MONEY BILLS

This pamphlet is intended for members of the Office of the Parliamentary Counsel.

References to Commons Standing Orders are to the Standing Orders of the House of Commons relating to Public Business of 17 March 2026 with amendments up to 22 May 2026.

References to Lords Standing Orders are to the Standing Orders of the House of Lords relating to Public Business of 22 February 2021 with amendments up to 23 April 2026.

References to Erskine May are to Erskine May on Parliamentary Practice (25th edition, 2019, with updates up to 5 July 2026).

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Chapter 1 CERTIFICATION OF BILLS AS MONEY BILLS

Introduction

1.1 This pamphlet is about the certification of Bills as Money Bills and the provision made about such Bills by section 1 of the Parliament Act 1911.

1.2 The decision whether or not to certify a Bill as a Money Bill is one for the Speaker of the House of Commons (on the advice of the House Authorities). Reasons are not given for the Speaker's decision, and precedents are not necessarily binding.

1.3 A list of Bills certified as Money Bills since the enactment of the 1911 Act is in the Appendix. It excludes: (a) Finance Bills which are often, but not always, certified; and (b) Consolidated Fund and Appropriation Bills, now Supply and Appropriation Bills, which are always certified.

1.4 A Money Bill is something distinct from a Bill of Aids and Supplies. A Bill can be certified as a Money Bill without being a Bill of Aids and Supplies and not all Bills of Aids and Supplies are certified as Money Bills.[1]

1.5 Section 1 of the 1911 Act provides that a Money Bill sent to the Lords from the Commons at least one month before the end of a Parliamentary session is to be presented for Royal Assent, even though the Lords have not consented to it, if the Lords have not passed it without amendment within one month of its being sent up to them. The Commons have the power to direct to the contrary.

1.6 To date no Bill has been enacted under section 1.

1.7 This chapter considers the definition of a Money Bill and issues connected with the timing of the Speaker's decision to certify a Bill as a Money Bill and comments on Parliamentary Counsel's role. Chapter 2 considers presentation of a Bill for Royal Assent under section 1 of the Parliament Act 1911.

Text of section 1 of the Parliament Act 1911

1.8 Section 1 reads as follows:

"Powers of House of Lords as to Money Bills.

1. (1) If a Money Bill, having been passed by the House of Commons, and sent up to the House of Lords at least one month before the end of the session, is not passed by the House of Lords without amendment within one month after it is so sent up to that House, the Bill shall, unless the House of Commons direct to the contrary, be presented to His Majesty and become an Act of Parliament on the Royal Assent being signified, notwithstanding that the House of Lords have not consented to the Bill.

(2) A Money Bill means a Public Bill which in the opinion of the Speaker of the House of Commons contains only provisions dealing with all or any of the following subjects, namely, the imposition, repeal, remission, alteration, or regulation of taxation; the imposition for the payment of debt or other financial purposes of charges on the Consolidated Fund, the National Loans Fund or on money provided by Parliament, or the variation or repeal of any such charges; supply; the appropriation, receipt, custody, issue or audit of accounts of public money; the raising or guarantee of any loan or the repayment thereof; or subordinate matters incidental to those subjects or any of them. In this subsection the expressions "taxation", "public money", and "loan" respectively do not include any taxation, money, or loan raised by local authorities or bodies for local purposes.

[1] Erskine May para 37.31. An example of a Bill of Aids and Supplies that was not certified as a Money Bill is the Bill for the Taxation (Cross-border Trade) Act 2018.

(3) There shall be endorsed on every Money Bill when it is sent up to the House of Lords and when it is presented to His Majesty for assent the certificate of the Speaker of the House of Commons signed by him that it is a Money Bill. Before giving his certificate, the Speaker shall consult, if practicable, two members to be appointed from the Chairmen's Panel[2] at the beginning of each Session by the Committee of Selection."

Definition of "Money Bill" in section 1(2)

1.9 The government stated in 1911 that the purpose of section 1 was to restore the practice that had existed before 1909 under which the Lords did not, as a matter of convention, amend or reject certain Bills while, at the same time, continuing to assert the right to amend or reject any Bill. The definition of "Money Bill" in section 1(2) was designed to catch those Bills which, as a matter of convention, the Lords did not amend or reject. However, even in 1911, the category of Bills caught by section 1(2) was probably wider than the category of Bills that, under existing rules of practice and convention, could not be amended or rejected by the Lords.

1.10 To see exactly what is, and is not, caught, it is necessary to look separately at each main element in the definition of "Money Bill" in section 1(2) whilst remembering that a Bill is a Money Bill if it contains only provisions dealing with one or more of these elements subject to an exception for incidental subordinate matters. What is subordinate will be a matter of judgement in the particular context of each case.[3]

"Imposition, repeal, remission, alteration, or regulation of taxation"

1.11 It seems that the government, or at least Mr. Churchill, intended this limb of the definition to cover everything to do with taxation and, in particular, to cover all aspects of administration by the phrase "the regulation of taxation".[4]

1.12 In the case of the 1976 Finance Bill the inclusion of Schedule 6, which gave tax inspectors powers to demand information and search premises, did not prevent the certification of the Bill as a Money Bill. These provisions provoked complaints in the Lords that this was "tacking" within what is now Lords Standing Order No. 51 but the allegation was not upheld by the Practice and Procedure Committee to which it was referred.[5]

1.13 However, the inclusion of provisions about administration might result in a Bill not being certified as a Money Bill.

