

such bills -- whether based on interim supply requests, on the Main Estimates, or on a set of supplementary estimates -- are called Appropriation Bills. Generally at least four Appropriation Bills are dealt with by Parliament in relation to each fiscal year: one late in March to cover the first months of the forthcoming (April 1) fiscal year; one based on the Main Estimates at the end of June; one based on fall supplementary estimates; and one, in March, based on final supplementary estimates.

The situation is far more complex in the case of bills that authorize "statutory expenditure". These bills authorize expenditures for what at Westminster are called "novel purposes". There are many such bills; they vary in importance. Some of them are in effect only temporarily, while others remain on the statute books for years. For example, in the 1989-90 fiscal year, statutory expenditures of \$88.7 billion account for two-thirds of the \$133.1 billion in total expenditures in the Estimates that have been tabled to date.⁶

In the case of Appropriation Acts, the royal recommendation, as mentioned above, takes the form of a message read by the Speaker asking the Commons to vote the supplies specified in the Votes in the Estimates. In the case of requests for new "statutory expenditures" the royal recommendation since 1968 is presented in a written message which does not specify the particular appropriation sought because the message is in a standard form.

The Form of the Royal Recommendation

Before the House of Commons changed its Standing Orders on December 20, 1968, the constitutional purpose and effect of royal recommendations were obvious. The old Standing Orders required that before any bill or clause that appropriated money could be introduced, the House had to have carried a financial resolution approving that appropriation. The words of every financial resolution were recommended to the House by the Governor General. The resolution, on which the bill subsequently was based, defined precisely the amount and purpose of any appropriation to be made. The bill had to conform to the resolution in every appropriating clause, and no member of the House could move to amend any such clause so as to increase the amount or change the purpose. If the government wished to change any part of a bill based on a resolution -- that is, any appropriating clause -- it had to obtain a new recommendation embodying the change. Any part of a bill not based directly on the resolution could be amended by the House in the ordinary way on the motion of a minister or a private member.