



Dedicated to Parliamentary Excellence



PARLIAMENTARY VALUES AND BEST PRACTICES
(Second Edition)

Participants' Handbook

Module 19

August, 2018



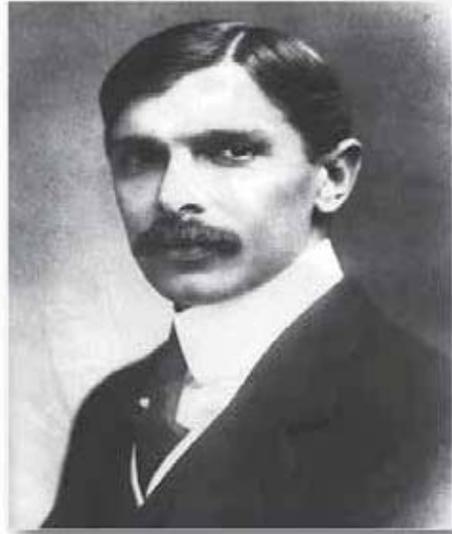
PAKISTAN INSTITUTE FOR PARLIAMENTARY SERVICES
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The first and the foremost thing that I would like to emphasize is this – remember that you are now a Sovereign Legislative body and you have got all the powers. It, therefore, places on you the gravest responsibility as to how you should take your decisions.

(Presidential Address to the Constituent Assembly of Pakistan on 11th August, 1947)

PIPS MODULE SERIES

“Your reputation and integrity are everything. Follow through on what you say you’re going to do. Your credibility can only be built over time, and it is built from the history of your words and actions.”

Maria Razumich-Zec

Email: research@pips.gov.pk



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PREFACE

Parliamentary democracy is based on age old traditions of public participation, integrity, accountability and transparency, which are hallmarks of effective Parliaments the world over. These best practices help Members of the Parliament to win the trust of the public, who then provide them complete support in undertaking public reforms and contributing towards making the country strong and prosperous.

We are pleased to share this Handbook on Parliamentary Values and Best Practices, 2nd Edition, (2018) with the kind readers. The book is aimed at developing insights about some of the international parliamentary values and best practices cherished by world democracies. The handbook also throws light on key practices viz a viz parliamentary values and ethics that have developed as a tradition in our country. The publication mentions key provisions from the Rules of Procedure of the Senate, National Assembly and the provincial assemblies in this regard.

The handbook is especially prepared by the Pakistan Institute for Parliamentary Services for its New Members Orientation Programme 2018 for the newly elected Members of the National Assembly as well as the four Provincial Assemblies of Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh. The Institute intends to host numerous thematic programmes on various dimensions of parliamentary life for the newly elected Members throughout the first parliamentary year.

We extend our congratulations to all newly elected legislators and wish them a wholesome contribution in performing their role in representation, law making, and oversight of executive as well as providing an informed national guidance, which remains key to country's happy and prosperous future.

Happy Reading!


(Zafarullah Khan)
Executive Director

Islamabad
Wednesday, August 8, 2018

Ataturk Avenue (Service Road) Sector F-5/2, Islamabad.

ACKNOWLEDGEMENTS

Islamabad, August 8, 2018

The core values of integrity, accountability and transparency are the hallmark of effective Parliaments and public representatives the world over. These outline the basic principles that all Members of the Parliament are expected to comply in order to win the trust of the public, who then provide them complete support in undertaking public reforms and contributing towards making the country strong and healthy.

In this context, the Pakistan Institute for Parliamentary Services has taken it as a priority area for its capacity building agenda for the members and officials of the National Parliament and the provincial assemblies as well as holders of public offices.

This second edition of the Handbook on Parliamentary Values and Best Practices (August, 2018) has been conceived, prepared and edited by the Research and Legislation wing of the Pakistan Institute for Parliamentary Services. The book is updated version of 1st edition authored by Ms Tehseen Khalid, Deputy Director (Research) and Mr Alistair Doharty, former Clerk at UK House of Commons. An editorial board comprising the Research and Legislation wing officers of PIPS have updated the second edition. The publication draws comparative analysis of the parliamentary values and code of ethics voluntarily practised in world parliaments in addition to evolving tradition and provisions in Rules of Procedure of the National Parliament and four provincial (state) assemblies in Pakistan

The Handbook is part of Institute's special MPs' Folder for the scheduled New Members Orientation Programme for Members of the National Assembly as well as the four Provincial Assemblies after the 2018 General Elections in Pakistan.

We wish the newly elected Members of Parliament a heartiest welcome to parliamentary practices that is key to performing their key functions of law making, representation, oversight and budget scrutiny as well as national leadership in a befitting manner. The Team PIPS also welcome any feedback and suggestions by the participants of our programmes and readers of the handbook at: research@pips.gov.pk

Research and Legislation Wing
Pakistan Institute for Parliamentary Services

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CONTENTS		Page No
Section 1		
Conduct vs. Ethics		
Rationale		03
Ethics and Conduct		03
Drafting a Code		05
Some caveats on the attempt to regulate conduct by codes		08
Types of Code		08
Contents of a Code		09
Conflict of Interest		11
Key Requirements of a functioning Parliament		16
CPA Recommended Benchmarks for Codes of Conduct applying to Members of Parliament		17
Guiding Principles for parliamentarians		20
Section 2		
International Parliamentary Practices		
Australia		25
United Kingdom		27
The Scottish Parliament		32
Canada		34
South Africa		36
Universal Standards for Parliamentarians Set by American Institute of Parliamentarians and National Association of Parliamentarians		38
The Eight Universal Laws of Leadership		40
Why Leaders Fail?		41
Section 3		
Code of Conduct in Pakistan		
Rules to be observed by members while present in the Senate		44
Rules to be observed by members while present in the National Assembly		50

Rules to be observed by members while present in Provincial Assembly of Balochistan	52
Rules to be observed by members while present in Provincial Assembly of Khyber Pakhtunkhwa	54
Rules to be observed by members while present in Provincial Assembly of Punjab	55
Rules to be observed by members while present in Provincial Assembly of Sindh	56
References	60
Glossary of Parliamentary Terms	63
Appendix-I: Preamble of The Constitution of Islamic Republic of Pakistan	74
Appendix-II: Founder of the Nation Quaid-e-Azam Muhammad Ali Jinnah's presidential address to the Constituent Assembly of Pakistan August 11, 1947	76
Author's Profile	80
Editor's Profile	82

OBJECTIVES

The objectives of this handbook are

- i. To provide reform-minded parliamentarians useful guidance to develop the numerous building blocks of an effective conduct and values regime for creating a positive culture within a legislature.*
- ii. To develop understanding viz a viz core values of Parliamentary practice, which would enhance the public trust in democratic political system and in the Members themselves.*

Section 1

CONDUCT VS ETHICS

Chapter 1

INTRODUCTION

Rationale

Parliamentary Codes of Conduct have become common in the last couple of decades. The development is linked in part with greater public awareness and expectations from parliamentarians and other figures in public life.

The Codes are an attempt to set out the basic qualities to be exercised by a conscientious parliamentarian in the legislature. A new wave of Codes were developed by new and emerging parliaments in eastern Europe, partly as a way of demonstrating that the new legislatures represented change from the old Communist dominated assemblies and partly so that new deputies could have an accessible guide to proper parliamentary conduct as a legislator. Codes were found useful to reinforce parliamentary procedure.

Codes represent a method of building common understandings in order for the legislature to work effectively.

TERMINOLOGY

The word 'Code'

The term code of conduct is frequently used. This may give rise to misinterpretation. In some countries 'code' may have a legal connotation, whereas in countries with a common law tradition a 'code' implies something that is developed by agreement within an organisation and its application rests on non-statutory regulation. This is a matter which will affect the regime for enforcement of a code and any legal immunity for MPs: are the Courts to play a role or not?

ETHICS AND CONDUCT

The two terms are often used interchangeably and many codes are a mixture of the two; however, strictly speaking:

A Code of Ethics expresses principles that provide guidance in cases where no specific rule is in place, or where matters are unclear. It describes the minimum requirements for conduct, and behavioural expectations rather than specific activities. In simpler terms, ethics is the broader paradigm of values whereas conduct is its practical manifestation in day to day life of individuals, groups and societies.

Ethics primarily evolved out of human systems and societies who practised at most times a divine value system that focused human behaviour on prized values of truthfulness, honesty and integrity based on a social consensus to live and let live. These values as practised by the personality of the Holy Prophet Muhammad (Peace Be Upon Him) formed the basis of the code of life prescribed by Islam. The Prophet (PBUH) emphasised the key values of truth, accountability, equality, no discrimination, mutual responsibility of citizens in his historic last sermon and said:

“Oh people, be mindful of those who work under you. Feed and clothe them as you feed and clothe yourselves.”

The Pakistan’s first Constituent Assembly recognised the same core values as the basis of the new State in the form of the Objectives Resolution as early as in 1949, which later became the preamble and the substantial part of the 1973 consensus Constitution of the country.

The Preamble of the Constitution clearly identifies the authority of chosen representatives and also underlines the key values, which they would be expected to practise in the following words:

“And whereas it is the will of people of Pakistan to establish an order;

Wherein the State shall exercise its powers and authority through the chosen representatives of the people;

Wherein the principles of democracy, freedom, equality, tolerance and social justice, as enunciated by Islam, shall be fully observed...”

A Code of Conduct is a written list of rules (and sometimes principles) to guide conduct. It is expected to be more specific than a code of ethics and aims to provide clarity to MPs about expectations and, when it goes as far as to list the ‘do’s and don’ts’, it provides a measure by which MPs can be held to account.

“A legislative code of conduct is a formal document which regulates the behaviour of legislators by establishing what is considered to be acceptable behaviour and what is not. In other words, it is intended to create a political culture which places considerable emphasis on the propriety, correctness, transparency, and honesty of parliamentarians’ behaviour. However, the code of conduct is not intended to create this behaviour by itself.”

Stapenhurst and Pelizzo

Codes of conduct have two purposes

For the institution itself, where the purpose is to guide behaviour both inside the house or and outside the Parliament, specifically relationship with other parliamentarians and during formal proceedings.

For the wider public, where the purpose is to provide criteria that can be used to judge acceptable and unacceptable actions and in doing so to promote trust in the institution of Parliament and in parliamentarians themselves. The idea is that if public know the standards, and apply them, and if parliamentarians know the standards, live by them and apply them, then trust in the system will be enhanced and promoted.

DRAFTING A CODE

Sometimes political parties take the lead in driving reform, adopting tougher rules for their own members and using them to take lead against other parties into putting ethics reform on the agenda.

However, reforms driven by Parliament as a whole and rooted in consensus will be easier to enforce than those that are developed in a heavily politicised process. This highlights the importance of involving parliamentary authorities and a broad cross-section of parliamentarians, as well as senior political party leaders, to obtain cross-party commitment to, and ownership of, the code. Drafters should also think about how the legitimacy of the code can best be secured. For example, whether it is important to have the code adopted by the plenary, or whether deputies should be asked to sign the code individually.

It is also important that one body takes responsibility for driving the process of reform. It is common for an ad hoc committee within the legislature to be given the responsibility. The main alternative would be a

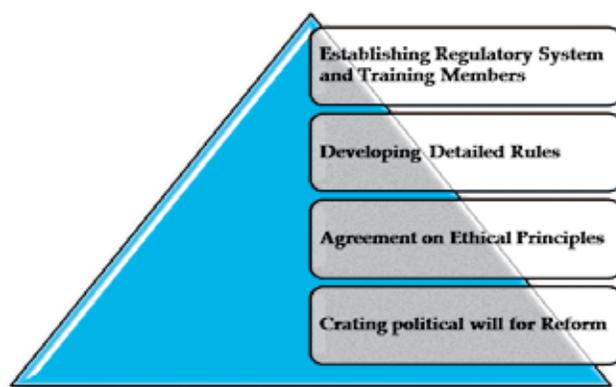
parliamentary Bureau, as in the French National Assembly. International comparisons and examples help, but each code will be unique and designed to address the particular problems within a Parliament. The support and active involvement of the Speaker/Presiding Officer is essential.