1.14 Erskine May[6] notes that the Tax Credits Bill in the 2001-02 session was not certified on the basis that, although it established two new tax credits, it also made changes to the administration of child benefit and guardian's allowance.

1.15 Bills will be certified if they are otherwise within the definition even though their objects are not purely fiscal, or indeed not fiscal at all. This applies whether the ulterior object is to be gathered from the government's explanation of the Bill, as in the case of the Selective Employment Payments Bill 1966, or whether it appears on the face of the Bill, as with various anti-dumping and similar duties (for example, those provided for in the Safeguarding of Industries Bill 1921 or the Abnormal Importations (Customs Duties) Bill 1932).

"Imposition for the payment of debt or other financial purposes of charges on the Consolidated Fund, the National Loans Fund or on money provided by Parliament, or the variation or repeal of any such

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[2] Section 1(3) was inserted by a Commons Amendment in lieu of a Lords Amendment. In the Commons and Lords Hansards and the Lords Journal, the reference is to the "Chairman's Panel". This also appears in the Queen's Printer's copies of the Act. The Commons Journal refers to the "Chairmen's Panel", and the Statutes Revised follows this. In either case the reference must be to the panel provided for in Commons SO No. 85, whose proper title was the "Chairmen's Panel" and is now the Panel of Chairs. The practice is to nominate one member from each of the two main parties.

[3] For example, provision for dispute resolution did not prevent the certification of the Bill that became the Age-Related Payments Act 2004 (see section 5 of the Act).

[4] See the exchange with Mr. Hope at HC Deb (1911) 24, cols 375-6.

[5] Second Report 1976/77 (HL 256).

[6] See para 37.30, FN 7.

charges"

1.16 The qualifying words "for the payment of debt or other financial purposes" require a clear distinction, when a provision is imposing, varying or repealing a charge, between the case where the primary purpose of the provision is to impose, vary or repeal the charge (i.e. a financial purpose), and the case where the provision is for some other primary purpose (usually social or economic).

1.17 Whether the primary purpose is financial should be determined primarily from the text of the Bill. Ministerial statements may be informative, but are likely to be dealing with the effects of the measures (with all spending and taxation measures having non-financial effects); and one should not read purpose back from effects.

1.18 A Bill that creates a simple grant scheme (i.e. a scheme that is confined to imposing or varying charges on public funds) is likely to be certified. An example is the Bill for the Childcare Payments Act 2014.

1.19 The more complex a scheme is, however, the more likely it is that either the Bill will contain other non-subordinate provisions which create a basis for non-certification or that the primary purpose of the scheme may be interpreted as not being financial (and there may well be an interaction between the two).

1.20 Examples of Bills that were not certified and can be understood in this light are the Bills that became the Family Allowances Act 1945, the Reinsurance (Acts of Terrorism) Act 1993, the Tax Credits Act 2002, the Child Trust Funds Act 2004 and the Saving Gateways Act 2009. The sorts of provisions that may have rendered these Bills uncertifiable include provisions regarding interactions with contributory benefits, payments by private parties, and the creation of financial services products.

1.21 Where a Bill amends or repeals a charge imposed by an earlier Act, the fact that the Act was not certified is not conclusive as to the certifiability of the Bill. The certifiability of the Bill will depend on whether the purpose of the amendment or repeal is financial. As a result, the distinction between complex and simple grant schemes applies only to their creation: any subsequent variation to a scheme can be considered in isolation.

1.22 An example of the general principle described in paragraph 1.21 was the Bill that became the Savings Account and Health in Pregnancy Grant Act 201. This Bill removed eligibility for a child trust fund (by amending the Child Trust Funds Act 2004) and entitlement to health in pregnancy grant[7] and repealed the whole of the Saving Gateway Accounts Act 2009. The purpose of the Bill was to repeal charges on the Consolidated Fund, meaning that it was certified as a Money Bill despite the non-certification of the earlier Acts.

1.23 Authorising expenditure is a financial purpose. Therefore, pure "Baldwin Agreement Bills" are typically certified as Money Bills if they are confined to authorising expenditure. Examples are the Rolls-Royce (Purchase) Bill 1971, the Job Release Bill 1977, the High Speed Rail (Preparation) Bill 2013 and the Windrush Compensation Scheme (Expenditure) Bill in the 2019-21 Session. Baldwin Agreement Bills are Bills necessary only in consequence of the agreement in 1932-4 between the Public Accounts Committee and the Treasury that significant items of government expenditure running for more than one financial year should be authorised by a specific Act and not merely by the Appropriation Act each year.

"Imposition of charges on the Consolidated Fund, the National Loans Fund or on money provided by Parliament"

1.24 If a Bill provides for the imposition of charges partly on the Consolidated Fund, the National Loans Fund or money provided by Parliament and partly on the National Insurance Fund, the Bill will not be a Money Bill. For example, a Bill that (for a financial purpose) increases expenditure under section 150A of the Social Security Administration Act 1992 will not be a Money Bill because,

[7] The health in pregnancy grant was conferred by textual amendments made by the Heath and Social Care Act 2008, which was not a Money Bill.

whilst some of the benefits mentioned in that section are payable out of money provided by Parliament, others are payable out of the National Insurance Fund.

