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HOUSE OF COMMONS
CANADA

REPORT

of the

Special Committee
appointed to consider with Mr. Speaker
the Procedure of the
House of Commons

Presented by

The Honourable Roland Michener, Q. C.
Speaker of the House of Commons

MONDAY, JULY 25, 1960



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THE QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1960

MONDAY, JULY 25, 1960

Address in Reply to His Excellency's Speech—Standing Order 38
(a) Section 3 of the said Standing Order is amended by deleting the word "and" in the last line thereof and by substituting therefor the word "and";
(b) Section 3 of the said Standing Order is amended by deleting the word "and" in the first line thereof and by substituting therefor the word "and";
(c) Section 4 of the said Standing Order is amended by deleting the word "and" in the first line thereof and by substituting therefor the word "and";
(d) Section 5 of the said Standing Order is amended by deleting the word "and" in the first line thereof and by substituting therefor the word "and";
(e) The said Standing Order is further amended by adding thereto the following section:—
(f) The motion for an address in reply shall not be subject to

The Special Committee appointed to consider with Mr. Speaker the Procedure of this House begs leave to present the following report:

Your Committee recommends that certain temporary orders and procedures be adopted, on a trial basis, effective only for the next session of Parliament (the fourth session of the 24th Parliament), as follows:

PROPOSAL 1

Address in Reply to His Excellency's Speech—Standing Order 38

(a) Section 1 of Standing Order 38 is amended by deleting the word "ten" in the last line thereof and by substituting therefor, the word: "eight".

(b) Section 3 of the said standing order is amended by deleting the word "sixth" in the first line thereof and by substituting therefor, the word: "second".

(c) Section 4 of the said standing order is amended by deleting the word "ninth" in the first line thereof and by substituting therefor, the words: "fourth and sixth".

(d) Section 5 of the said standing order is amended by deleting the word "tenth" and the word "thirty" in the first and second lines thereof, respectively, and by substituting therefor, the words: "eighth" and "fifteen".

(e) The said standing order is further amended by adding thereto, the following sections:

"(6) The motion for an address in reply shall not be subject to amendment on or after the seventh day of the said debate.

(7) Notwithstanding the provisions of standing order 31, no Member, except the Prime Minister and the Leader of the Opposition, shall speak for more than thirty minutes at a time in the said debate; provided that forty minutes shall be allowed to the mover of either an amendment or of a subamendment."

Explanatory Notes on Address Debate Proposal

The purpose of the foregoing proposal is to shorten the address debate by two days and to limit speeches to thirty minutes during this debate, except as provided for in section 7 above. Provision is made for votes to be taken on the second, fourth, sixth, and eighth days of the said debate. No amendment will be permitted on or after the seventh day of this debate.

PROPOSAL 2

Budget Debate—Standing Order 58

(a) Section 2 of Standing Order 58 is amended by deleting the word "eight" in the last line thereof, and by substituting therefor, the word: "six";

(b) Section 4 of the said standing order is amended by deleting the word "fifth" in the first and fifth lines thereof, and by substituting therefor, the word: "second";

(c) Section 5 of the said standing order is amended by deleting the word "seventh" in the first and fifth lines thereof, and by substituting therefor, the word: "fourth";

(d) Section 6 of the said standing order is amended by deleting the word "eighth" in the first and third lines thereof, and by substituting therefor, the word: "sixth";

(e) The said standing order is further amended by adding thereto, the following section:

"(7) Notwithstanding the provisions of Standing Order 31, no Member, except the Minister of Finance, the Member speaking on behalf of the Opposition, the Prime Minister and the Leader of the Opposition, shall speak for more than thirty minutes at a time in the budget debate; provided that forty minutes shall be allowed to the mover of a subamendment."

Explanatory Notes on Budget Debate Proposal

The purpose of the foregoing proposal is to shorten the budget debate by two days and to limit speeches to thirty minutes, except as provided for in section (7) above. The stages at which votes will be taken have been advanced so that the subamendment will be disposed of on the second day and the amendment on the fourth day of the said debate.