Irrespective of which body drafts it, a good code needs to satisfy the following requirements set out by the Organization of Economic Co-operation and Development (OECD)¹, and be:

- **Clear:** legible for all staff members;
- **Simple:** as simple as possible, but not forgetting that integrity is a complex topic;
- **Concrete:** uses specifics and examples, avoiding generalisations;
- **Structured:** is logically centred around a number of core values;
- **Consistent:** uses concepts in a consistent way;
- **Linked:** includes cross references to other documents and guidelines; and
- **Relevant:** moves beyond the obvious to issues where guidance is needed.

Developing code of ethics and conduct means establishing political agreement around the purpose of the regime in a certain culture where it needs to operate. In the early stages of its development, a wide range of MPs need to be involved through general debates and discussion. In the later stages however, a committee could be convened especially delegated the task for writing the rules, but again it must be accompanied by in house discussions and consultations.

¹ 78 OECD, "Towards a Sound Integrity Framework: Instruments, Processes, Structures and Conditions for Implementation, 23 April 2009, <[http://search.oecd.org/officialdocuments/displaydocumentpdf/?cote=GOV/PGC/GF\(2009\)1&doclanguage=en](http://search.oecd.org/officialdocuments/displaydocumentpdf/?cote=GOV/PGC/GF(2009)1&doclanguage=en)>.



Steps of developing code of ethics

QUESTIONS TO CONSIDER WHEN ESTABLISHING A CODE OR RULES TO CONTROL BEHAVIOUR

1. Should the Code or Rules be set out in the constitution or the law/ rules governing the Assembly? Some states have requirements that Rules are drawn up, but leave the detail to the legislatures themselves.
2. Should there be an external form of regulation presided over by the courts, or an internal form of regulation by the Speaker or a parliamentary committee?
3. What is the best forum or committee to draw up the Rules, so that all parties may have a role in drafting?
4. Should MPs be subject to requirements on attendance?
5. Should parties be subject to sanctions if their MPs disobey the rules? If so, what type of sanction?
6. How far should the rules apply to the parliamentary outbuildings or precincts?
7. Should there be rules requiring MPs to be respectful to parliamentary staff or to their own staff?

SOME CAVEATS ON THE ATTEMPT TO REGULATE CONDUCT BY CODES

A key consideration is how a code fits into a country's legislative and constitutional structure - that will determine what a code needs to cover. And in terms of enforcement, are the circumstances such that adjudication is possible in a reasonably non-partisan way. There is a danger of the international community seizing on codes as a cure-all to raise standards, the Catch-22 is that codes have to be implemented and enforced and you need the set of behaviours which the code seeks to create already in place if the code is to work effectively.

Some commentators talk of codes helping to raise standards of professionalism. But is being an MP a profession? In most cases there is no minimum entry requirement - in Pakistan for example similar to even democracies as old as UK, the suggestion of a minimum educational standard is seen as socially exclusive and counter to principle of representation - and, at least historically, discriminating against a vast majority of people or at least the interests of any of the major parties.

In the UK parliamentarians do not have criminal immunity, so the Code covers matters which are NOT criminal - and there are arrangements to make sure criminal matters go to the police. Other countries have provisions to waive immunity in these cases.

Some Codes refer to loyalty to the country, or to the values on which the country is felt to be based.

TYPES OF CODE

Codes can be short documents annexed to Rules of Procedure containing general principles of conduct, or they can be more detailed, cross referencing to the Constitution or the Rules, so that they are an overarching guide for all forms of legislative behaviour. They can be adopted by parliamentary resolution or included within the constitution of a state. They can be rules-based containing specific prohibitions, or principles based listing general aspects of good behaviour. These approaches are not mutually exclusive. Codes which only contain aspirations for good behaviour are unlikely to be effective.

Ideally, it is for the parliamentarians to develop the Code, but their drafting should also respond to demands from civil society. Many states embed the Code within the law of the state; others consider that the Code should be more flexible and subject to change after its use in practice. Much depends on the context within a particular legislature. If the Code can be redrafted easily then there may be concerns about manipulation by majority parties – the objective of the Code should be to raise professional standards, rather than provide a stick with which opposing parties to beat each other! The Australian code tackles this possibility by inserting in its code the provision that MPs will:

“Only make a complaint about the compliance of another Member with this Code of Conduct where they believe there are reasonable grounds to suspect non-compliance and not make any such complaint that is frivolous or vexatious or only for political advantage²”.

It is inevitable, however, that practical experience of any Code will lead to demands for changes in drafting. The UK House of Commons Code of Conduct has undergone three major revisions since its adoption in 1996.

CONTENTS OF A CODE

Codes will generally contain a statement of ideals to act in the best interests of the state and for the people. These are aspirational in nature. The Seven Principles of Public Life drawn up by the UK’s Committee on Standards in Public Life in 1994 has proved very influential. The seven principles set out in full below are intended to guide those holding public office and not just parliamentarians.

Codes may also require parliamentarians to support the parliament as a collective body. This may be particularly useful when attempting to create a positive culture within a new legislature.

² Standing Committee on Administration and Procedure, Code of Conduct for all Members of Legislative Assembly for the Australian Capital Territory Review, May 2017. Available At: https://www.parliament.act.gov.au/__data/assets/pdf_file/0018/1062072/Report-4-Review-of-the-Code-of-Conduct-Final.pdf

Seven Principles of Public Life (UK)

Selflessness

Holders of public office should take decisions solely in terms of the public interest. They should not do so in order to gain financial or other material benefits for themselves, their family, or their friends.

Integrity

Holders of public office should not place themselves under any financial or other obligation to outside individuals or organisations that might influence them in the performance of their official duties.

Objectivity

In carrying out public business, including making public appointments, awarding contracts, or recommending individuals for rewards or benefits, holders of public office should make choices on merit.

Accountability

Holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office.

Openness

Holders of public office should be as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest clearly demands.

Honesty

Holders of public office have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest.

Leadership

Holders of public office should promote and support these principles by leadership and example. Holders of public office should be as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest clearly demands.

But a Code must also contain specifics, so that there are benchmarks by which to compare behaviour. It may be appropriate to cover detailed etiquette in the chamber and in committee.

Codes may need to address behaviour in Parliament but outside the chamber. Parliamentarians also spend time in the parliamentary precincts, conducting meetings, talking to staff, making media announcements. A good code document would focus on consistent standards of behaviour no matter they may have different enforcement mechanisms.

CONFLICT OF INTEREST

It implies to the fact that private interests of a politician are in conflict with the public interest which they are representing.

Parliamentarians are expected to work for a common good, rather than their own private interests. To encourage that to happen, more and more parliaments have adopted specific rules on transparency. These can include a register of financial interests. The 2006 IPU study listed the types of registers which exist.

The disclosure of interests, that parliamentarians should declare their interests before debating an issue related to those interests, is also a relatively common protection against the so called 'conflict of interests'. This practice is included in the ethics rules of several countries, including: Australia, Canada, Czech Republic, France, Germany, Ireland, Korea, Mexico, Poland, South Africa, Spain, Sweden, Taiwan, the United Kingdom and the USA. In all of these countries conflict of interest restrictions try to prevent personal gains from the exercise of the public mandate.

Broadly, four categories under which declarable interests fall are assets, income, liabilities, gifts and travel.

Extracts from Handbook for Members of Lok Sabha

An Indian (Lok Sabha) guide to parliamentary etiquette in the chamber include:

- No personal insults or threatening behaviour
- No waving flags or symbols
- Listen to one another
- No barracking, or chanting slogans
- Remaining seated according to the seating arrangements
- Obeying the chair's rulings.

- a) **Assets:** In general parliaments do not require disclosure of assets. Provisions for placing assets in blind trusts apply to parliamentarians in the USA but that reflects the specific roles of Members of Congress under the separation of powers. In Westminster-type systems, where ministers are also parliamentarians, there may be blind trust arrangements for ministers' assets so as to avoid any suggestion of undue influence on their governmental decisions.
- b) **Income:** In most countries there are restrictions on certain forms of outside employment, deemed incompatible with holding elected office. Some Nordic states ban MPs from outside employment, or require MPs to make their tax returns public. But few countries have an outright ban on outside employment, and many MPs combine their official role with professions that can be pursued part-time such as journalism, the law or medicine. Where this is the case MPs should be obliged to declare by whom they are employed and how much they are being paid.
- c) **Liabilities:** If liabilities are built up the register needs to include details of how much is owed, to whom, the rate of interest and the reason for the debt.
- d) **Gifts and Travel:**
- i. **Argentina:** Direct ban on gifts directly related to the MP's position.
 - ii. **Australia:** MPs are allowed to accept gifts, provided they do not present a direct conflict of interest.
 - iii. **UK:** Gifts are acceptable, and do not have to be disclosed if they are unrelated to membership of parliament. But where they are related and valued above 1%³ of the annual parliamentary salary MPs are required to declare them and their value in the register of interests. Initially the UK adopted an approach of simply registering interests, thinking that transparency was all that mattered and that provided interests were known it was for the electorate to decide on an MP's conduct, to a situation now in which certain activities (such as paid advocacy) are simply prohibited. Additionally, in the UK, there is a requirement to declare non-pecuniary interests if

³ The 1% value threshold was introduced following a spate of trivial declarations in the register of members' interests which, though of amusement value to the media, threatened to make the system the subject of ridicule.

- they might be perceived as having an influence on a member's actions in any parliamentary proceeding. In House of Lords, any gift etc. of a value greater than £140 is registered in the Register of Lords' Interests.
- iv. **USA:** No gift valued at more than \$100 can be accepted by an elected official.⁴
 - v. **Pakistan:** MPs and public office holders are only allowed to accept small souvenirs/ gifts, provided they do not present a conflict of interest. All gifts received by the Government/Public functionaries irrespective of their prices, must be reported and deposited immediately to Toshakhana of the Cabinet Division, Government of Pakistan. Gifts valuing less than Pak Rs 30,000/- can be retained free of cost by the recipient. Gifts valued above PKR. 30,000/- may be allowed to retain on payment of 20% of the exceeding the basic exemption of Rs. 30,000/- to specific institution - "Tosha Khana," in the Cabinet Division of the Federal Government⁵.

Codes are generally expected to be transparent and open, requiring MPs to note a financial interest when speaking, or bringing forward amendments to legislation. The extent to which interests are detailed in a register is for the Parliament and the country's civil society to decide. France and Belgium keep these registers private and not open to public inspection, in Poland it is on the Parliament's website; in the UK the register is available for inspection and its periodic updating is eagerly awaited by the media.

PRIVACY AND PERSONAL CONDUCT

Declarations of interest may be most effective at reducing corruption (or the suspicion of it) if they are made publicly available and are scrutinised by civil society. But disclosure may need to be balanced with a right to privacy if otherwise suitable candidates are not to be deterred from standing as parliamentary candidates. Some Codes require parliamentarians to be upright and honest in their private lives, for example in business deals, or personal life, or minor offences. This may be resisted by MPs, who consider that what they do outside of politics should be private. However, some parliaments, including the UK and Lithuania, have decided that where the MP's private behaviour might bring the institution into the disrepute, such behaviour should be regulated.

⁴ Committee on Ethics USA, The House Gift Rule, available at: <https://ethics.house.gov/gifts/house-gift-rule>. Accessed on 10 July, 2018.

⁵ Federal Government of Pakistan - Establishment Division Notification No. 8/05/2017-TK, Available at <http://www.cabinet.gov.pk/frmDetails.aspx>. Accessed on 10 July, 2018.

REGULATING MINISTERS

In Westminster-style legislatures, where ministers remain as MPs while holding office, the normal Code of Conduct for MPs still applies. However ministers' role in using executive power is different from that of an ordinary MP. Canada and the UK have developed separate Codes of Conduct for ministers, recognising their distinct position, especially in relation to taking up employment after leaving ministerial office.