1.25 The Disability (Grants) Act 1993 extends to Northern Ireland and provides in section 1(4)(c) of the Act for the reference in section 1(3) of the Act to money provided by Parliament (in the context of grants made under the section being payable out of such money) to be construed in relation to Northern Ireland as a reference to money appropriated by Measure of the Northern Ireland Assembly. This did not prevent the Bill being certified as a Money Bill. In the context, the provision about Northern Ireland dealt with an incidental subordinate matter (see paragraph 1.10).

"Supply; appropriation, receipt, custody, issue or audit of accounts of public money"

1.26 The Supply and Appropriation Bills (previously the Consolidated Fund Bills and Appropriation Bills) are covered by these limbs of the definition.[8] It is possible that other Bills will be covered by the references to "supply" and "appropriation".

1.27 The words "receipt, custody, issue or audit of accounts of public money" are taken from the long title of the Exchequer and Audit Departments Act 1866. They were intended to cover, in Mr. Churchill's words:[9]

> "..... all that great apparatus which has grown up under the Exchequer and Audit Acts of 1866, over which the Comptroller and Auditor General now presides, and other measures of that nature."

(The Exchequer and Audit Departments Act 1866 was substantially amended by the Government Resources and Accounts Act 2000.)

"Raising or guarantee of any loan or the repayment thereof"

1.28 The Commons privilege of exclusive control over public sector borrowing is a necessary corollary of its historical control over taxation because the two are alternative ways of financing government.[10]

1.29 This limb also covers loans of foreign governments guaranteed by His Majesty's Government in the United Kingdom.

1.30 It is thought that a Bill which raises the limit on borrowing by a statutory corporation or other body will, even if it does nothing else, not be a Money Bill if the borrowing powers to which the limit applies include power to borrow from private sources. Whether this is the case will not always be apparent from the face of the Bill.

1.31 It is interesting that the remission of a loan is not mentioned in this limb (section 1(2) expressly mentions the remission of taxation).

"Taxation", "public money" and "loan" - not to count if raised locally for local purposes

1.32 It is important to remember that, for the purposes of the definition of a Money Bill in section 1(2), the expressions "taxation", "public money" and "loan" do not include any taxation, money or loan raised by local authorities or bodies for local purposes even though these matters are included within the scope of Commons financial privilege.

1.33 Thus, for example, it is possible for a Bill to be introduced in accordance with Commons Standing Order No. 50 (procedure upon bills whose main object is to create a charge upon the public revenue)

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[8] In recent sessions (2017-19, 2019 and 2022-23) there have been Northern Ireland Budget Bills that have been certified as Money Bills. They provided for the appropriation of money out of the Northern Ireland Consolidated Fund for the then current financial year; normally such a Bill would be taken through the Northern Ireland Assembly. The sums referred to in the Bills were derived from sums voted out of the UK Consolidated Fund into the Northern Ireland Consolidated Fund by a UK Supply and Appropriation (Main Estimates) Act, together with revenue generated within Northern Ireland. Two Northern Ireland Budget (Anticipation and Adjustments) Bills were also certified in the 2017-19 Session.

[9] HC Deb (1911) 24, col 378.

[10] Mr. Asquith pointed this out early in the Committee debates on the 1911 Act: HC Deb (1911) 24, col 258. 11.See, for example, the Bill for the Education (Grants and Awards) Act 1984.

but not to be certified as a Money Bill because it deals with local authority expenditure.[11]

Tax law rewrite bills

1.34 All but one[12] of the tax law rewrite Bills were certified as Money Bills even though they largely restated the existing law and did not effect substantive changes in the law.

Timing of Speaker's decision

1.35 Section 1(3) requires the Speaker's certificate to be endorsed on the Bill when it is sent up to the House of Lords (and the fact that a Bill has been certified is recorded in the Commons Journal). However, it does not say in terms when the Speaker is to make his decision. In practice, the decision is not taken until the Bill has reached the form in which it is to be sent up to the Lords.

1.36 During the debates in 1911 it was alleged to be a defect in the Bill that the Speaker was not required to make his decision earlier because of the risk of the Commons proceedings being completed in ignorance of whether the Bill was to be certified. There is now an informal indication, published as a note when the Bill is listed on the Commons Order Paper, as to whether a Bill is likely to be certified as a Money Bill.

1.37 Erskine May[13] records that the Speaker has declined to give his opinion on whether a proposed amendment would prevent a Bill being certified. One of the precedents cited concerned an amendment to the Finance Bill 1912 which the government were prepared to accept if it did not prejudice certification. Although the Speaker declined to give any formal ruling, he did express his willingness to give any private assistance he could.[14]

1.38 It follows that the chair of the committee on a Bill will not express any opinion as to whether a proposed amendment will prevent certification.[15]

Role of Parliamentary Counsel

1.39 It is our role to advise the department on whether we think the Speaker will or will not certify a Bill as a Money Bill. Before giving this advice, it is usual to seek the views of the House Authorities. The Legislation Committee[16] and the Whips will want to know whether or not a Bill is likely to be certified as a Money Bill.

1.40 We need to keep our advice under review as a Bill progresses through the Commons; amendments made during a Bill's passage might impact on certification.

1.41 Questions about whether individual Bills should, or should not, be certified as Money Bills do not need to be referred to First Parliamentary Counsel unless they raise important points of principle.

[11] See, for example, the Bill for the Education (Grants and Awards) Act 1984.

[12] The Taxation (International and Other Provisions) Act 2010 was not certified.

[13] See para 37.30.

[14] HC Deb (1912) 41, cols 2667-8.

[15] Erskine May, para 37.30.

[16] Previously known as "the Parliamentary Business and Legislation Committee" or "PBL Committee".