PROPOSAL 3

Deferment of Private Members' Days—Standing Order 15(3)

(a) Section 3 of Standing Order 15, on pages 7 and 8 of the Standing Orders, 1955, is amended by deleting therefrom, the following:

“Monday (Private Members' Day)

(Subject to the provisions of standing order 56(3), six Mondays after the day upon which an Address has been agreed to, in answer to His Excellency's speech).”

and by substituting therefor, the following:

“Monday (Private Members' Day)

(Six Mondays after the day upon which an Address has been agreed to, in answer to His Excellency's speech; provided that any of said Mondays shall be deferred to government business if such be requested by a Minister of the Crown at a prior sitting of the House but not so as to use more than two Mondays consecutively for government business until after the expiry of Private Members' Days).”

(b) Paragraph C of section 3 of Standing Order 15 on page 8 of the Standing Orders, 1955, is repealed.

(c) Section 3 of Standing Order 56 is repealed and sections 4, 5 and 6 thereof are respectively renumbered as sections 3, 4 and 5.

(Note—The provisions of Paragraph C of Standing Order 15(3) and section 3 of Standing Order 56 will become redundant upon the adoption of paragraph (a) above).

(d) Section 3 of Standing Order 15 on page 10 of the Standing Orders, 1955, is further amended by deleting therefrom, the words:

“(Two Thursdays after the day upon which an Address has been agreed to, in answer to His Excellency's speech).”

and by substituting therefor, the following:

“(Two Thursdays after the day upon which an Address has been agreed to, in answer to His Excellency's speech; provided that these days may be once deferred for a week in each case, and shall be so deferred if such be requested by a Minister of the Crown at a prior sitting of the House).”

Explanatory Notes on deferment of Private Members' Days

In order to provide more time for government business in the early stage of the next session, the foregoing proposal provides machinery whereby Private Members' Days may be deferred when so requested by a Minister of the Crown. No reduction is being proposed in the number of days now provided for Private Members' business.

PROPOSAL 4

Consideration of Public Bills on Fridays

Section 3 of Standing Order 15 on page 11 of the Standing Orders, 1955, is further amended by deleting therefrom, the following:

“(From five to six o'clock p.m.)

Private and public bills, the former having precedence.”

and by substituting therefor, the following:

“(From five to six o'clock p.m.)

Public and private bills, the former having precedence.”

Explanatory Notes on Public Bill hour on Fridays

The purpose of this proposal is to ensure that public bills shall have precedence for one hour on Fridays. Private bills shall continue to have precedence on Tuesdays in the hour provided for such business.

In addition, the Committee has given preliminary consideration to a number of other procedural problems and has initiated studies which will assist in a more comprehensive review of the matters referred to it.

It is therefore recommended that a similar committee be appointed early in the next session to carry on these studies including the procedure on private bills of divorce which the Committee has been asked and is willing to consider insofar as the problem is capable of procedural solution.

Attached hereto is a reprint of Standing Orders 15, 38, 56 and 58, as provisionally amended by the foregoing proposals.

Respectfully submitted,

ROLAND MICHENER,

Speaker.

APPENDIX

Reprint of Standing Orders 15, 38, 56 and 58, as provisionally amended by Report of Special Committee appointed to consider with Mr. Speaker the Procedure of the House.

BUSINESS OF THE HOUSE

Prayers. 15. (1) Mr. Speaker shall read prayers every day at the meeting of the House before any business is entered upon.

Routine business. (2) The ordinary daily routine of business in the House shall be as follows:

Presenting reports by standing and special committees.

Motions.

Introduction of bills.

First readings of Senate public bills.

Government notices of motions.

Order of business day by day. (3) The order of business for the consideration of the House, day by day, after the daily routine, shall be as follows:

Monday (Private Members' Day)

Monday—
Private
Members'
day—
Deferment
thereof.

(Six Mondays after the day upon which an Address has been agreed to, in answer to His Excellency's speech; provided that any of said Mondays shall be deferred to government business if such be requested by a Minister of the Crown at a prior sitting of the House but not so as to use more than two Mondays consecutively for government business until after the expiry of private Members' Days).

A. (First, second and third Mondays)

Notices of motions for the production of papers.

Notices of motions.

Private bills.

Public bills and orders.

Government orders.

B. (Fourth, fifth and sixth Mondays)

Notices of motions for the production of papers.

Private bills.

Notices of motions.

Public bills and orders.

Government orders.

Monday (Government Day)

Monday—
Government
day.

(Any Monday not herein above allotted to private Members)

Notices of motions for the production of papers.

Government orders.

Private bills.

Notices of motions.

Public bills and orders.