Codes of conduct are **MORE SPECIFIC** than codes of ethics, which may require members of the legislature to disclose their interests concerning:

- 1) Tax returns
- 2) Sources of patrimonial income
- 3) Investments
- 4) Sources of income of business of a partner or shareholder
- 5) Ownership interest in a business
- 6) Real estate interests
- 7) Offices and/or directorships held
- 8) Creditor indebtedness
- 9) Leases and other contacts with public entities
- 10) Retainers
- 11) Compensated representation before public entities
- 12) Fees and honoraria
- 13) Professional or occupational licenses held
- 14) Reimbursement of travel expenses from private sources
- 15) Deposits in financial institutions
- 16) Cash surrender value of insurance
- 17) Private employer or nature of private employment
- 18) Professional services rendered
- 19) Identification of trusts by trustee
- 20) Identification of trusts by beneficiary
- 21) Names of immediate family members
- 22) Financial interests of spouse.

RESTRICTIONS

Codes of conduct may enforce some additional **RESTRICTIONS** while asking legislature to disclose their interests including restrictions while legislator is in office or after the completion of his tenure in office.

The list of restricted activities generally includes the following items:

- Use of public position to obtain personal benefit
- Providing benefits to influence official actions
- Use of confidential government information
- Post-governmental employment for 2-years
- Receipt of gifts by officials or employees above a certain value
- Receipt of fees or honoraria by public officials or employees
- Representation private clients by public officials or employees
- Financial conflicts of interest
- Nepotism (favouritism granted to relatives regardless of merit)
- Political activity by employees
- Competitive bidding
- Outside employment or business activities by public officials or employees
- Travel payments from non-government services

Restrictions on ministers

No reporting public office holder shall, except as required in the exercise of his or her official powers, duties and functions,

- a. Engage in employment or the practice of a profession
- b. Manage or operate a business or commercial activity
- c. Continue as, or become, a director or officer in a corporation or an organization
- d. Hold office in a union or professional association
- e. Serve as a paid consultant
- f. Be an active partner in a partnership

Conflict of Interest Act, Canada

KEY REQUIREMENTS FOR A FUNCTIONING PARLIAMENT

The IPU has identified standard prohibitions in almost all parliaments on speech or behaviour which insult or intimidate another member or which obstruct the freedom of debate or voting; or which show disrespect to the institution or its Presiding Officer (PO).

Norms of appropriate behaviour can be grouped as follows:

SECURITY

- Safe access to Parliament-MPs must be able to reach the chamber safely and without being impeded.
- Security within Parliament - for MPs and their staff, not facing abuse, physical intimidation etc.
- Confidence in the security services maintaining safety of Parliamentarians- against internal and external threats.

ORDER

- Ritual and ceremony is used to create sense of order—symbols of Parliament, nation are displayed and respected.
- Order in the chamber maintained by Presiding Officer-there are no physical fights, level of insults is kept within acceptable bounds.
- Defamation of one MP by another is normally dealt with by disciplinary procedures within Parliament.
- There is respect for the decisions of the Presiding Officer and other officers of parliament.
- MPs should not crowd around or attempt to intimidate the PO or his officials.
- Order and calm is maintained in environs of Parliament- no hunger strikers, orderly lobbies of parliament.

EQUALITY OF ACCESS

- There is an open speaking list or the Presiding Officer calls MPs from all parties
- The record of proceedings is accurate.
- Female MPs or representatives of minorities are protected from abuse and receive equal access to debate.
- Translation/Interpretation services are provided where there is a proven need.

Plenary and committee papers prepared by the secretariat are available at the same time to all parties and factions with the parliament.

ATTENDANCE

Regular attendance of MPs is essential for the full functioning of a legislature. Most parliaments regulate their Members' attendance at Committees and plenary sessions through their standing orders, which typically require notification to the Presiding Officer of reasons for absence. Boycotts of parliament are challenged, either by mediation or through sanctions.

CPA RECOMMENDED BENCHMARKS FOR CODES OF CONDUCT APPLYING TO MEMBERS OF PARLIAMENT⁷

The Commonwealth Parliamentary Association (CPA) has recently recommended benchmarks for codes of conduct applying to Members of Parliament. The CPA encourages Branches to use these Benchmarks while framing their code of conduct for Members of Parliament. These are general in nature and can be adopted by small or large Countries. An extract of some benchmarks is given below:

Principles:

Members of Parliament shall:

- o Act in good conscience
- o Respect the intrinsic dignity of all
- o Act so as to merit the trust and respect of the community
- o Give effect to the ideals of democratic government and abide by the letter and spirit of the Constitution and uphold the separation of powers and the rule of law
- o Hold themselves accountable for conduct for which they are responsible
- o Exercise the privileges and discharge the duties of public office diligently and with civility, dignity, care and honour.

⁷ Commonwealth Parliamentary Association, Recommended Benchmarks for Codes of Conduct applying to Members of Parliament, United Kingdom, London, 2016.

Benchmarks for Codes of Conduct for Parliamentarians

Disclosure and Publication of Interests

The code shall indicate that each Member shall disclose every interest which may create a perception of conflict between an interest and the duties and responsibilities set out in PRINCIPLES. It shall prescribe provisions to which each Member is subject, with provisions to the effect as follows.

- 3.1.1 Each Member shall disclose to the Parliament all relevant interests that a reasonable person might think could give rise to the perception of influencing behaviour between the Member's duties and responsibilities and his/her personal interests (eg land and property assets, share-holdings, gifts, foreign travel, symbolic rewards (e.g. honorary degree), sources of income, remunerated employment, directorships, liabilities, hospitality and affiliations). These may be subject to specified thresholds. This applies to items received and could also apply to items donated or given. These shall be disclosed immediately following election and continuously updated within a reasonable period specified by the parliament above a specified threshold ⁸.
- 3.1.2 A Member shall not vote in a division on a question about a matter, other than public policy (i.e. government policy, not identifying any particular person individually and immediately) in which he or she has a particular direct pecuniary interest above a threshold (if specified).
- 3.1.3 A Member shall not use for personal benefit confidential information (i.e. non-public information) gained as a public officer.
- 3.1.4 There should be an effective mechanism to verify any disclosure and to immediately notify any discrepancy in a public report to the House.
- 3.1.5 The Parliament shall publish the interests disclosed and the

⁸ Five to 30 days is suggested

purposes and amounts of expenditure of public funds by each Member as soon as practicable in the most accessible means available e.g. parliamentary website⁹.

- 3.1.6 These provisions also apply to interests held by the member's spouse or close family members.

Use of Public Property

A code should make provision to the effect that a Member may use public funds, property or facilities only in the public interest and as permitted by law (does not include for party political purposes).

3.3 Inducements

- 3.3.1 A Member shall not accept any form of inducement that could give rise to conflict of interest or influence behaviour.
- 3.3.2 A member shall not engage in paid lobbying, paid parliamentary advice or paid advocacy.
- 3.3.3 A Member shall not use his or her position to seek or secure future employment, paid lobbying, consultancy work or other remuneration or benefit upon ceasing to be a Member of Parliament.
- 3.3.4 A Member shall represent the interests of constituents on an equitable basis and not on the basis of personal or political affiliations, or inducements.

3.4 Civility Members shall treat each other, the Parliament and the people with respect, dignity and courtesy, including parliamentary staff.

3.5 Behaviour

A Member shall not assault, harass, or intimidate another person.

3.6 Attendance

Every member shall attend every sitting of the House, in accordance with practice of the House, except with reasonable excuse, or in the case of extended absences, if excused in accordance with the practice of the House.

⁹ In open data format

GUIDING PRINCIPLES FOR PARLIAMENTARIANS

- Have a duty to uphold the law, including the laws against discrimination
- Behave with integrity: your political opponents are also your fellow parliamentarians; attack the policies not the person
- Know and use the Rules of Procedure; they are your rules and if you find fault in them, work to change them
- Attend and participate in assembly sessions and committee activities
- Develop a limited number of specialisms and become an authority on them
- Use many sources of help available to you from the Secretariat and PIPS; expect respect from the staff and give it in return
- Aim to persuade and seek consensus but recognise that others have the right to express and register their disagreement with you
- Make your speeches and interventions relevant and to the point
- Care for the good name of the parliament

- Use parliament to ensure the accountability of government
- Be a constructive opponent; do not use wrecking tactics
- Accept the authority of the speaker and the chair in committees
- Work for the common good or the national interest - however you see it - and not for your own private interests. Resolve any conflict between public and private interest, at once, and in favour of the public interest.
- Be scrupulous and honest in your use of parliamentary allowances and expenses
- Advocate for your constituents, irrespective of whether they are your supporters or not. But educate them as to your role and what therefore it is proper for you to do for them and for them to expect from you.
- Use the media to good effect but do not become the person who they can turn to for a comment on everything - it will undermine your credibility.

Section 2

INTERNATIONAL PARLIAMENTARY PRACTICE

Chapter 2

EXTRACTS FROM CODES OF CONDUCT IN VARIOUS PARLIAMENTS

These extracts are provided as examples of Codes addressing both ethical standards for all areas of a parliamentarian's activity, and also specific behaviours and etiquettes during parliamentary proceedings themselves.

AUSTRALIA

In Australia, six parliaments namely, New South Wales, Victoria, Queensland, Tasmania, Western Australia and Australian Capital Territory have formulated separate codes of conduct for Ministers and Members of Parliament. All parliaments in Australia have developed registers of pecuniary interests, while four legislatures, namely, New South Wales, Queensland, Tasmania and Australian Capital Territory have devised parliamentary ethics for their members.

Ministerial Code of Conduct

In 1996, former Australian Prime Minister John Howard compiled a public ministerial code of conduct. The code titled as "A Guide on Key Elements of Ministerial Responsibility" is also known as Howard Code. In 2006, Prime Minister Kevin Rudd introduced Standards of Ministerial Ethics which replaced the section on Ministerial Responsibilities in the Howard Code.

Standards of Ministerial Ethics

These standards serve as guidelines for Ministers as well as Parliamentary Secretaries. As a holder of a public officer, a Minister should act in accordance with the celebrated principles of integrity, fairness, accountability, responsibility and public interest.

In the light of these fundamental principles, the new standards included:

- Registration of lobbyists before seeking access to Ministers or their offices;

- Rules on post separation employment of ministers
- A ban on electoral fundraising at the Prime Minister's official residence and
- Requirements that ministers divest themselves of all shareholdings or place their shares in broad superannuation or trust funds.

Members of Parliament Code of Conduct

Presently, there is no specific formal code of conduct. The conduct of senators and members in the House is governed by the Standing Orders of Senate and the House of Representatives respectively. Offences such as corruption and bribery by members of parliament are proscribed under the Commonwealth Criminal Code. Any act or omission that interferes or obstructs a parliamentarian from performing his/her duties is prohibited under the Parliamentary Privileges Act, 1987.

Register of Interests

An important check on the conflict of interest is the requirement of disclosure of interest in the register of interests. In Australia, members of the Senate and the House Representatives are required to disclose their interests within 28 days of becoming a parliamentarian. Non-disclosure of interest in the register of interests results in contempt of parliament. This requirement was adopted through resolutions that were passed in both Senate and the House of Representatives.

Declaration of Gifts

In order to promote transparency, a resolution was passed vis-à-vis the declaration of gifts received by parliamentarians during the term of their office. When a parliamentarian ceases to be the Member of Parliament, he may retain a gift. However, this right is subject to following rules:

- The value of such a gift should not exceed \$750 if it is received from an official government source or \$300 if it is received from a private person or non-government body.
- If the parliamentarian elects pay the difference between the stated valuation limit and value of the gift.
- If the parliamentarian does not elect to retain the gift, it must be returned to the registrar.

