

the Senators but all Members of Parliament were being poorly informed about the potential impact of legislation on the ability of the government to manage its expenditures. That concern led the Committee to examine the issue of royal recommendations and to prepare this report.

Requirement for the Royal Recommendation

A royal message of recommendation is required before the House of Commons passes any bill which in whole or in part appropriates money.³ A message does not recommend a bill; it recommends the appropriation that would be effected by the bill.

Section 54 of the *Constitution Act, 1867*, reads:

54. It shall not be lawful for the House of Commons to adopt or pass any Vote, Resolution, Address, or Bill for the Appropriation of any Part of the Public Revenue, or of any Tax or Impost, to any Purpose that has not been first recommended to that House by Message of the Governor General in the Session in which such Vote, Resolution, Address, or Bill is proposed.

No bill containing one or more clauses appropriating money may be introduced in Parliament in the Senate.

Section 53 of the *Constitution Act, 1867*, reads:

53. Bills for appropriating any Part of the Public Revenue, or for imposing any Tax or Impost, shall originate in the House of Commons.

The Parliament of Canada appropriates money by two quite different kinds of bills: (a) bills based on supply votes carried in the House of Commons, which cover the annual expenditures; and (b) bills which contain clauses authorizing "statutory expenditure" for purposes other than those provided for annually.⁴

There are few, if any, serious problems relating to the royal recommendation in the case of the first of these two kinds of bills. Each such bill is based on the several Votes set forth in Estimates recommended to the House of Commons in a message from the Governor General.⁵ That message is presented and read to the House by the Speaker. If an appropriation bill contains nothing extraneous, it is a pure appropriation bill. In Canada all