Chapter 2 MONEY BILLS: OTHER ISSUES

Introduction

1.42 This chapter looks at the requirements (other than certification as a Money Bill) for presenting a Bill for Royal Assent under section 1 of the Parliament Act 1911.

1.43 The requirements are:

- the Bill must have been passed by the Commons and sent up to the Lords at least one month before the end of the session;
- it must not have been passed by the Lords without amendment within one month after being sent to them by the Commons; and
- there must be no direction from the Commons that the Bill should not be presented for Royal Assent.

Sending up at least one month before end of session

1.44 For the purposes of this requirement, "month" means calendar month (the definition of "month" in the Interpretation Act 1978 applies).

1.45 The House of Commons Library's Briefing Paper on "The Parliament Acts" (No. 00675, 25 February 2016) notes at paragraph 2.1 that the exact interpretation of "one month" has never been tested. It suggests that the safest assumption is likely to be to treat "one month" as meaning, in practice, one calendar month and one day.

1.46 The question may arise as to which day a Bill is sent up to the Lords if, when the Bill is passed by the Commons, the Lords is not sitting (for example, because at that time the Lords have adjourned to the next sitting day). Lords Standing Order No. 49(1) may be relevant to this question. It provides that—

> "If a public bill is passed by the Commons and is brought to the Office of the Clerk of the Parliaments at a time when this House is not sitting, whether adjourned until a future day or during pleasure, and if it is for the convenience of this House that copies of the bill should be circulated before the bill is read a first time, the bill shall be deemed to have been brought from the Commons and the Clerk of the Parliaments shall arrange for the printing and circulation of copies of the bill and any Explanatory Notes thereto."

Not passed by Lords without amendment within one month after being sent

1.47 It should generally be clear whether the Lords have passed a Bill without amendment, and done so within the allotted one month.

1.48 In practice, certification of a Bill as a Money Bill tends to mean that no Lords amendments to the bill are tabled, albeit that amendments are possible.[17]

1.49 Erskine May[18] refers to it being, in recent years, the "normal, but not invariable, practice of the House of Lords ... not to go into committee on 'Money Bills', whether or not they are also Bills of Aids and Supplies". The footnotes to this entry record that the Lords last went into committee on a Money Bill on 9 January 1995, on the European Communities (Finance) Bill. Erskine May reflects what is in the Companion to the Standing Orders and Guide to the Proceedings of the House of Lords (2017 - see para 8.48) which states that "In order to save the time of the House, supply bills and money bills are not usually committed. This is the invariable practice in the case of supply bills and the normal practice for money bills."

1.50 The usual procedure for a Money Bill in the Lords is for all substantive proceedings to be taken on a single day, with the order for commitment discharged, no Report stage and a formal Third

[17] The Safeguarding of Industries Bill 1921 (certified as a Money Bill) was amended in the Lords. The procedure where the Lords amend a Money Bill was therefore the subject of a ruling by Mr. Speaker Whitley on 18 August 1921 (HC Deb (1921) 146, cols 689-1693). The view then taken was that there was nothing in the 1911 Act which prevented the Commons taking into consideration Lords amendments to a Money Bill.

[18] See para 37.32.

Reading.[19] Lords Standing Order No. 44 prevents two stages on one day and so a Business of the House motion is needed to dispense with the Standing Order. In the case of the Bill for the Savings Accounts and Health in Pregnancy Grants Act 2010 the opposition tabled an amendment to the motion to the effect that the Bill should go through its stages on a timetable that allowed proper scrutiny and enabled both Houses to pass the Bill without recourse to the Parliament Act 1911. In debate, Lord McKenzie for the opposition indicated that he wanted there to be a Committee stage on the basis that, although the Commons could present the Bill for Royal Assent regardless of any amendments made by the Lords, it was not bound to ignore such amendments. The amendment to the motion was defeated on division and the motion agreed to.

1.51 Lords amendments to a Money Bill may be agreed to by the Commons - see, for example, the China Indemnity (Application) Bill 1925, the Unemployment Assistance (Temporary Provisions) Extension Bill 1935-6 and the Inshore Fishing Industry Bill 1946.[20] In the case of the Unemployment Assistance (Temporary Provisions) Extension Bill and the Inshore Fishing Industry Bill the whole process of agreeing the amendments was completed within the allotted month. In the case of the China Indemnity (Application) Bill the Bill came back amended from the Lords within the allotted month and the amendment was printed and awaiting consideration when the month expired. It was eventually discussed and agreed after the month had expired (on 29 June 1925 having passed the Commons on 4 May of that year). There was no Commons motion directing that the Bill not be presented for Royal Assent under section 1 of the 1911 Act. However, it seems that the fact of the Commons having ordered the amendment to be printed and put down for consideration may have been treated as if it were a direction disapplying section 1.

1.52 If there is no agreement on any of the Lords amendments between the Commons and the Lords, the Commons can enact the Bill under section 1 because it has not been passed by the Lords without amendment within one month after it was sent to them by the Commons.

1.53 If there is agreement on some of the Lords amendments but not all of them, Erskine May states:

> "... it would not be possible for the Commons, while agreeing to certain amendments made by the Lords to a certified bill and disagreeing to others, to secure the Royal Assent to the bill under the terms of section 1 of the Act".[21]

1.54 Again (see paragraph 2.3) "month" means "calendar month". Care needs to be taken in cases where the month would expire during a Lords recess. In such cases, it may be appropriate to adjust the time when the Bill is sent to the Lords or it may be appropriate for the Commons to give a direction such that section 1 of the 1911 Act does not apply.