UNITED KINGDOM

Ministerial Responsibility

In the United Kingdom, the conduct of ministers is governed under the Ministerial Code 2018. The Code requires Ministers to uphold the highest standards of integrity while performing their duties. The Ministerial Code covers a wide array of matters pertaining to the conduct of ministers. Under the Code the Ministers must adhere to the following principles:

- Ministers share a collective responsibility for their actions
- Ministers are answerable to the Parliament for the policies, decisions and actions of their departments.
- Ministers are bound to provide truthful and accurate information to the Parliament.
- Ministers should not withhold any information from Parliament or public.
- Ministers must ensure that there is no conflict of interests between their official duties and private interests.
- Ministers should refrain from accepting such gift or favour which can compromise their judgement or place them under an inappropriate obligation.
- Ministers must not use government resources for supporting their political parties.
- It is incumbent on Ministers to ensure the impartiality of civil service and not to ask civil servants to act in a manner that would violate any provisions of Civil Service Code as provided in the Constitutional Reform and Governance Act 2010.

UK HOUSE OF COMMONS CODE OF CONDUCT

Code of Conduct for Parliamentarians

I. Purpose of the Code

1. The purpose of this Code of Conduct is to assist all Members in the discharge of their obligations to the House, their constituents and the public at large by:
 - (a) Establishing the standards and principles of conduct expected of all Members in undertaking their duties;
 - (b) Setting the rules of conduct which underpin these standards and principles and to which all Members must adhere; and in so doing

- (c) Ensuring public confidence in the standards expected of all Members and in the commitment of the House to upholding these rules.

II. Scope of the Code

- 2. The Code applies to a Member's conduct which relates in any way to their membership of the House. The Code does not seek to regulate the conduct of Members in their purely private and personal lives or in the conduct of their wider public lives unless such conduct significantly damages the reputation and integrity of the House of Commons as a whole or of its Members generally.
- 3. The obligations set out in this Code are complementary to those which apply to all Members by virtue of the procedural and other rules of the House and the rulings of the Chair, and to those which apply to Members falling within the scope of the Ministerial Code.

III. Duties of Members

- 4. By virtue of the oath, or affirmation, of allegiance taken by all Members when they are elected to the House, Members have a duty to be faithful and bear true allegiance to Her Majesty the Queen, her heirs and successors, according to law.
- 5. Members have a duty to uphold the law, including the general law against discrimination.
- 6. Members have a general duty to act in the interests of the nation as a whole; and a special duty to their constituents.
- 7. Members should act on all occasions in accordance with the public trust placed in them. They should always behave with probity and integrity, including in their use of public resources.

IV. General Principles of Conduct

- 8. In carrying out their parliamentary and public duties, Members will be expected to observe the following general principles of conduct identified by the Committee on Standards in Public Life in its First Report as applying to holders of public office. These principles will be taken into account when considering the investigation and determination of any allegations of breaches of the rules of conduct in Part V of the Code.

[the Seven Principles are repeated here]

V. Rules of Conduct

9. Members are expected to observe the following rules and associated Resolutions of the House.
10. Members shall base their conduct on a consideration of the public interest, avoid conflict between personal interest and the public interest and resolve any conflict between the two, at once, and in favour of the public interest.
11. No Member shall act as a paid advocate in any proceeding of the House.
12. The acceptance by a Member of a bribe to influence his or her conduct as a Member, including any fee, compensation or reward in connection with the promotion of, or opposition to, any Bill, Motion, or other matter submitted, or intended to be submitted to the House, or to any Committee of the House, is contrary to the law of Parliament.
13. Members shall fulfil conscientiously the requirements of the House in respect of the registration of interests in the Register of Members' Financial Interests. They shall always be open and frank in drawing attention to any relevant interest in any proceeding of the House or its Committees, and in any communications with Ministers, Members, public officials or public office holders.
14. Information which Members receive in confidence in the course of their parliamentary duties should be used only in connection with those duties. Such information must never be used for the purpose of financial gain.
15. Members are personally responsible and accountable for ensuring that their use of any expenses, allowances, facilities and services provided from the public purse is in accordance with the rules laid down on these matters. Members shall ensure that their use of public resources is always in support of their parliamentary duties. It should not confer any undue personal or financial benefit on themselves or anyone else, or confer undue advantage on a political organisation.
16. Members shall never undertake any action which would cause significant damage to the reputation and integrity of the House of Commons as a whole, or of its Members generally.
17. The Commissioner may not investigate a specific matter under paragraph 16 which relates only to the conduct of a Member in their private and personal lives.

VI. Upholding the Code

18. The application of this Code shall be a matter for the House of Commons, and particularly for the Committee on Standards and Privileges and the Parliamentary Commissioner for Standards acting in accordance with Standing Orders Nos 149 and 150 respectively.

Registration and Disclosure of Financial Interests

The Code of Conduct requires the Members of House of Commons to register their financial interests in the Register of Members' Financial Interests. The objective of registration is to furnish information about any financial interest which can influence a parliamentarian. It is the responsibility of the Parliamentary Commissioner for Standards to prepare the Register of Financial Interests, which is published electronically under the supervision of Committee on Standards.

Category	Financial threshold for
1. Employment and earnings	<ul style="list-style-type: none"> • Over £100 for individual payments. • Over £300 for the total of multiple payments of whatever size from the same source in a calendar year
2. Donations and other support	Over £1,500, either as individual payment, or for the total of multiple donations of more than £500 from the same source in the course of a calendar year
3. Gifts, benefits and hospitality from UK sources	Over £300 for the total of benefits of whatever size from the same source in a calendar year

4. Visits outside the UK	Over £300 if not wholly borne by Member or public funds Threshold also applies to the total of benefits of whatever size from the same source in a calendar year
5. Gifts and benefits from sources outside the UK	Over £300 for the total of benefits of whatever size from the same source in a calendar year
6. Land and property in the UK and elsewhere	Total value of property held: over £100,000 Income derived from property: over £10,000 in a calendar year
7. Shareholdings	Greater than 15% of issued share capital (on preceding 5 April), or if 15% or less of issued share capital (on preceding 5 April), greater in value than £70,000
8. Miscellaneous	No threshold
9. Family members employed and remunerated through parliamentary expenses	Remuneration of over £700 in a calendar year
10. Family members engaged in lobbying	No threshold

THE SCOTTISH PARLIAMENT

Ministerial Responsibility

Scottish Ministerial Code 2018

Under the Scottish Ministerial Code, the Ministers are required to maintain high standards of behaviour and uphold highest standards of propriety.

The principles enshrined in the House of Commons Code of Conduct apply to Scottish Ministers.

Financial Interests

It is incumbent on the Ministers to ensure that there is no conflict between their official duties and private financial interests. They should either dispose of the interest that may give rise to such a conflict or adopt alternative means to avoid it.

Register of Interests of Members of the Scottish Parliament Besides the requirements of the Ministerial Code, the requirements of Interest of Members of the Scottish Parliament Act, 2006 are applicable to the Ministers who are the Members of Scottish Parliament and also to Law Officers.

KEY PRINCIPLES UNDERPINNING THE CODE OF CONDUCT

These principles set the tone for the relationship between members and those they represent and between the Parliament and the people of Scotland.

Public duty

Members are expected to act in the interests of the Scottish people and the Scottish Parliament. Members should uphold the law and act in conformity with the rules of the Parliament.

Duty as a Representative

Members should be accessible to the people of the areas for which they have been elected to serve and represent their interests conscientiously.

Selflessness

Members should take decisions solely in terms of the public interest. They should not act in order to gain financial or other material benefit for themselves, their family or friends.

Integrity

Members have a duty not to place themselves under any financial or other obligation to any individual or organisation that might reasonably be thought to influence them in the performance of their duties.

Honesty

Members should act honestly. They must declare any private interests (as required by the Interests of Members of the Scottish Parliament Act 2006) relating to their public duties and take steps to resolve any conflicts arising in a way that protects the public interest.

Accountability and Openness

Members are accountable for their decisions and actions to the Scottish people. They should consider issues on their merits, taking account of the views of others.

Members should be as open as possible about their decisions and actions.

Leadership

Members should promote and support these principles by leadership and example, to maintain and strengthen the public's trust and confidence in the integrity of the Parliament and its members in conducting public business.

Registration of Interests (Code of Conduct of Scottish Parliament 2017)

Under the provisions of the Interests of Members of Scottish Parliament Act, 2006, members are statutorily required to register and disclose their interests. The financial interest that may influence a member's actions, speeches and votes in the House must be registered.

General Conduct of Members of Scottish Parliament

The members must conform to the requirements of Code of Conduct and

Standing Orders and with any other decision of the Parliament relating to the conduct of Members of Scottish Parliament.

Engagement with the Constituents

A Member of Scottish Parliament must listen to the problems of the constituents. Regional Members of Scottish Parliament must work in more than one constituencies within their region.

CANADA

Ministerial Responsibility

The Open and Accountable Government is a Code that prescribes key principles vis-à-vis roles and responsibilities of Ministers in Canada. This Code enunciates ministerial conduct individually as well as collectively and also highlights the responsibilities of Ministers toward the Parliament.

Ethical Guidelines for Public Office Holders

The following guidelines are applicable to all public office holders:

1. Ethical Standards

Public office holders must act with honesty and uphold highest ethical standards to ensure the integrity, impartiality and objectivity of the government.

2. Public Scrutiny

Public office holders have an obligation to perform their official duties and arrange their private affairs in a manner that will bear the closest public scrutiny, an obligation that is not fully discharged by simply acting within the law.

3. Decision Making

Public office holders are duty-bound to make decisions in public interest.

4. Government Property

The public office holders are not allowed to use government property

for any activity that falls outside the domain of their official duties.

Code of Conduct for Parliamentarians

The Canadian House of Commons makes provision for how members conduct themselves in the chamber and during debate. Many of these requirements are in common with the UK House of Commons. For example:

Any Member who wishes to participate in the proceedings must stand and be in his or her designated place to be recognized and to speak. When the Chair occupant rises, a Member must sit down. Members have been discouraged from sitting on chair arms or on desks with their backs to the House.

Any Member participating in debate must address the Chair, not the House, a particular Minister or Member, the galleries, or the television audience. Since one of the basic principles of procedure in the House is that the proceedings be conducted in terms of a free and civil discourse, Members are less apt to engage in direct heated exchanges and personal attacks when their comments are directed to the Chair rather than to another Member.

Proper Attire

While there is no Standing Order setting down a dress code for Members participating in debate, Speakers have ruled that to be recognized to speak in debate, on points of order or during Question Period, tradition and practice require all Members, male or female, to dress in contemporary business attire. Members of the House who are in the armed forces have been permitted to wear their uniforms in the House.

Reading Speeches

While not formally prohibited by a Standing Order, practice holds that when addressing the House, Members should not read from a written, prepared speech. A Member may, however, use notes when delivering a speech. The purpose of this rule, which derived from British practice, is to maintain the cut and thrust of debate, which depends upon successive speakers addressing to some extent in their speeches the arguments put forward by previous speakers.

A speech should not consist of a single long quotation or a series of quotations joined together with a few original sentences.

Displays, Exhibits, Props

Speakers have consistently ruled out of order displays or demonstrations of any kind used by Members to illustrate their remarks or emphasize their positions. Similarly, props of any kind, used as a way of making a silent comment on issues, have always been found unacceptable in the Chamber.

Conflict of Interests

The elected MPs are trustees of public confidence. Members should not derive any personal benefit from their official position and must discharge their duties in public interest. The personal interests of members must not influence the decisions taken by them in their official capacity. The Parliament of Canada Act contains certain specific provisions that deal with the conflict of interests. As per the provisions of this Act, a member of the House of Commons cannot accept any other office, commission or employment in the Government of Canada. Similarly, all public office holders are subject to the Criminal's Code general provisions on corruption, bribery, influence peddling and breach of trust.

Record of Foreign Travel

Members of House of Commons are sometimes required to travel abroad in their official capacity. If payments for such visits are not made out of the Consolidated Revenue Fund, it is the duty of a member to register the trip and disclose the name of sponsoring individual or organization with the House.

SOUTH AFRICA

In South Africa, the ethical conduct of parliamentarians is governed under the Code of Ethical Conduct and Disclosure of Member's Interest for the Assembly and Permanent Council Members. This Code provides a basic framework regarding upholding propriety, integrity and ethical values. The purpose of this Code is to establish public trust and confidence in public representatives and to protect the integrity of Parliament.