Tuesday (Government Day)

Government orders.
Public bills and orders.
Notices of motions for the production of papers.
Notices of motions.

(From five to six o'clock p.m.)

Private and public bills, the former having precedence.

Tuesday—
Government
day.

Private
and
public bills.

If a debate on a motion "That Mr. Speaker do now leave the Chair" for the House to go into Committee of Supply be in progress at 5.00 o'clock p.m. on any Tuesday, the consideration of private and public bills shall not be entered upon in that sitting unless the said debate be concluded before 6.00 o'clock p.m.

Bills not
taken on
certain days.

Wednesday (Government Day)

Starred questions.
Notices of motions for the production of papers.
Government orders.
Notices of motions.
Public bills and orders.

Wednesday
—Govern-
ment day.

Thursday (Private Members' Day)

(Two Thursdays after the day upon which an Address has been agreed to, in answer to His Excellency's speech; provided that these days may be once deferred for a week in each case, and shall be so deferred if such be requested by a Minister of the Crown at a prior sitting of the House).

Public bills and orders.
Notices of motions for the production of papers.
Notices of motions.
Government orders.

Thursday—
Private
Members'
day—
Deferment
thereof.

Thursday (Government Day)

(Any Thursday not herein above allotted to private Members).

Government orders.
Public bills and orders.
Notices of motions for the production of papers.
Notices of motions.

Thursday—
Government
day.

Friday (Government Day)

Government orders.
Public bills and orders.
Notices of motions for the production of papers.
Notices of motions.

Friday—
Government
day.

(From five to six o'clock p.m.)

Public and private bills, the former having precedence.

Public and
private bills.

(4) Notwithstanding the listing of "Notices of motions" as an item of daily business in section (3) of this order, such notices shall not be printed on the order paper after the fifth sitting day following the expiry of Monday as a private Members' day.

Notices not
printed.

ADDRESS IN REPLY TO HIS EXCELLENCY'S SPEECH

- Address debate.** 38. (1) The proceedings on the order of the day for resuming debate on the motion for an address in reply to His Excellency's speech and on any amendments proposed thereto shall not exceed eight sitting days.
- Appointed days.** (2) Any day or days to be appointed for the consideration of the said order shall be announced from time to time by a Minister of the Crown and on any such day or days this order shall have precedence of all other business except the ordinary daily routine of business.
- Sub-amendment disposed of.** (3) On the second of the said days, if a subamendment be under consideration at fifteen minutes before the ordinary time of daily adjournment, Mr. Speaker shall interrupt the proceedings and forthwith put the question on the said subamendment.
- Amendments disposed of.** (4) On the fourth and sixth of the said days, if any amendment be under consideration at thirty minutes before the ordinary time of daily adjournment, Mr. Speaker shall interrupt the proceedings and forthwith put the question on any amendment or amendments then before the House.
- Debate concluded.** (5) On the eighth of the said days, at fifteen minutes before the ordinary time of daily adjournment, unless the said debate be previously concluded, Mr. Speaker shall interrupt the proceedings and forthwith put every question necessary to dispose of the main motion.
- Amendments precluded.** (6) The motion for an address in reply shall not be subject to amendment on or after the seventh day of the said debate.
- Time limits on speeches.** (7) Notwithstanding the provisions of standing order 31, no Member, except the Prime Minister and the Leader of the Opposition, shall speak for more than thirty minutes at a time in the said debate; provided that forty minutes shall be allowed to the mover of either an amendment or of a subamendment.

