		
Government annuities.....	\$ 34,660,000	
Insurance fund, civil service.....	8,440,000	
Insurance fund, returned soldiers.....	12,313,000	
Retirement fund.....	7,528,000	
Superannuation funds.....	46,335,000	109,276,000
Trust funds—		
Indian funds.....	13,631,000	
Common school funds.....	2,675,000	
Contractors' securities deposits.....	118,000	
Other trust funds.....	2,180,000	18,604,000
Contingent and special funds.....		3,105,000
Post Office money orders, postal notes, etc., outstanding.....		4,280,000
Province accounts.....		9,623,000
Post Office savings bank deposits.....		23,300,000
Funded debt—		
Unmatured.....	2,789,152,000	
Matured but not presented for payment.....	2,500,000	2,791,652,000
Interest coupons matured but not presented for payment..		1,745,000
		<b>\$3,140,471,000</b>

*The Budget—Mr. Rhodes*

## Assets, March 31, 1934 (Estimated)

Active Assets—		
Cash, working capital advances and other current assets. . .		\$ 14,263,000
Specie reserve. . . . .		71,509,000
Advances to banks under Finance Act. . . . .		40,144,000
Loans to provinces—		
Housing. . . . .	\$ 10,169,000	
Relief Acts. . . . .	50,740,000	
		60,909,000
Loans to foreign governments—		
Greece. . . . .	6,525,000	
Roumania. . . . .	23,969,000	
		30,494,000
Loans to harbour commissioners—		
Montreal. . . . .	58,422,000	
Vancouver. . . . .	22,625,000	
New Westminster. . . . .	275,000	
		81,322,000
Canadian National Railways. . . . .		17,305,000
Canadian Farm Loan Board. . . . .		8,503,000
Soldier and general land settlement. . . . .		45,402,000
Seed grain and relief advances. . . . .		2,393,000
Canadian government railways open and stores accounts . .		15,749,000
Deferred debits—		
Unamortized discount and commission on loans. . . . .		20,782,000
		\$408,775,000
Net debt March 31, 1934 (estimated). . . . .		\$2,731,696,000
Represented by—		
Non-active Assets, March 31, 1934 (estimated)—		
Capital expenditures—		
Public works, Canals. . . . .	\$ 242,092,000	
Railways. . . . .	444,314,000	
Public buildings, harbour and river improve- ments. . . . .	251,061,000	
Military property and stores. . . . .	12,035,000	
Territorial accounts. . . . .	9,896,000	
		959,398,000
Loans, non-active—		
Canadian National Railways. . . . .		655,527,000
Railway accounts (old). . . . .		88,399,000
Canadian National Steamships. . . . .		15,353,000
Harbour commissioners—		
Quebec. . . . .	\$ 26,257,000	
Chicoutimi. . . . .	3,282,000	
Halifax. . . . .	8,768,000	
Saint John. . . . .	12,748,000	
Three Rivers. . . . .	2,694,000	
Montreal south shore bridge. . . . .	1,588,000	
		55,337,000
Seed grain and relief advances. . . . .		675,000
Soldier and general land settlement. . . . .		16,514,000
Miscellaneous advances. . . . .		3,527,000
Consolidated fund—		
Balance, consolidated fund, brought forward from March 31, 1933. . . . .	811,417,000	
Excess of expenditure over revenue, fiscal year ended March 31, 1934 (estimated). . . . .	125,549,000	
		936,966,000
		\$2,731,696,000

## Ways and Means, 1934-35

With higher prices and expanding volume of business, the outlook for the revenues in the current fiscal year is distinctly favourable. A substantially increased income over the past year is assured even with only a maintenance of the gains already made and there are indications that the upward movement is being continued. The collections in the first two weeks of April have been most reassuring. As

[Mr. Rhodes.]

the ordinary expenses of government have been kept closely to the amount disbursed last year, and as there is ground for expecting a substantial reduction in the requirements for unemployment relief and railway deficits, it seems reasonably clear that we can anticipate a greatly improved budget position without adding to the existing rates of taxation. The taxation proposals therefore are not extensive.

## Income Tax

No changes will be made in the schedules of income tax rates and exemptions. The five per cent tax on interest and dividends will be retained for another year. The Income War Tax Act, however, will be subject to a number of minor amendments, designed primarily to remove existing inequalities in its application.

## Sales Tax

There are a few, but very few, alterations proposed in the various taxes at present levied under the Special War Revenue Act. I shall now enumerate these, commenting very briefly where any particular item calls for explanation.

It is not proposed to make any change in the rate of sales tax nor to alter materially the existing schedule of exemptions from this tax. There will be transferred to the exempt list bakers' cake and pies, certain sugar bush equipment, and milk albumen used exclusively in the production of animal or poultry feed. Otherwise the sales tax will remain unaltered.