Core Principles

Under the provisions of the Code a Member of Parliament must adhere to the following principles:

1. Selflessness

A Member must take all decisions keeping in view the public interest and without regard to other material benefits for themselves, their family, their business associates or their friends.

2. Integrity

A Member must avoid such obligations to an outside organization which would create a potential conflict of interests.

3. Objectivity

A Member must remain objective and impartial in his decision making and should always observe merit.

4. Openness

A Member should be as open as possible vis-à-vis his decisions and actions to promote transparency.

5. Honesty

A Member is required to disclose his private interests in relation to public duties.

6. Leadership

A Member must foster a culture of ethical conduct by leadership and example.

The American Institute of Parliamentarians and The National Association of Parliamentarians jointly adopted following Code of Ethics on behalf of the entire parliamentary profession in the year 2001. It is noteworthy that unlike in many countries, these non-official forums of MPs treat the parliamentarians as professionals and devise/ recommend guidelines of their conduct accordingly.

1. Universal Standards for Parliamentarians

A parliamentarian shall:

- 1.1 Assist in upgrading and improving the profession.
- 1.2 Assist in maintaining the integrity and competence of the profession.
- 1.3 Maintain high professional standards and keep abreast of the latest research in the field.
- 1.4 Promote a spirit of cooperation, ethical practice, and fair dealing with colleagues.
- 1.5 Conduct oneself so as to reflect credit on the profession and inspire the confidence, respect, and trust of clients and the public.
- 1.6 Encourage non-discriminatory standards in all aspects of parliamentary practice.

2. Ethical Standards within the Profession

A parliamentarian shall:

- 2.1 Refrain from misrepresentation or other conduct that may reflect adversely on the profession.
- 2.2 Avoid attacking the motives of any colleague, and shall refrain from gratuitously making adverse comments about the work, knowledge, fitness, or other qualifying aspect of a colleague.
- 2.3 Immediately report to the ethics committee any known or suspected violation of this code of ethics. When requested, the parliamentarian shall provide testimony to the ethics committee, and shall assist the committee in the fulfilment of its charge.

3. Ethical Standards Related to Obtaining Appointments

A parliamentarian shall:

- 3.1 Not misrepresent credentials, education, or experience to a client.
- 3.2 Refrain from making gratuitously adverse comments about competing applicants.
- 3.3 Refrain from giving anything of value to anyone for recommending the parliamentarians' services, except for the reasonable cost of advertising and the usual charges of a referral service.
- 3.4 Avoid unsolicited bidding for a position known to be filled.
- 3.5 Decline any appointment that the parliamentarian is not competent to handle.
- 3.6 Decline any appointment in which the parliamentarian is likely to be unduly restricted in the exercise of independent professional judgment.

4. Ethical Standards in Relation to Clients

A parliamentarian shall:

- 4.1 Adhere to the terms of any contract or written agreement between the parliamentarian and the client.
- 4.2 Prepare adequately for each job and fulfill all commitments.
- 4.3 Advise the client on the proper application of the accepted rules of parliamentary procedure notwithstanding the client's personal desires in the matter.
- 4.4 Not accept gratuities or favours that might appear to warp professional opinions nor shall parliamentarians offer any favour, service, or thing of value to obtain special advantage.
- 4.5 Keep in confidence any information obtained in the course of professional service.
- 4.6 Maintain a position of objectivity and impartiality and refrain from participating in debate.
- 4.7 Call to the attention of the presiding officer any deviation from the rules that may be harmful to the organization.
- 4.8 Not withdraw from employment without first taking reasonable steps to avoid foreseeable detriment to the client

The Eight Universal Laws of Leadership¹⁰

1. **Maintain absolute Integrity**-It is more than being truthful...It is doing the right thing making the leaders responsible for their actions
2. **Know yourself and others**-Having heightened personal insight
3. **Declare Your Expectations** - effective communication of plans and expectations from a member as a team leader
4. **Show Uncommon Commitment**-This suggests to avoid risks
5. **Expect Positive Results**- Having positive attitude
6. **Take Care of Your People** - Be empathetic as leader takes care of his people, he will be rewarded
7. **Put Duty Before Self**- Prioritization of interests of public before their own
8. **Get out in Front**- This means the leader should get out where they can analyse the situation and be seen by the team members

¹⁰Adopted from The News Art of the Leader by William A. Cohen, PH.D., Major General USAFR, Ret

Why Leaders Fail?

1. Have no vision
2. Believe that being at the top means that they order people what to do
3. Set goals without their team's input
4. Have no succession planning
5. Think they have everything it takes to be a leader
6. Do not communicate enough or provide constructive feedback
7. Forget to remember, encourage and reward good ideas/efforts
8. Never hold themselves accountable
9. Over Judgemental
10. Take credit for what others are doing
11. Refuse to perform outside the lines of job description
12. Talk about other team members behind their backs
13. Speak poorly for those in authority
14. Make others look Bad
15. Fail to get to know their team members

Section 3

CODE OF CONDUCT IN PAKISTAN

Chapter 3

CODE OF CONDUCT IN PAKISTAN

In Pakistan, there are established Rules and Procedures for both Senate and the National Assembly with which an MP must make himself familiar with as soon as he or she is elected to the House. Article 67 of the Constitution of Pakistan allows that a House may make rules for regulating its procedure and conduct of its business.

Accordingly, the conduct of business in Federal and Provincial assemblies of Pakistan and the prescribed rules to be observed are regulated by relevant provisions of the Constitution and the rules and procedures framed, from time to time, either by the assembly itself or by the governor. Legislatures follow the procedural guideline to direct and monitor their working, and steer the proceedings and business in the house. These customs and practices which prevail in the assembly are based on the past practices, the rulings of the presiding officers and on the unrecorded traditions of Parliament which a Member comes to know through his practical experience in the Parliament.

Rules to be observed by the member of Senate and National Assembly are as follows:

RULES TO BE OBSERVED BY MEMBERS WHILE PRESENT IN THE SENATE¹¹

Extracted from following Rules and Procedures the Senate of Pakistan

- Rules to be observed by members while present in the Senate. (Rule 225)
- Rules to be observed while speaking in the Senate. (Rule 226)

¹¹ Source: Senate of Pakistan - Rules of procedure and conduct of business in the Senate 2012

- Code of Conduct for Members of Senate of Pakistan (Rule 226A)

Rules to be observed by members while present in the Senate

Whilst the senate is sitting a member--

- i. shall not speak except with the permission of the Chair;
- ii. shall not read any book, newspaper or a document except in connection with the business of the Senate;
- iii. shall not interrupt any member during his speech by disorderly or objectionable gesture, expression, noise or any other manner whatsoever;
- iv. shall not pass between the Chair and any member who is speaking;
- v. shall not sit or stand with his back towards the Chair;
- vi. shall not obstruct proceedings and shall avoid making running commentaries when speeches are being made in the Senate or engage in cross talk;
- vii. shall not chant slogans, display banners, placards, throw and tear Table documents and reports, etc.;
- viii. shall not indulge in rowdy behaviour;
- ix. shall not approach the dais of the Chairman in a threatening manner;
- x. shall not act to erode the sanctity of the House or act in a manner which lowers the dignity of the House;
- xi. shall not act in any manner detrimental to the order, decorum and dignity of the House;
- xii. shall not applaud or make a reference to, when a stranger enters any of the galleries or the Special Box except when a foreign dignitary is specially invited to address the Senate or witness the proceedings of the Senate;
- xiii. shall not occupy a seat in the galleries nor while in the Chamber engage himself in conversation with any visitor in a gallery;
- xiv. shall not use a mobile phone or a camera;
- xv. shall not chew or drink or smoke;
- xvi. shall not carry any walking stick unless permitted by the Chairman under exceptional circumstances;
- xvii. shall bow to the Chair when taking or leaving his seat;
- xviii. shall always address the Chair and shall do so in a respectful and decent manner;
- xix. shall keep to his usual seat while addressing the Chair; And
- xx. shall maintain silence when not speaking in the Senate.

Rules to be observed while speaking

- 1) The subject matter of every speech shall be relevant to the matter before the Senate.
- 2) Except with the permission of the Chairman a member may not read his speech but may refresh his memory by reference to his notes.
- 3) A member while speaking shall not—
 - a) discuss any matter which is sub-judice;
 - b) reflect upon the President in his personal capacity: Provided that nothing in this paragraph shall preclude any reference, subject to the provisions of the Constitution, to the President in relation to any act done by him in his official capacity;
 - c) discuss the conduct of any Judge of the Supreme Court or of a High Court in the discharge of his duties;
 - d) make a personal charge against a member, Minister or the holder of a public office, except in so far as it may be relevant in regard to the matter before the senate;
 - e) use his right of speech for the purpose of wilfully and persistently obstructing the business of the Senate;
 - f) use offensive expressions about the conduct or proceedings in the joint sitting, Senate, National Assembly or a Provincial Assembly or a Committee thereof;
 - g) unnecessarily cast reflection on the conduct of any person who cannot defend himself before the Senate;
 - h) reflect on any decision of the Senate except on a motion for rescinding it;
 - i) use the President's name for the purpose of influencing the debate; or
 - j) utter unreasonable, seditious or defamatory words or make use of offensive or un-parliamentary expressions or which may hurt the religious susceptibilities of any class or persons.

Code of conduct for Members Senate of Pakistan

I. Purpose of the Code

1. The purpose of this Code of Conduct is to assist the Members in the discharge of their duties and obligations to the House, their constituents and the public at large by:

- a) Establishing standards and principles of conduct expected of all Members in performing their duties and functions;
- b) Establishing the rules of conduct which underpin these standards and principles and to which all Members must adhere; and in so doing
- c) Ensuring public confidence in the standards expected to all Members and in the commitment of the House to upholding these rules.

II. Scope of the Code

2. The Code applies to Members while performing their parliamentary functions. It does not seek to regulate what Members do in their private and personal lives.
3. The obligations set out in this Code are complementary to those which apply to all Members by virtue of the procedural and other rules of the House and the rulings of the Chair, and to those which apply to Members falling within the scope of the Ministerial Code.

III. Duties of Members

4. By virtue of the oath, as provided in the Constitution, 1973, Members have a duty to perform functions honestly, to the best of their abilities, faithfully, in accordance with the Constitution of the Islamic Republic of Pakistan and the law, the rules of the Senate, and always in the interest of the sovereignty, integrity, solidarity, well-being and prosperity of Pakistan.
5. Members should act, on all occasions, in accordance with the public trust placed in them. They should always behave with probity and integrity, especially in the use of public resources.

IV. General Principles of Conduct

6. In carrying out their parliamentary and public duties, Members will be expected to observe the following general principles of conduct identified by the Committee on Ethics. These principles will be taken into account when considering the investigation and determination of any allegations of breaches of the rules of conduct in Part V of the Code.

Accountability
•Members are accountable for their decision and actions to the public. Honesty Holders of public office have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest.
Integrity
•Holders of public office should not place themselves under any financial or other obligation to individuals or organisations that might influence them in the performance of their official duties.
Objectivity
•Holders of public office should make choices on merit and in accordance with the rules and laws in carrying out public business, including making public appointments, awarding contract, or recommending individuals for rewards and benefits.
Selflessness
•Holders of public office should take decisions solely in terms of the public interest. They should not do so in order to gain financial or other material benefits.
Transparency and Openness
•Members should be as open as possible about all the decisions and actions that they take

V. Rules of Conduct

7. Members are expected to observe the following rules:-

- i. Members shall base their conduct on a consideration of the public interest, avoid conflict between personal interest and the public interest and resolve any conflict between the two, at once, and in favour of the public interest.
- ii. No Member shall act as a paid advocate in any proceeding of the House. For the purposes of this Code, the acceptance of gratification to influence his or her conduct as a Member, including any fee, compensation or reward in connection with the promotion of, or opposition to, any Bill, Motion, or

- other matter submitted, or intended to be submitted to the House, or to any Committee of the House, will be construed as 'paid advocate'.
- iii. Information which Members receive in confidence in the course of their parliamentary duties should be used only in connection with those duties. Such information must never be used for the purpose of financial gain.
 - iv. Members are personally responsible and accountable for ensuring that the use of any expenses, allowances, facilities and services provided from the public purse is in accordance with the rules laid down on these matters. Members shall ensure that their use of public resources is always in support of their parliamentary duties.
 - v. Members shall never undertake any action which would cause damage to the reputation and integrity of the Senate as a whole, or of its Members generally
 - vi. Members shall pay tax and file returns, wealth statements, etc. as required under the laws.
 - vii. Members shall, with respect to gifts received in their official capacity, act in line with the procedure for acceptance and disposal of gifts received by Government/Public functionaries, as notified by the Government from time to time.