COMMITTEE OF SUPPLY

56. (1) On Wednesdays, Thursdays and Fridays, when the order of the day is called for the House to go into Committee of Supply, Mr. Speaker shall leave the Chair without question put, provided that, except by the unanimous consent of the House, the estimates of each department shall be first taken up on a Monday or a Tuesday.
- (2) On the first six occasions in any session upon which an order for Supply is called for the purpose of moving, "That Mr. Speaker do now leave the Chair", it must stand as the first order of the day on a Monday. If a debate on any of the said six motions be not concluded on Monday, the order for the resumption of that debate shall be set down as the first order of the day for the next Tuesday sitting.
- (3) (a) No debate on any motion "That Mr. Speaker do now leave the Chair" for the House to go into Committee of Supply and on any amendments proposed thereto, except as hereinafter provided, shall exceed two sitting days.
- (b) Should a debate on any of the first five of the said six motions be concluded before the expiry of the two sitting days allowed for each debate, the unused time may be added in whole or in part to the two-day allowance for debate on the next or on any subsequent one of the said six motions to go into Supply.
- (c) When a debate on any of the said six motions is not concluded on a Tuesday because unused time in a former debate has been carried forward, the provisions of section (1) of this standing order shall be suspended and the order for the resumption of any such debate may be called on any government day.
- (d) If any amendment be under consideration at 8.15 o'clock p.m. on the second day of any debate or at the beginning of the two-hour period before the expiry of time carried forward from a former debate, as the case may be, Mr. Speaker shall interrupt the proceedings and forthwith put the question on any amendment or amendments then before the House.
- (e) When a motion "That Mr. Speaker do now leave the Chair" is superseded by the adoption of an amendment at any time before the expiry of either the said two days or the time carried forward from a former debate, as the case may be, a like motion may be forthwith made by a Minister of the Crown. In the event of any such motion being proposed, the proceedings thereon shall be deemed to be an extension of the debate concluded by the adoption of the said amendment; provided that the second motion shall not be subject to amendment if it is proposed after the time specified in section (3) (d) of this standing order.
- (f) At ten o'clock p.m. on the second day of any debate or at the expiry of the time carried forward from a former debate as the case may be, unless the said debate be previously concluded, Mr. Speaker shall interrupt the proceedings and forthwith put every question necessary to dispose of the main motion; and, if it be decided in the affirmative, the House shall forthwith resolve itself into Committee of Supply.

Order for House in supply.

Leaving Chair on certain days.

Six motions on Monday.

Debate on motion.

Unused time.

Debate not concluded on Tuesday.

Questions put on amendments.

Second motion proposed.

Question put on main motion.

Departments
first taken
up.

(4) When the House resolves itself into Committee of Supply in pursuance of the adoption of each of the said six motions, the estimates of the several departments of government shall be forthwith first taken up and entered for consideration, as follows:

- (a) six departments on the first occasion;
- (b) three departments on each of the next four occasions;
- (c) all other departments on the sixth occasion.

Interim
supply and
supplemen-
tary
estimates.

(5) Notwithstanding the provisions of section (1) of this standing order, when an order of the day is called for the House to go into Committee of Supply to consider either interim supply or supplementary estimates, Mr. Speaker shall leave the Chair without question put.

COMMITTEE OF WAYS AND MEANS

Order for
House in
ways and
means.

58. (1) When an order of the day is called for the House to go into Committee of Ways and Means, Mr. Speaker shall leave the Chair without question put, but the provisions of this section shall not apply when the said order is called for the purpose of enabling a Minister of the Crown to make the budget presentation.

Budget
debate.

(2) The proceedings on the order of the day for resuming debate on the motion "That Mr. Speaker do now leave the Chair" for the House to resolve itself into Committee of Ways and Means (Budget) and on any amendments proposed thereto shall not exceed six sitting days.

First order
called.

(3) When the order for resuming the said debate is called, it must stand as the first order of the day and, unless it be disposed of, no other government order shall be considered in the same sitting.

Question
put on sub-
amendment.

(4) On the second of the said days, if a subamendment be under consideration at fifteen minutes before the ordinary time of daily adjournment or, when the second day is a Friday, at 4.45 o'clock p.m., Mr. Speaker shall interrupt the proceedings and forthwith put the question on the said subamendment.

Question
put on
amendment.

(5) On the fourth of the said days, if an amendment be under consideration at fifteen minutes before the ordinary time of adjournment or, when the fourth day is a Friday, at 4.45 o'clock p.m., Mr. Speaker shall interrupt the proceedings and forthwith put the question on the said amendment.

House goes
into ways
and means.

(6) On the sixth of the said days, at fifteen minutes before the ordinary time of daily adjournment or, when the sixth day is a Friday, at 4.45 o'clock p.m., unless the debate be previously concluded, Mr. Speaker shall interrupt the proceedings and forthwith put the question on the main motion; and, if it be decided in the affirmative, the House shall forthwith resolve itself into Committee of Ways and Means.

Time limits
on speeches.

(7) Notwithstanding the provisions of Standing Order 31, no Member, except the Minister of Finance, the Member speaking on behalf of the Opposition, the Prime Minister and the Leader of the Opposition, shall speak for more than thirty minutes at a time in the budget debate; provided that forty minutes shall be allowed to the mover of a subamendment.