No direction from Commons that Bill should not be presented for Royal Assent

1.55 There have been occasions when the Commons have directed that a Bill should not be presented for Royal Assent under section 1.

1.56 This has happened where the allotted month has run out, or it has become clear that it will run out, before the Bill comes back from the Lords and the Commons have wanted to avoid enacting the Bill under section 1:

(1) The Land Settlement (Scotland) Bill 1934 was passed by the Commons (and the Clerk ordered to carry the Bill to the Lords) on 29 May 1934 and was recorded in the Lords Journal as having been brought from the Commons, read the first time and ordered to be

[19] Unusually, when proceedings on the Northern Ireland Budget Bill were taken in the Lords on 7 February 2023 there were two motions of regret (tabled by Lord Hain and Lord Dodds of Duncairn) which invited the House to put on record a particular point of view in agreeing to Second Reading. The motions did not pass, although the Bill's passage would not have been affected even if they had. These are believed to be the first motions of regret to have been attached to a Money Bill, although one was tabled and then withdrawn in 1994. (In 2018 two motions of regret were tabled to the Taxation (Cross- border Trade) Bill, which was a Bill of Aids and Supplies but not a Money Bill, one of which was pressed to a vote and disagreed and the other withdrawn.)

[20] Erskine May para 37.32, FN2.

[21] See para 37.32.

printed on 30 May 1934. Due to an oversight, it did not receive a second reading until 4 July. It was passed without amendment on 5 July. Having received a message to that effect the Commons later on 5 July directed that section 1(1) should not apply.

(2) The National Theatre and Museum of London Bill 1972-73 was passed by the Commons on 13 December 1972 and was recorded in the Lords Journal as having been brought from the Commons, read the first time and ordered to be printed on 14 December 1972. By 20 December 1972 it was clear the Lords could not reasonably be expected to pass it until after the Christmas recess and on that day the Commons directed that section 1(1) should not apply. The Bill was passed by the Lords without amendment in the second week of February 1973.

(3) The Parliamentary and other Pensions and Salaries Bill 1976 was passed by the Commons on 23 July 1976 and was recorded in the Lords Journal as having been brought from the Commons, read the first time and ordered to be printed on 27 July 1976. Because of pressure of business the Lords had not dealt with it when they rose for the summer recess on 6 August 1976. The Lords passed it on 7 October 1976 without amendment. On returning from the summer recess the Commons directed, on 12 October 1976, that section 1(1) should not apply.

(4) The Ministerial and other Salaries Bill 1997 was passed by the Commons on 23 July 1997 and was recorded in the Lords Journal as having been brought from the Commons, read the first time and ordered to be printed on 24 July 1997. Because of the summer recess, the Lords did not agree it without amendment until 27 October 1997. On 5 November 1997, the Commons directed that section 1(1) should not apply. The Bill received Royal Assent on 6 November 1997 (the only previous Royal Assent day since the Bill left the Commons was on 31 July when the allotted month had not expired).

1.57 Footnote 1 to paragraph 37.30 of Erskine May states that the Commons direction generally comes after the Lords have passed the Bill; that was the case with the Bills mentioned in (1), (3) and (4) in the preceding paragraph. This would suggest that, once the month has expired, the Commons direction does not have to come before the scheduling of a Lords stage.

1.58 That footnote also refers to the Rate Support Grants Bill 1985-86, in the context of a comment that "when the Lords passed a Money bill after the Commons had adjourned at the end of July, the bill received Royal Assent in the ordinary way in October without an order in the Commons to disapply s1(1) of the Act". The Bill was passed by the Commons on 22 July 1986 (but as part of the sitting that began on 21 July 1986) and was recorded in the Lords Journal as having been brought from the Commons, read the first time and ordered to be printed on 23 July 1986. It was passed by the Lords, without amendment, on 31 July 1986. The Commons was then in recess and the recess did not end until 21 October 1986. So it was not until this day that a message was brought from the Lords that the Lords had agreed to the Bill without amendment. Royal Assent was signified on the same day. On this basis, there was no need for a Commons direction disapplying s1(1) of the 1911 Act because the Bill had been passed by the Lords without amendment within one month after being sent to the Lords by the Commons.

1.59 The form of the motion in the case of the Ministerial and other Salaries Bill was—

> "That, in pursuance of the Parliament Act 1911, this House directs that the provisions of section 1(1) of that Act shall not apply to the Ministerial and other Salaries Bill."

We may be asked to draft and advise on the motion. The motion is debatable in the Commons for up to 90 minutes and the debate is exempted business; Commons Standing Order No. 16 applies to the debate on the motion.

1.60 There was some discussion in Parliament when the Parliament Bill was being debated as to whether section 1(1) requires the Bill to be presented for Royal Assent immediately the month is up.[22] The

[22] 10 April 1911 - HC Deb (1911) 24, cols 121-133.

view put forward in answer by Sir Herbert Samuel was that the section imposes an obligation to present for Royal Assent but does not specify when this is to be done. The timing of the issuing of a commission for giving Royal Assent is a matter for His Majesty's Ministers to advise on, that is to say the government fixes the date. The general rule is that when a commission is prepared all Bills should be inserted which are then waiting for Royal Assent or which are likely to have passed by the time Royal Assent is to be declared.[23]

[23] Erskine May, para 30.36.