VI. Removal of doubt and interpretation

8. If any doubt arises on any point of procedure or interpretations of provisions of this Code, the decision of the Chairman Senate thereon shall be final.

Senate Committee on Ethics

The Senate of Pakistan has established the Committee on Ethics in order to review and implement the Code of Conduct. The Business Advisory Committee has been given the role to act as the Committee on Ethics. The Business Advisory Committee of the Senate is headed by the Chairman and includes members belonging to various parliamentary parties, groups as well as independent members as nominated by the Chairman in consultation with Leader of the House and Leader of the Opposition¹². According to Rule 172 (3)(4)(5) which deals with the Functions of Business Advisory Committee:

¹² Rule 171 of the Rules of Procedure and Conduct of Business in the Senate of Pakistan 2012.

- (3) The Committee shall also act as ‘Committee on Ethics’ and review the Code of Conduct, from time to time and ensure that the code is implemented.
- (4) The Committee on Ethics shall be provided for its rules of procedure.
- (5) The Committee shall have such other functions as may be assigned to it by the Chairman, from time to time.”

RULES TO BE OBSERVED BY A MEMBER WHILE PRESENT IN NATIONAL ASSEMBLY ¹³

Extracted from Rules and Procedures of National Assembly

Provisions of Rules of Procedure regarding Conduct of Member

- Conduct of members while present in the Assembly. (Rule 30)
- Conduct to be observed while speaking. (Rule 31)

Conduct of members while present in the Assembly

While the Assembly is sitting, a member-

- i. shall not read any book, newspaper, or letter except in connection with business of the assembly;
- ii. shall not pass between the Chair and any member who is speaking;
- iii. shall not interrupt any member while speaking by disorderly expression or noises or in any other disorderly manner;
- iv. shall always address the Chair;
- v. shall keep to his usual seat while addressing the Assembly;
- vi. shall maintain silence when not speaking in the Assembly;
- vii. shall not obstruct proceedings and shall avoid making running commentaries when speeches are being made in the Assembly;
- viii. shall not chant slogans, display banners or placard, throw and tear Table documents and reports, etc.;
- ix. shall not indulge in rowdy behavior;
- x. shall not approach the dais of the Speaker in a threatening manner;
- xi. shall not act to erode the sanctity of the House or act in a manner which lower the dignity of the House

¹³ Source: National Assembly of Pakistan - Rules of procedure and conduct of business in the National Assembly 2007

- xii. shall not act in any manner detrimental to the order and decorum of the House;
- xiii. shall not applaud when a stranger enters any of the galleries except when a foreign delegation or a foreign dignitary is specially invited to the sitting;
- xiv. shall not while speaking make any reference to a stranger in any of the galleries except when a foreign delegation or a foreign dignitary is specially invited to the sitting;
- xv. shall not occupy a seat in the galleries nor while in the Chamber engage himself in conversation with any visitor in a gallery;
- xvi. shall not use a mobile telephone;
- xvii. shall not chew or eat or drink or smoke; and
- xviii. shall not bring any stick unless permitted by the Speaker.

Conduct to be observed while speaking

- 1) The subject matter of every speech shall be relevant to the matter before the Assembly.
- 2) Except with the permission of the Speaker, a member may not read his speech but refresh his memory by reference to his notes.
- 3) A member while speaking shall not--
 - a) discuss any matter which is sub-judice;
 - b) reflect upon the President in his personal Capacity:

Provided that nothing in this paragraph shall preclude any reference, subject to the provisions of the Constitution, to the President in relation to any act done by him in his official capacity;

- c) discuss the conduct of any Judge of the Supreme Court or High Court in the discharge of his duties;
- d) make a personal charge against a member, Minister or the holder of a public office, except in so far as it may be relevant in regard to the matter before the Assembly;
- e) use his right of speech for the purpose of wilfully and persistently obstructing the business of the Assembly;
- f) use offensive expressions about the conduct of proceedings in the joint sitting, National Assembly, Senate or Provincial Assembly or a Committee or Subcommittee;
- g) un-necessarily cast reflection on the conduct of any person who cannot defend himself before the Assembly;
- h) reflect on any determination of the assembly except on rescission motion?
- i) use the President's name for the purpose of influencing the debate; or

- j) utter treasonable, seditious or defamatory words or make use of offensive or un-parliamentary expression

RULES TO BE OBSERVED BY MEMBERS WHILE PRESENT IN THE PROVINCIAL ASSEMBLY OF BALOCHISTAN

Extracted from following Rules of Procedure and Conduct of Business in the Provincial Assembly of Balochistan 1974:

- Rules for debate (Rules 190-194)
- Rules to be observed by Members (Rule 220)

Rules of Debate

- I. (1) A Member desiring to speak on any matter before the Assembly or to raise a point of order or privilege shall rise in his seat, or if unable to do so, shall otherwise intimate his desire to the Speaker and shall speak only when called upon to do so by the Speaker and shall address the House standing, except when permitted otherwise. If at any time, the Speaker speaks or rises, the Member shall resume his seat.

(2) No Member shall leave his seat while the Speaker is addressing the Assembly.
- II. Except with the permission of the Speaker a member may not read his speech but may refresh his memory by reference to his notes.
- III. (1) The subject matter of every speech shall be relevant to the matter before the Assembly.

(2) A Member while speaking shall not -
 - a) discuss any matter which is sub-judice in a Court of Law in any part of Pakistan;
 - b) reflect upon the President or the Governor in his personal capacity:

Provided that nothing in the sub-rule shall preclude any reference, subject to the provisions of the Constitution, to the President or the

Governor in relation to any act done in his official capacity;

- c) make a personal charge against a Member, Minister or the holder of a public office except in so far as it may be relevant in regard to the matter before the Assembly;
 - d) utter unreasonable or defamatory or un-parliamentary words, or make use of offensive expressions; or
 - e) use his right of speech for the purpose of wilfully and persistently obstructing the business of the Assembly.
- (3) No discussion shall take place with respect to the conduct of any Judge of the Supreme Court or of a High Court in the discharge of his duties.
- IV. The Speaker, after having called the attention of the Member who persists in irrelevance or in tedious repetition either of his own arguments or of the arguments used by other Members in debate, may direct him to discontinue his speech.
- V. (1) After the Member who makes a motion has spoken, other Members may speak on the motion in the order in which the Speaker may call upon them. If any Member, who is called upon does not speak, he shall not be entitled, except with the permission of the Speaker, to speak on the motion at any later stage of the debate.
- (2) Except in the exercise of a right of reply or as may otherwise provided by these rules, a Member shall not speak more than once on any motion, except with the permission of the Speaker, for the purpose of making a personal explanation.
- (3) A Member who has made a motion may speak by way of reply, and if the motion has been made by a private Member, the Minister [or Parliamentary Secretary] concerned may speak after the mover has replied.
- (4) Sub-rule (3) shall not be deemed to give any right of reply to the mover of a cut motion or to the mover of an amendment to a Bill, resolution or motion, save with the permission of Speaker.

Rules to be observed by Members in the Assembly

While sitting in the House a Member:

- i. shall not read any book, newspaper or letter except in connection with the business of the House;
- ii. shall not interrupt any Member while speaking by disorderly expressions or notices or in any other disorderly manner;

- iii. shall not pass between the Chair and any Member who is speaking;
- iv. shall not leave the House when the Speaker is addressing the House;
- v. shall always address the Chair;
- vi. shall keep to his seat while addressing the House;
- vii. shall maintain silence when not speaking in the House;
- viii. shall not obstruct proceedings, hiss or interrupt and shall avoid making running commentaries when speeches are being made in the House; and
- ix. shall not while speaking, make any reference to the strangers in any of the galleries.

RULES TO BE OBSERVED BY MEMBERS WHILE PRESENT IN THE PROVINCIAL ASSEMBLY OF KHYBER PAKHTUNKHWA

Extracted from following Rules of Procedure and Conduct of Business in the Provincial Assembly of Khyber Pakhtunkhwa 1973:

- Rules of debate (Rule 219)
- Rules to be observed by Members (Rule 223)

Rules of debate

- (1) The subject matter of every speech shall be strictly relevant to the question before the Assembly.
- (2) A member while speaking shall not -
 - a. Reflect upon the President or the Governor in his personal capacity; provided that nothing in this subrule shall preclude any reference subject to the provisions of the Constitution, to the President or the Governor in relation to any act done in his official capacity.
 - b. Utter unreasonable or defamatory words or make use of offensive expressions;
 - c. Refer to a matter of fact on which a judicial decision is pending;
 - d. Speak against or reflect on any determination of the Assembly except when he is moving to rescind the same;
 - e. Make a personal charge against a Member;
 - f. Use his right of speech for the purpose of wilfully and persistently obstructing the business of the Assembly.

Rules to be observed by Members in the Assembly A member while present in the Assembly -

- a) Shall not cross between the Chair and a member who is speaking;
- b) Shall not read any book, newspaper or letter, except in connection with the business of the Assembly;
- c) Shall not interrupt any member while he is speaking, except as provided in these rules and with the permission of the Speaker.

RULES TO BE OBSERVED BY MEMBERS WHILE PRESENT IN THE PROVINCIAL ASSEMBLY OF PUNJAB

Extracted from following Rules of Procedure and Conduct of Business in the Provincial Assembly of Punjab -----:

- Rules to be observed by members while present in the Assembly (Rule 223)
- Procedure when Speaker Addresses (Rule 224)

Rules to be observed by members while present in the Assembly

While the Assembly is sitting, a member -

- a) Shall not read any book, newspaper or letter except in connection with business of the Assembly;
- b) Shall not pass between the Chair and any member who is speaking;
- c) Shall not interrupt any member while speaking by disorderly expression or noises or in any other disorderly manner;
- d) Shall always address the Chair;
- e) Shall keep to his usual seat while addressing the Assembly;
- f) Shall maintain silence when not speaking in the Assembly;
- g) Shall not obstruct proceedings and shall avoid making running commentaries when speeches are being made in the Assembly;
- h) Shall not applaud when a stranger enters any of the galleries except when a foreign delegation or a foreign dignitary is specially invited to the sitting;
- i) Shall not, while speaking, make any reference to a stranger in any of the galleries except when a foreign delegation is specially invited to the sitting;
- j) Shall not occupy a seat in the galleries nor, while in the Chamber, engage himself in conversation with any visitor in a Gallery; and
- k) Shall not use a mobile telephone.

Procedure when Speaker addresses

- 1) Whenever the Speaker addresses the Assembly, he shall be heard in silence and any member who is then speaking or offering to speak shall immediately resume his seat.
- 2) No member shall leave his seat while the Speaker is addressing the Assembly.

RULES TO BE OBSERVED BY MEMBERS WHILE PRESENT IN THE PROVINCIAL ASSEMBLY OF SINDH

Extracted from following Rules of Procedure and Conduct of Business in the Provincial Assembly of Sindh

- Rules of debate (Rules 219-227)
- Rules to be observed by members in the Assembly (Rules 246)

Rules of debate

Mode of Address

A member desiring to speak on any matter before the Assembly or to raise a point of order or a point of privilege shall -

- a) Speak only when called upon by the Speaker to do so;
- b) Speak from his place;
- c) Rise when he speaks; and
- d) Address the Speaker

Provided that a member disabled by sickness or infirmity may be permitted to speak while sitting.