## Excise Taxes

With respect to excise taxes (apart from the changes to be mentioned in connection with beer and some of its ingredients which are in future to be dealt with under the Excise Act), the following changes are to be made. The present tax on sugar will be reduced to one cent a pound. Glucose and grape sugar, except when used in the manufacture of leather and artificial silk, will in future bear the rate of one-half cent a pound. These changes in the tax on sugar will become effective as of July first. On sparkling wines the tax will be reduced to seventy-five cents a gallon. The tax on cigarette tubes imported into or manufactured in Canada will be reduced from four to three cents a hundred tubes.

With respect to all imports under the British preferential tariff, the special excise tax will be reduced by one half, that is from three to one and one-half per cent. The reduction will also apply to certain commodities which under empire agreements enter Canada at lower rates of duty than those obtaining under the British preference.

The stamp tax on postal notes issued in the amount of \$1 and under is to be reduced to one cent.

## Tax on Gold

To replace the revenue lost by the reduction in the tax on sugar, it is proposed to levy a tax of ten per cent on gold. In this connection one must keep in mind the fact that since our abandonment of the gold standard, the price of gold in Canadian currency has risen from \$20.67 an ounce to approximately \$35. This is an increase in the selling price of the product of our gold mines of about seventy per cent. Furthermore, the extraordinary increase in the profits which accordingly accrue to gold producers finds its origin in circumstances entirely external to this particular industry. That is to say, the reason for this increase in price is to be found in the chaotic conditions of world currencies, the depreciation of our dollar in the foreign exchanges and the devaluation of gold by certain countries.

The proposed ten per cent tax will be deducted from the proceeds of all gold deposited at the mint for sale. On such gold as is unacceptable for treatment at the mint and is exported, the tax shall be collected under regulations to be made by the governor in council. In order that the tax shall not apply when the conditions giving rise to these fortuitous gains accruing to gold producers have to a degree disappeared, it is provided that the tax shall not operate to reduce the amount paid for gold below \$30 an ounce in Canadian currency. In view of the tax the present handling charge incidental to the disposal and sale of the gold will be discontinued.

In announcing this tax, it is perhaps expedient that I suggest in advance a partial view of the circumstances which I believe make this form of tax more desirable than any alternative form which suggests itself, such as, for example, an excess profits tax on gold producers. This aspect of the matter has received the most careful consideration and we are convinced that whilst a tax designed to reach excess profits has certain advantages, the form of the tax as proposed is, on balance, best adapted to meet our particular situation.

For example, you are aware that many of our mines in Canada in the process of producing gold, produce other metals as well, and that in some other mines where base metals are the major products, considerable gold is recovered in the process. The difficulty which would arise in such cases in the levying of an

excess profits tax would be that of determining for taxation purposes the profits due to the increase in the price of gold. The proposed tax avoids this difficulty. It may also be emphasized that the tax will be extremely simple in administration and can be collected with a minimum of cost. An excess profits tax, on the other hand, would necessarily be more complex and would involve additional expense and administrative machinery. Furthermore, the present tax will immediately return substantial revenue, while a tax on profits, unless made retroactive, would not provide additional revenue for the current year.

Against the contention that the proposed tax will injure the gold mining industry, it can be asserted that little if any of our production is obtained at present on such a narrow margin of profit as to be vitally affected by the proposed tax. Also, there is reason to believe that many of the recently discovered bodies of ore are such that profits would be realized even if the price of gold were at the usual \$20.67 level, the price under which, I may point out, we attained the position of second largest gold producing country in the world.

Finally, it is believed there can be no legitimate objection to a tax which will operate merely to establish a market price for gold of approximately \$31.50 an ounce fine under present conditions, especially when it is remembered that the average price received by our gold producers during the last calendar year was only \$28.72 an ounce. This was a year, as you are aware, of great prosperity in the industry and of intense activity in the exploration and development of gold mining properties.

#### Excise Duties

The principal change in connection with excise duties is a consolidation of the existing duty of three cents a pound on malt and the gallonage tax of twelve and one-half cents on beer now levied under the Special War Revenue Act, into a single excise duty of seven and one-half cents a pound on malt.

While this change will result in a slight reduction in the rate of taxation to which beer is directly or indirectly subject, if calculated on a gallonage basis, it is believed that the total revenue forthcoming will at least equal that currently obtained from malt and beer. The new method of administration will assure not only more economical but also more cer-

tain collection of the tax. Furthermore, since the duty is to be levied on the malt alone, the time of payment will be advanced and the revenue secured before the malt goes into production.

In accordance with the above-mentioned change the existing duty on beer or fermented beverages made from substances other than malt has been increased by the appropriate amount and the excise tax on beer imported becomes an excise duty. The existing tax of twenty cents a pound on malt syrup is to be reduced to seventeen cents to allow for the increase in the duty on the malt used in its production and will be levied as an excise duty. In view of the increase in the duty on malt the existing tax on sweet wort is to be repealed. These changes in excise duties become effective July 1.