APPENDIX - BILLS CERTIFIED AS MONEY BILLS SINCE 1911

The list excludes:

(a) Finance Bills which are often, but not always, certified, and

(b) Consolidated Fund and Appropriation Bills, now Supply and Appropriation Bills, which are always certified.

(It also excludes Isle of Man (Customs) Bills, which appear usually to have been certified and are no longer passed at Westminster as Tynwald has power to legislate.)

1913

- Provisional Collection of Taxes
- Government of the Soudan Loan
- Public Building Expenses
- Telegraph (Money)

1914

- Government of the Soudan Loan
- Anglo-Persian Oil Company (Acquisition of Capital)
- East African Protectorates (Loans)
- Consolidated Fund (Appropriation)
- War Loan
- Death Duties (Killed in War)
- Superannuation

1914-16

- War Loan Extension
- Police Magistrates (Superannuation)
- American Loan

1917-18

- Army (Annual) Act (1916) Amendment
- War Loan

1918

- War Loan
- Government War Obligations

1919

- Representation of the People (Returning Officers' Expenses)
- Civil Contingencies Fund
- Disabled Men (Facilities for Employment)
- Retired Officers (Civil Employment)
- War Loan
- Government War Obligations
- Government of the Soudan Loan
- Superannuation (Prison Officers)

1920

- Resident Magistrates (Ireland)
- Telegraph (Money)
- British Empire Exhibition (Guarantee)

1921

- Mr Speaker's Retirement
- Housing (Scotland) (No. 2)
- Overseas Trade (Credits and Insurance Amendment)
- Land Settlement Amendment
- Safeguarding of Industries
- Telegraph (Money)
- Irish Railways (Settlement of Claims)

1922

- Diseases of Animals
- Government of the Soudan Loan (Amendment)
- Anglo-Persian Oil Company (Payment of Calls)
- Telegraph (Money)

1924

- Diseases of Animals
- West Indian Islands (Telegraph)
- Telegraph (Money)
- Old Age Pensions

1924-25

- Irish Free State Land Purchase (Loan Guarantee)
- War Charges (Validity)
- China Indemnity (Application)
- Diseases of Animals
- Telegraph (Money)
- Safeguarding of Industries (Customs Duties)

1926

- Palestine and East Africa Loans (Guarantee)

1928

- Mr Speaker's Retirement
- Post Office and Telegraph (Money)

1928-29

- Overseas Trade
- Pensions (Governors of Dominions)
- Police Magistrates (Superannuation)
- Superannuation (Diplomatic Services)
- Unemployment Insurance

1929-30

- Air Transport (Subsidy Agreements)
- Highlands and Islands (Medical Service)
- Additional Grant
- Overseas Trade
- Unemployment Insurance
- Unemployment Insurance (No. 3)
- Unemployment Insurance (No. 4)

1930-31

- China Indemnity (Application)
- Palestine and East Africa Loans
- Post Office and Telegraph (Money)
- Unemployment Insurance
- Unemployment Insurance (No. 2)
- Unemployment Insurance (No. 4)

1931-32

- Abnormal Importations (Customs Duties)
- Horticultural Products (Emergency Customs Duties)
- Import Duties
- Transitional Payment Prolongation (Unemployed Persons)

1932-33

- Austrian Loan Guarantee
- Exchange Equalisation Account
- Local Government (General Exchequer Contributions)

1933-34

- British Hydrocarbon Oils Production
- Cattle Industry (Emergency Provisions)
- Land Settlement (Scotland)
- Overseas Trade
- Rural Water Supplies
- Statutory Salaries (Restoration)

1934-35

- Cattle Industry (Emergency Provisions)
- Cattle Industry (Emergency Provisions) (No. 2)
- London Passenger Transport (Agreement)
- Post Office and Telegraph (Money)

1935-36

- British Shipping (Continuation of Subsidy)
- Cattle Industry (Emergency Provisions)
- Pensions (Governors of Dominions Etc.)
- Railways (Agreement)
- Unemployment Assistance (Temporary Provisions) (Extension)

1936-37

- Beef and Veal Customs Duties
- British Shipping (Continuance of Subsidy)
- Defence Loans
- Empire Settlement
- Exchange Equalisation Account
- Export Guarantees
- Isle of Man (Customs)
- Post Office and Telegraph (Money)
- Statutory Salaries

1937-38

- Air Navigation (Financial Provisions)
- Anglo-Turkish (Armaments Credit) Agreement

1938-39

- China (Currency Stabilisation)
- Czecho-Slovakia (Financial Assistance)

- Exchequer and Audit Departments (Temporary Provisions)
- Export Guarantees
- Import Duties (Emergency Provisions)
- Income Tax Procedure (Emergency Provisions)
- Mining Industry (Amendment)
- Overseas Trade Guarantees
- Post Office and Telegraph (Money)

1939-40
- Gas and Steam Vehicle (Excise Duties)
- Isle of Man (Customs)
- National Loans
- National Loans (No. 2)

1940-41
- National Loans
- Colonial War Risks Insurance (Guarantees)
- War Damage (Extension of Risk Period)
- Local Government (Financial Provisions) (Scotland)

1941-42
- National Loans
- Post Office and Telegraph (Money)

1942-43
- National Loans
- Wage Earners' Income Tax

1943-44
- Income Tax (Offices and Employment)
- National Loans

1944-45
- Export Guarantees
- Income Tax

1945-46
- Inshore Fishing Industry
- Local Government (Financial Provisions) (Scotland)
- Agricultural Development (Ploughing Up of Land)
- Miscellaneous (Financial Provisions)
- Post Office and Telegraph (Money)
- Ministerial Salaries