Provided further that the speech of a member who speaks without the permission of the Speaker shall not be recorded and it shall not form part of the proceedings of the Assembly.

Rules to be observed while speaking

- (1) The subject matter of every speech shall be relevant to the matter before the Assembly.
- (2) Except with the permission of the Speaker, a member may not read his speech but may refresh his memory by reference to his notes.

- (3) A member while speaking shall not -
- a) Discuss any matter which is sub-judice;
 - b) Reflect upon the Governor in his personal capacity;

Provided that nothing in this clause shall preclude any reference, subject to the provisions of the Constitution, to the President or the Governor in relations to any act done by him in his official capacity;

- c) Discuss the conduct of any judge of the Supreme Court or of a High Court in the discharge of his duties;
- d) Make a personal charge against a member, a Minister or the holder of a public office, except it may be relevant in regard to the matter before the Assembly;
- e) Use his right of speech for the purpose of wilfully and persistently obstructing the business of the Assembly;
- f) Use offensive expressions about the conduct of proceedings in the National Assembly, the Senate or the provincial Assemblies;
- g) Reflect on any determination of the Assembly except on a motion for rescinding it;
- h) Use the name of the President or the Governor for the purpose of influencing the debate;
- i) Utter treasonable, seditious or defamatory words or make use of offensive or un-parliamentary expression; (here 'un-parliamentary expression' means any expression which imputes false motives to a member or charges him with falsehood or is couched in abusive or indecent or undignified language).

Irrelevance or repetition

The Speaker, after having called attention of the member who persists in irrelevance or in tedious repetition either of his own arguments or of the arguments used by other members in debate, may direct him to discontinue his speech.

Personal Explanation

A member may, with the permission of the Speaker, make a personal explanation although there is no question before the Assembly, but no debate shall be allowed on it.

Order of speeches and right of reply

- (1) After the member who makes a motion has spoken, other members may speak on the motion in the order in which the

Speaker may call upon them and if any member, who is so called upon, does not speak, he shall not be entitled, except with the permission of the Speaker, to speak on the motion at any later stage of the debate.

- (2) Except in the exercise of a right of reply or as otherwise provided by these rules, a member shall not speak more than once on any motion, save with the permission of the Speaker, for the purpose of making a personal explanation but in that case no debatable matter may be brought forward.
- (3) A member who has made a motion may speak by way of reply, and if the motion has been made by a private member, the Minister or the Parliamentary Secretary concerned may speak after the mover has replied.
- (4) The provision of sub-rule (3) shall not be deemed to give any right of reply to the mover of a cut motion or to the mover of an amendment to a Bill, a resolution or a motion, save with the permission of the Speaker.

Mover's reply to conclude debate

Subject to sub-rule (3) of rule 223, the reply of the mover of the original motion shall in all cases conclude the debate.

Procedure when the Speaker addresses

- (1) Whenever the Speaker addresses the Assembly, he shall heard the silence and any member who is then speaking or offering to speak shall immediately resume his seat.
- (2) No member shall leave his seat while Speaker is addressing the Assembly.

Questions to be asked through the Speaker

When, for the purpose of explanation during discussion or for any other sufficient reason, any member has occasion to ask a question of another member on any matter then under the consideration of the Assembly, he shall ask the question through the Speaker.

Limitation on debate

- (1) Whenever the debate on any motion in connection with a Bill or on any other motion becomes protracted, the Speaker may, after taking the sense of the Assembly, fix a time limit for the conclusion of discussion on any stage or all stages of the Bill or the motion, as the case may be.
- (2) At the appointed hour, in accordance with the time limit fixed for the completion of a particular stage of a Bill or a motion, the Speaker shall, unless the debate is sooner concluded, forthwith put every question necessary to dispose of all the outstanding matters in connection with that stage of the Bill or the motion.
- (3) The Speaker may fix time limit for a speech on a Bill or a motion.

Rules to be observed by members while present in the Assembly

While the Assembly is sitting, a member -

- a) Shall not read any book, newspaper or letter except in connection with business of the Assembly;
- b) Shall not pass between the Chair and any member who is speaking;
- c) Shall not interrupt any member while speaking by disorderly expression or noises or in any other disorderly manner;
- d) Shall always address the Chair;
- e) Shall keep to his usual seat while addressing the Assembly;
- f) Shall maintain silence when not speaking in the Assembly;
- g) Shall not obstruct proceedings and shall avoid making running commentaries when speeches are being made in the Assembly;
- h) Shall not applaud when a stranger enters any of the Galleries except when a foreign delegation or a foreign dignitary is specially invited to the sitting;
- i) Shall not, while speaking, make any reference to a stranger in any of the galleries except when a foreign delegation or a foreign dignitary is specially invited to the sitting;
- j) Shall not occupy a seat in the Galleries nor, while in the Chamber, engage himself in conversation with any visitor in a Gallery; and
- k) Shall not use a mobile telephone.

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Disclaimer: It is noteworthy that comments referred to are the opinion of the authors and the Institute may be agree with the same.

GLOSSARY OF PARLIAMENTARY TERMS

Absolute Majority - more than half the votes of the total membership of the Assembly;

Abstain - to refrain from voting for or against a motion;
Act - a Bill passed by the Parliament and assented by the President. In the case of Provincial Assemblies it is assented by the Governor;

Adjournment - to suspend proceedings to another time;
Adjournment Sine Die - to suspend the proceedings without fixing a time or date for the next meeting;

Adjournment Motion - a motion to adjourn the business of the Assembly¹⁴ for the purpose of discussing a definite matter of immediate, urgent public importance;

Adjournment of Debate - Postponement of a debate on a Motion/Resolution/Bill on which the Assembly is then engaged to some other time or date;

Agenda - the list of business to be brought before the Assembly or Committee for consideration and decision at its sitting on any day;

Amending Act - an Act of Assembly whose sole purpose is to modify another Act or Acts;

Amendment - a motion to amend an earlier motion before that earlier motion is put to the Assembly for decision;

Ascertainment - the process to determine that which one member of the Assembly commands the confidence of the majority of the members;

Attorney General - the government's Chief Legal Officer who represents it in Court of Law;

Ayes and Noes - the word used for voting ayes for 'yes' and noes for 'no' in the Assembly;

Backbenchers - the members other than Ministers, Parliamentary

¹⁴For the purpose of generality every House has been referred to as Assembly. This means the terminology is applicable to the Senate, National Assembly and a Provincial Assembly.

Secretaries, Advisors and Special Assistants;

Bicameral - a Legislature that consists of two Houses; the Parliament of Pakistan is bi-cameral consisting of Senate and National Assembly, while in the provinces it is unicameral;

By-election - it is held when a seat in the Assembly becomes vacant during its lifetime (i.e. between two general elections) due to death, resignation, unseating or disqualification of a member;

Bill - a proposal for making a new law or amending an existing one;

Budget - the statement of the estimated receipts and expenditures of the Federal or a Provincial Government for a fiscal year which the said government should lay before an Assembly in every financial year;

Bulletin - means the Bulletin of the Assembly containing-

- (a) a brief record of the proceedings of the Assembly at each of its sittings;
- (b) information of any matter relating to or connected with the Assembly or other matter which in the opinion of the Speaker is to be included therein; and
- (c) information regarding the Committees;

Business - any matter which can be brought before the Assembly under the Constitution and the Rules;

Cabinet - it consists of Ministers, with the Prime Minister or Chief Minister at its head;

Call Attention Notice - a notice by which a special question of public importance may be raised;

Casting Vote - a deciding vote used by the Presiding Officer of the Assembly, when the votes on both sides are equal;

Chair - the Presiding Officer at a meeting of the House or a committee;

Chairman - it means the Chairman of the Senate and includes the Deputy Chairman or in relation to a particular Committee, a member who is performing the function of the Chairman;

Chamber - the place where the Assembly meets to transact its business;

Chief Whip - a member of a political party in an Assembly whose primary task is to ensure the presence and discipline of the members of the party in the Assembly;

Clause (of a bill) - divisions of a bill consisting of an individual sentence or statement; once a bill becomes law, its clauses are referred to as sections;

Clause-by-Clause Consideration - the stage for consideration of a Bill when it is considered clause by clause and at this stage amendment can be proposed in the clauses of the Bill;

Closure - it is one of the means by which a debate may be brought to a close by a majority decision of the Assembly, even though all members wishing to speak have not done so;

Committee - group of members who are nominated by the Assembly for special purpose or subject;

Constitution - the Constitution of the Islamic Republic of Pakistan 1973;

Constituency - a constituency for Assembly delimited under the Delimitation of Constituencies Act, 1974 (XXXIV of 1974);

Constituent - a registered voter in a constituency;

Cut motions - a motion moved by a member to reduce the amount of a demand for grant;

Debate - a discussion in which the arguments for or against a subject are presented in the Assembly according to rules;

Dissolution - the bringing to an end of an Assembly, either on the expiry of its five-year term or otherwise in accordance with the provision of the Constitution;

Division - a mode of voting by dividing members into two groups (ayes and noes) in order to reach a decision;

Division Bell - the Speaker will order a Division to be held by uttering the word "Division" and shall direct that the Division bells be rung for five minutes to enable members not present in the chamber to return to their places;

Election - the process of choosing a representative by vote;

Ex-Officio Member - generally taken to be a person, who, by virtue of an office or position held, is officially attached to a committee as a non voting member;

Expunction - words used in debates, which are defamatory, indecent, un-parliamentary or un-dignified, the speaker may, in his discretion, either during the debate or subsequently, order that such words be expunged from the proceedings;

Federal and Provincial Consolidated Fund and Public Account - all revenues received by the Federal or the Provincial Government, all loans raised by that Government, and all moneys received by it in repayment or any loan, shall form part of a consolidated fund, to be known as the Federal or the Provincial Consolidated Fund.

All other moneys received by or on behalf of the Federal or the Provincial Government; or received by or deposited with the Supreme Court or High Court or any other court established under the authority of the Federation or Province; shall be credited to the Public Account of the Federation or Province;

Finance Bill - the Bill introduced in each year to give effect to the financial proposals of the Government for the next financial year, and includes a Bill to give effect to Supplementary financial proposals for any period;

Fiscal Year - the twelve month period, from July 1 to June 30, used by the Government for budgetary and accounting purposes;

Floor of the House - the part of the Chamber of the Assembly reserved for the Members and the officials of the Assembly;

Friendship Groups - A group of parliamentarians formed for participation in various parliamentary fora of international character and presenting Pakistan's point of view on various issues. The Assembly has established parliamentary friendship groups, on a reciprocal basis, with numerous parliaments of the world whereby parliamentary delegations from and to other countries interact on regular basis to discuss best practices on areas of mutual concern. Friendship Groups are recognized the world over as credible means of Track II diplomacy for maintenance of peace and prosperity;

Galleries - areas in the Assembly set aside for the public, the press and distinguished visitors;

Gazette - the official Gazette of the Assembly;

General discussion - a minister or a member may give notice of a motion that any policy or situation may be discussed by the Assembly;

Leader of the House - means the Prime Minister or a Minister appointed by the Prime Minister to represent Government and regulate Government business in the National Assembly or the Senate. In the Provincial Assembly the Chief Minister or a member designated by the Chief Minister to represent Government and regulate Government business in the Assembly;

Leader of Opposition - a member who, in the opinion of the Speaker, is the leader of the majority of the members in the Opposition;

Legislation - the process of making a law;

Legislative Process - the process by which bills are approved by Assembly and become laws after the assent of the President or Governor;

Limitation of Debate - a procedure preventing further adjournment of debate on any motion or on any stage of a bill and requiring that the motion come to a vote at the end of the sitting in which it is invoked;

Lobby - means the covered corridor immediately adjoining the Chamber and conterminous with it;

Guillotine - a provision in the rules which requires that the Assembly reach a decision on a given matter by a particular date or at the end of a specified period of time. It is not preceded by a motion;

Maiden speech - the first speech of a member after his election for the first time. It is a recognized parliamentary convention that a member making a maiden speech is not interrupted by another member;