#### Customs Tariff

Amendments to the Customs Tariff are relatively few in number, but not without interest, and are summarized as follows:

Reduction under all tariffs.. . . .	24
Reductions under British preferential tariff only.. . . .	15
Reductions under intermediate and general tariffs only.. . . .	13
Increases under intermediate and/or general tariffs.. . . .	2
Increases under all tariffs.. . . .	1
Clarification of wording.. . . .	17
	<hr/>
	72

Items of major commercial importance on which reductions are confined to the British preferential tariff include jute yarns, wide steel plate, salt cake, crude oil not in its natural state, impregnated canvas and spun yarns of artificial silk.

Numerous chemical commodities are returned to the free list, the more important of these being gum amber, aluminium leaf, flotation reagents, ingredients of synthetic resins and synthetic kryolite.

The solitary instance of upward revision under all tariffs is that of jute twines, the proposed rates being the result of an inquiry by the tariff board.

Duties are imposed, under the intermediate and general tariffs, on crude peanut oil and are increased on certain ferro-alloys. The former action provides an empire preference contemplated by the imperial economic conference but not hitherto made effective; the latter is intended to protect an important Canadian key industry, the only one of its

kind in the dominion, against the questionable commercial practices of certain European producers.

The drawback of duty hitherto granted on imported bituminous coal, used in the production of coke in by-product recovery coke ovens, has been widened in terms to cover coke "produced by any method," with the amount of drawback for the entire item reduced from ninety-nine to fifty per cent.

**Tariff Board**

Since its inception in the early part of last summer, the tariff board, under Part I of The Tariff Board Act, has reported to Parliament upon eleven references made to it by the Minister of Finance. The subject matter of these reports is as follows: salt cake, impregnated canvas, jewellery findings, glass bases for imitation pearls, firearms and parts, button blanks, sailcloth of Egyptian cotton, jute yarns and twines, collodion bronze powders and telegage liquid. As respects all but the three last named, the Board's reports are directly reflected in several of the tariff proposals being announced today. These reports will be tabled forthwith. In addition, the tariff board has prepared an interim report on the wool reference, which arose out of an application by the British producers of woollen goods. The latter report will be tabled shortly.

Following representations by His Majesty's government in the United Kingdom, this government contemplates action by order in council whereby the British content requirement shall be reduced from one-half to one-quarter, in respect of a wide range of chemicals, drugs, and chemical commodities.

**Revenues 1934-35**

It is estimated that the total revenue for the current fiscal year, after giving effect to the changes which have been enumerated, will amount to \$360,000,000, made up as follows:

<b>Taxation revenue:</b>	
Customs duties.. . . . .	\$ 78,000,000
Excise duties.. . . . .	40,000,000
Income tax.. . . . .	61,000,000
Sales tax.. . . . .	72,000,000
Manufacturers' stamp, importation and other special taxes..	55,000,000
	<hr/>
	\$306,000,000
<b>Non-tax revenue:</b>	
Post office.. . . . .	\$ 32,000,000
Interest on investments.. . . .	11,300,000
Other sources.. . . . .	10,700,000
	<hr/>
	\$ 54,000,000
<b>Total.. . . . .</b>	<hr/>
	\$360,000,000

The ordinary expenditures for 1934-35 are estimated at \$351,200,000. The anticipated revenue, therefore, will provide fully for these expenditures and leave a surplus of \$8,800,000 to apply on capital and extraordinary expenditures.

While the demands upon the treasury have not permitted any general lowering of the rate of taxation, it is felt that the reductions, remissions and adjustments already outlined will have the effect of easing the burden in those cases where it has borne most heavily, and that the single increase in taxation will not result in undue, if any, hardship.

Thoughtful observers have with one voice expressed the opinion that the process of recovery from this unprecedentedly severe and prolonged depression would be gradual. Indeed, it may be fairly asserted that too rapid recovery would present the danger of an unhealthy reaction, and that we would be far better off in the long run if improving conditions should conform to the truth of the old adage, "slow, but sure."

At the same time, while the improvement has been gradual, it has not only been sustained but has progressively increased. This is evidenced by the splendid increases in both imports and exports for the month of March, which show a proportionate advance in volume of trade hitherto unprecedented.

It is generally recognized that this depression and its blighting effects have been world wide. This fact of itself has had the tendency to produce a "depression psychology," followed by what might be termed a "depression weariness." The result is that we do not so readily recognize and properly appraise the incontrovertible evidences of reviving activity which have made their appearance.

These signs of improvements are so marked as to indicate beyond question that we are on the road to recovery. May we with renewed hope, fresh courage and firm step press on towards the goal of better and happier days which lie not far ahead.

**RESOLUTIONS**

Mr. Speaker, I beg to give notice that when we are in committee of Ways and Means I will move the following resolutions:

**INCOME WAR TAX ACT**

Resolved, that it is expedient to amend the Income War Tax Act and to provide:—

1. That income shall include rents, royalties, reservations and other like considerations which fluctuate according to the production from or the use of the property leased or sold.
2. That companies exempt from taxation under section four, paragraph (k) of the act