1946-47
- Agriculture (Emergency Payments)
- Malta (Reconstruction)

1947-48
- Export Guarantees
- Jersey and Guernsey (Financial Provisions)
- Lord High Commissioner (Church of Scotland)

- Pensions (Governors of Dominions Etc.)
- Post Office and Telegraph (Money)
- Princess Elizabeth's and Duke of Edinburgh's Annuities

1948-49
- Armed Forces (Housing Loans)
- British Film Institute
- Coal Industry (No. 2)
- Colonial Development and Welfare
- Colonial Loans
- Export Guarantees
- Judges Pensions (India and Burma)
- Minister of Food (Financial Powers)
- Overseas Resources Development
- Profits Tax

1950
- Agriculture (Miscellaneous Provisions)
- Cinematograph Film Production (Special Loans)
- Post Office and Telegraph (Money)

1950-51
- Consolidated Fund (Civil List Provisions)
- Exchequer and Audit Departments
- Export Guarantees
- Festival of Britain (Additional Loans)
- Rural Water Supplies and Sewerage
- Superannuation

1951-52
- Agriculture (Calf Subsidies)
- Agriculture (Fertilisers)
- Agriculture (Ploughing Grants)
- Empire Settlement
- Export Guarantees
- New Towns
- Post Office and Telegraph (Money)
- Mr. Speaker Clifton Brown's Retirement

1952-53
- Civil Contingencies Fund
- Colonial Loans
- New Towns

1953-54
- Armed Forces (Housing Loans)
- British Industries Fair (Guarantees and Grants)
- Civil Defence (Electricity Undertakings)
- Judges' Remuneration
- Post office and Telegraph (Money)
- Royal Irish Constabulary (Widows' Pensions)
- Superannuation (President of Industrial Court)

1954-55

- New Towns
- Pensions (India Pakistan and Burma)

1955-56

- Governors' Pensions
- Hill Farming
- Miscellaneous Financial Provisions
- Post Office and Telegraph (Money)
- Rural Water Supplies and Sewerage
- Sudan (Special Payments)

1956-57

- Agriculture (Silo Subsidies)
- Customs Duties (Dumping and Subsidies)
- Empire Settlement
- Export Guarantees
- Hydrocarbon Oil Duties (Temporary Increase)
- Ministerial Salaries
- Superannuation
- Tanganyika Agricultural Corporation
- White Fish and Herring Industries (No. 2)

1957-58

- Distribution of Industry (Industrial Finance)
- Import Duties
- National Health Service Contributions
- Nationalised Industries Loans
- Post Office and Telegraph (Money)

1958-59

- Agricultural Improvements Grants
- Agricultural Mortgage Corporation
- Agriculture (Small Farmers)
- Armed Forces (Housing Loans)
- Development of Inventions
- Education
- European Monetary Agreement
- Export Guarantees
- Income Tax (Repayment of Post War Credits)
- International Bank and Monetary Fund
- National Assistance
- National Galleries of Scotland

1959-60

- Coal Industry
- Commonwealth Teachers
- Foreign Service
- Iron and Steel (Financial Provisions)
- Legal Aid
- Post Office and Telegraph (Money)

- Mr. Speaker Morrison's Retirement
- War Damage (Clearance Payments)

1960-61
- Indus Basin (Development Fund)
- National Health Service Contributions
- White Fish and Herring Industries

1961-62
- Coal Industry
- Colonial Loans
- Commonwealth Settlement
- Export Guarantees
- International Monetary Fund

1962-63
- Foreign Compensation
- Fort William Pulp and Paper Mills
- Local Employment

1963-64
- Air Corporations
- Export Guarantees
- Income Tax Management
- International Development Association
- New Towns
- Post Office (Borrowing Powers)
- Shipbuilding Credit

1964-65
- Armed Forces (Housing Loans)
- The Honourable Lady Hilton Foster's Annuity
- Housing (Amendment) (Scotland)
- International Monetary Fund
- Overseas Development and Service

1965-66
- Rural Water Supplies and Sewerage

1966-67
- Bus Fuel Grants
- Commonwealth Settlement
- Export Guarantees
- Fishing Vessel Grants
- Military Aircraft (Loans)
- Selective Employment Payments

1967-68
- Customs Duties (Dumping and Subsidies) (Amendment)
- National Loans
- Revenue (No. 2)

1968-69

- Customs (Import Deposits)
- Local Government Grants (Social Need)
- National Theatre
- New Towns
- Shipbuilding Industry

1969-70

- Customs (Import Deposits)
- Export Guarantees and Payments
- Housing (Amendment) (Scotland)
- Industrial Development (Ships)
- National Health Service (Contributions)
- Rural Water Supplies and Sewerage (Scotland)
- Transport (London) Amendment

1970-71

- Contingencies Fund
- Family Income Supplements
- Harbours (Amendments)
- Income and Corporation Taxes (No. 2)
- International Monetary Fund
- Investment and Building Grants
- Mr. Speaker King's Retirement
- Rolls-Royce (Purchase)
- Rural Water Supplies and Sewerage
- Shipbuilding Industry

1971-72

- Civil List
- Harbour (Loans)
- Mineral Exploration and Investment and Building
- Grants Amendment
- Ministerial and other Salaries
- New Towns
- Overseas Investment and Export Guarantees
- Transport (Grants)

1972-73

- Concorde Aircraft
- National Theatre and Museum of London
- Northern Ireland (Financial Provisions)
- Pensioners and Family Income Supplement Payments
- Sea Fish Industry

1973-74

- Channel Tunnel (Initial Finance)
- Pensions (Increase)

1974

- Contingencies Fund
- Independent Broadcasting Authority

1974-75

- British Leyland
- Export Guarantees Amendment
- National Theatre
- Oil Taxation

1975-76

- Development Land Tax
- Electricity (Financial Provisions) (Scotland)
- Housing (Amendment) (Scotland)
- Industry (Amendment)
- National Coal Board (Finance)
- Northern Ireland (Loans)
- OECD Support Fund
- Parliamentary and other Pensions and Salaries

1976-77

- Covent Garden Market (Financial Provisions)
- International Finance, Trade and Aid
- Job Release
- National Insurance Surcharge
- New Towns
- Nuclear Industry (Finance)
- Transport (Financial Provisions)

1977-78

- Finance (Income Tax Reliefs)
- Iron and Steel (Amendment)

1978-79

- Industry
- Pneumoconiosis (Workers' Compensation)

1979-80

- European Assembly (Pay and Pensions)
- Highlands and Islands Air Services (Scotland)
- New Towns
- Petroleum Revenue Tax
- Port of London (Financial Assistance)

1980-81

- Gas Levy
- Iron and Steel Borrowing Powers
- Ports (Financial Assistance)
- Redundancy Fund

1981-82

- Housing (Amendment) (Scotland)
- Industry
- Nuclear Industry (Finance)

1982-83
- National Insurance Surcharge

1983-84
- International Monetary Arrangements
- Oil Taxation

1984-85
- Milk (Cessation of Production)
- London Regional Transport (Amendment)
- Coal Industry
- European Communities (Finance)

1985-86
- Northern Ireland (Loans)
- Education (No.2)
- Rate Support Grants

1986-87
- Advance Petroleum Revenue Tax
- Rate Support Grants

1987-88
- European Communities (Finance)
- Rate Support Grants

1988-89
- None

1989-90
- None

1990-91
- None

1991-92
- Stamp Duty (Temporary Provisions)

1992-93
- Car Tax (Abolition)
- Disability (Grants)

1993-94
- None

1994-95
- European Communities (Finance)

1995-96
- National Health Service (Residual Liabilities)

1996-97
- None

1997-98
- Ministerial and other Salaries
- Tax Credits (Initial Expenditure)

1998-99
- None

1999-2000
- None

2000-01
- Capital Allowances

2001-02
- Civil Defence (Grant)

2002-03
- European Communities (Finance)
- National Insurance Contributions
- Income Tax (Earnings and Pensions)
- Industrial Development (Financial Assistance)

2003-04
- Age-Related Payments

2004-05
- Income Tax (Trading and Other Income)

2005-06
- None

2006-07
- Rating (Empty Properties)
- Planning-gain Supplement (Preparations)
- Income Tax

2007-08
- European Communities (Finance)

2008-09
- Corporation Tax
- Industry and Exports (Financial Support)

2009-10
- Corporation Tax
- Fiscal Responsibility

2010-12
- Equitable Life (Payments)
- Savings Accounts and Health in Pregnancy Grant
- Loans to Ireland
- Water Industry (Financial Assistance)

2012-13

- HGV Road User Levy
- Infrastructure (Financial Assistance)
- Small Charitable Donations

2013-14

- High Speed Rail (Preparation)

2014-15

- Childcare Payments
- Taxation of Pensions
- Stamp Duty Land Tax
- Corporation Tax (Northern Ireland)

2016-17

- Small Charitable Donations and Childcare Payments Bill
- Savings (Government Contributions) Bill
- Commonwealth Development Corporation Bill

2017-19

- Northern Ireland Budget Bill
- Northern Ireland Budget (Anticipation and Adjustments) Bill
- Northern Ireland Budget (No.2) Bill
- Northern Ireland Budget (Anticipation and Adjustments) (No.2) Bill
- Non-Domestic Rating (Preparation for Digital Services) Bill

2019

- Northern Ireland Budget Bill

2019-21

- Direct Payments to Farmers (Legislative Continuity) Bill
- NHS Funding Bill
- Contingencies Fund Bill
- Windrush Compensation Scheme (Expenditure) Bill
- Stamp Duty Land Tax (Temporary Relief) Bill
- Taxation (Post-transition Period) Bill
- Contingencies Fund (No.2) Bill

2021-22

- Health and Social Care Levy Bill
- Compensation (London Capital & Finance plc and Fraud Compensation Fund) Bill

2022-23

- Social Security (Additional Payments) Bill
- Energy (Oil and Gas) Profits Levy Bill
- Health and Social Care Levy (Repeal) Bill
- Stamp Duty Land Tax (Temporary Relief) Bill
- Northern Ireland Budget Bill
- Social Security (Additional Payments) (No. 2) Bill
- Northern Ireland Budget (No. 2) Bill

2023-24

- Post Office (Horizon System) Compensation Bill

2024-26

- Budget Responsibility Bill
- Financial Assistance to Ukraine Bill
- Industry and Exports (Financial Assistance) Bill
- Universal Credit (Removal of Two Child Limit) Bill
- Grenfell Tower Memorial (Expenditure) Bill
- Ministerial Salaries (Amendment) Bill