Majlis-e-Shoora - also referred to as the Parliament, it comprises the National Assembly, Senate and the President under Article 50 of the Constitution;

Member - a member of the Assembly and for purposes of moving or opposing a Bill, an amendment, a motion or a resolution, includes a Minister;

Member-in-Charge - the member who introduces a Bill in the Assembly;

Minister - it means the Prime Minister, the Chief Minister, a federal minister, a minister of state or a provincial minister;

Minutes - are the instant written record of a meeting;

Money Bill - a Bill or amendment which if enacted and brought into operation would involve expenditure from the Federal or Provincial Consolidated Fund or withdrawal from the Public Account of the Federation or Province;

Mover - the member who initiates a resolution, a motion or an amendment of a Bill;

Motion - a proposal made by a member or a minister relating to any matter which may be discussed by the Assembly;

Motion of Thanks - a formal motion moved only in the Parliament, expressing its gratitude for the address delivered by the President, under Article 56 of the Constitution, to either the National Assembly or both the National Assembly and the Senate assembled together;

No-Confidence Motion - a motion moved against the Prime Minister, Chairman Senate, Deputy Chairman Senate, Chief Minister, Speaker or Deputy Speaker of the National or Provincial Assembly that he has lost confidence of the majority of the Assembly;

Oath of Office - swearing by a member before taking seat in the Assembly;

Opposition - the party or parties which do not belong to the ruling party;

Out of Order - the expression may be applied to motions, bills or to any intervention which runs contrary to the rules or procedures of the Assembly;

Panel of Chairmen - panel of members nominated by the Speaker or the Chairman to preside over the session of the Assembly in their absence;

Point of Order - a point raised during proceedings of the Assembly and relates to the interpretation or enforcement of these rules or such Articles of the Constitution that regulate the business of the Assembly and shall raise a question which is within the cognizance of the Speaker or Chairman;

Precedent - a Speaker's or Chairman's past ruling or practice of the Assembly taken as a rule for subsequent cases of a similar nature but not

all decisions and practices constitute precedents;

Precincts of the Assembly - the Assembly Chamber's building, courtyard and gardens, Committee rooms appurtenant thereto, and includes the hall, members' lobbies/rooms, galleries, gardens, parking lot, the Ministers and other offices of the Government located in the Assembly Building, and the offices of the Assembly Secretariat and any other premises which are notified as such for a specified time by the Speaker or Chairman in the Gazette;

Presiding Officer - in relation to a sitting of the Assembly, means any person who is conducting that sitting;

Press Gallery - a gallery in the Assembly reserved for accredited members of the media;

Private Member's Bill - is a proposed law introduced by a private member;

Private Member - a member who is not a Minister or a Parliamentary Secretary;

Proceedings - the actions taken by the Assembly or by a committee, the most important parts of the proceedings are the decisions that are taken;

Prorogue - it ends a session of Assembly, but does not dissolve it;

Put the Question - to put a motion before the Assembly to a vote;

Question - subject to the provisions of the rules, a question may be asked for the purpose of obtaining information on a matter of public concern within the special cognizance of the Minister to whom it is addressed;

Question Hour - a time fixed under the rules for asking/answering questions;

Question of privilege - a member may, with the consent of the Speaker, raise a question involving a breach of privilege either of a member or of the Assembly or of a Committee;

Questions to Private Members - a question may be addressed to a private member provided the subject-matter of the question relates to

some Bill, resolution or other matter connected with the business of the Assembly for which that member is responsible;

Quorum - is the minimum number of members of Assembly necessary to conduct the business of the Assembly. Under Article 55(2) of the Constitution, 1/4th of the total membership of the Assembly is required for Quorum;

Quorum Call - to draw the attention of the Presiding Officer to the absence of a quorum;

Raising a matter which is not a point of order:- (1) The Speaker may allot last half an hour of every sitting except on Fridays for raising a matter which is not a point of order. The member shall be permitted to raise it, only after the Speaker has given his consent and at such date as the Speaker may fix. A similar provision exists in the Senate of Pakistan referred to as Zero Hour;

Referral to a Committee - the sending of a bill, a resolution, a question or any other matter to a committee for study and report. Depending on the objectives of the referral, it may be made to a standing or special committee or to a Committee of the Assembly;

Resolution - a motion for the purpose of discussing and expressing opinion on a matter of general public interest and includes a resolution specified in the Constitution;

Roll of Members - a register in which newly elected members sign, after making the oath and before taking their seats for the first time in the Assembly. It is kept on the Table of the Assembly;

Rules - the Rules of Procedure and Conduct of Business of an Assembly;

Secretary - the highest ranking officer of the Assembly;

Sergeant-at-Arms - is an officer appointed by a Speaker or the chairman to carry out his order in respect to keep order in the Assembly; in addition to maintenance of security of the Assembly Hall and Committee Rooms as well as Visitor's Gallery and moment within the Assembly premises;

Session - the period commencing on the day of the first sitting of the Assembly after having been summoned and ending on the day the Assembly is prorogued or dissolved;

Sitting - a meeting of the Assembly or that of a Committee on a day;

Speaker - is the head of a legislature who is elected from amongst the member through secret ballot and performs function as mentioned in Constitution;

Starred Question - a question for an oral answer;

State - The state, under Article 7 of the Constitution means the Federal Government, Parliament, a Provincial Government, a Provincial Assembly, and such local or other authorities in Pakistan as are by law empowered to impose any form of tax;

Subcommittee - a Committee may, with the approval of the Speaker, appoint a sub-committee, for a specified function arising out of the matter referred to the Committee;

Supplementary Budget - an expenditure statement introduced to provide funds to the Government to meet new or additional expenses in a fiscal year;

Table - means the Table of the Assembly and includes its Library. It is the place where the Secretaries sit to look after the administration of the Assembly;

Un-starred question - a question for a written answer.

APPENDICES

APPENDIX I

CONSTITUTION OF PAKISTAN

بِسْمِ اللَّهِ الرَّحْمَنِ الرَّحِيمِ
(In the name of Allah, the most Beneficent,
the most Merciful.)

THE CONSTITUTION OF THE ISLAMIC REPUBLIC OF PAKISTAN

[12TH APRIL, 1973]

Preamble

Whereas sovereignty over the entire Universe belongs to Almighty Allah alone, and the authority to be exercised by the people of Pakistan within the limits prescribed by Him is a sacred trust;

And whereas it is the will of the people of Pakistan to establish an order;

Wherein the State shall exercise its powers and authority through the chosen representatives of the people;

Wherein the principles of democracy, freedom, equality, tolerance and social justice, as enunciated by Islam, shall be fully observed;

Wherein the Muslims shall be enabled to order their lives in the individual and collective spheres in accordance with the teachings and requirements of Islam as set out in the Holy Quran and Sunnah;

Wherein adequate provision shall be made for the minorities freely to profess and practise their religions and develop their cultures;

Wherein the territories now included in or in accession with Pakistan and such other territories as may hereafter be included in or accede to Pakistan shall form a Federation wherein the units will be autonomous with such boundaries and limitations on their powers and authority as may be prescribed;

Wherein shall be guaranteed fundamental rights, including equality of status, of opportunity and before law, social, economic and political justice, and freedom of thought, expression, belief, faith, worship and association, subject to law and public morality;

Wherein adequate provision shall be made to safeguard the legitimate interests of minorities and backward and depressed classes;

Wherein the independence of the judiciary shall be fully secured;

CONSTITUTION OF PAKISTAN

Wherein the integrity of the territories of the Federation, its independence and all its rights, including its sovereign rights on land, sea and air, shall be safeguarded;

So that the people of Pakistan may prosper and attain their rightful and honoured place amongst the nations of the World and make their full contribution towards international peace and progress and happiness of humanity;

Now, therefore, we, the people of Pakistan;

Conscious of our responsibility before Almighty Allah and men;

Cognisant of the sacrifices made by the people in the cause of Pakistan;

Faithful to the declaration made by the Founder of Pakistan, Quaid-i-Azam Mohammad Ali Jinnah, that Pakistan would be a democratic State based on Islamic principles of social justice;

Dedicated to the preservation of democracy achieved by the unremitting struggle of the people against oppression and tyranny;

Inspired by the resolve to protect our national and political unity and solidarity by creating an egalitarian society through a new order;

Do hereby, through our representatives in the National Assembly, adopt, enact and give to ourselves, this Constitution.

APPENDIX II

Monday, 11th August 1947

The Constituent Assembly of Pakistan met in the Assembly Chamber at Karachi, at Ten of the Clock, the temporary Chairman (The Honourable Mr. Jogendra Nath Mandal) in the Chair.

PRESIDENT'S ADDRESS

Honourable Quaid-i-Azam Mohammad Ali Jinnah

Mr. President (The Honourable Quaid-i-Azam Mohammad Ali Jinnah):

Ladies and Gentlemen, I cordially thank you, with the utmost sincerity, of the honour you have conferred upon me -the greatest honour that it is possible for this Sovereign Assembly to confer -by electing me as your first President. I also thank those leaders who have spoken in appreciation of my services and their personal references to me. I sincerely hope that with your support and your co-operation we shall make this Constituent Assembly an example to the world. The Constituent Assembly has got two main functions to perform. The first is the very onerous and responsible task of framing our future constitution of Pakistan and the second of functioning as a full and complete Sovereign body as the Federal Legislature of Pakistan. We have to do the best we can in adopting a provisional constitution for the Federal Legislature of Pakistan. You know really that not only we ourselves are wondering but, I think, the whole world is wondering at this unprecedented cyclonic revolution which has brought about the plan of creating and establishing two independent Sovereign Dominions in this sub-continent. As it is, it has been unprecedented; there is no parallel in the history of the world. This mighty sub-continent with all kinds of inhabitants has been brought under a plan which is titanic, unknown, unparalleled. And what is very important with regard to it is that we have achieved it peacefully and by means of a revolution of the greatest possible character.

Dealing with our first function in this Assembly, I cannot make any well considered pronouncement at this moment, but I shall say a few things as they occur to me. The first and the foremost thing that I would like to emphasize is this-remember that you are now a Sovereign legislative body and you have got all the powers. It, therefore, places on you the gravest responsibility as to how you should take your decisions. The first observation that I would like to make is this. You will no doubt agree with me that the first duty of a Government is to maintain law and

order, so that the life, property and religious beliefs of its subjects are fully protected by the State.

The second thing that occurs to me is this. One of the biggest curses from which India is suffering - I do not say that other countries are free from it, but, I think, our condition is much worse - is bribery and corruption. (Hear, hear.) That really is a poison. We must put that down with an iron hand and I hope that you will take adequate measures as soon as it is possible for this Assembly to do so.

Black-marketing is another curse. Well, I know that black-marketeers are frequently caught and punished. According to our judicial notions sentences are passed, and sometimes fines only are imposed. Now you have to tackle this monster which today is a colossal crime against society, in our distressed conditions, when we constantly face shortage of food and or the essential commodities of life. A citizen who does black-marketing commits, I think, a greater crime than the biggest and most grievous of crimes. These black-marketeers are really knowing, intelligent and ordinarily responsible people, and when they indulge in black-marketeering, I think they ought to be very severely punished, because they undermine the entire system of control and regulation of food-stuffs and essential commodities, and cause wholesale starvation and want and even death.

The next thing that strikes me is this. Here again is a legacy which has been passed on to us. Along with many other things good and bad, has arrived this great evil - the evil of nepotism and jobbery. This evil must be crushed relentlessly. I want to make it quite clear that I shall never tolerate any kind of jobbery, nepotism or any influence directly or indirectly brought to bear upon me. Wherever I find that such a practice is in vogue, or is continuing anywhere, low or high, I shall certainly not countenance it.

I know there are people who do not quite agree with the division of India and the partition of the Punjab and Bengal. Much has been said against it, but now that it has been accepted, it is the duty of every one of us to loyally abide by it and honourably act according to the agreement which is now final and binding on all. But you must remember, as I have said, that this mighty revolution that has taken place is unprecedented. One can quite understand the feeling that exists between the two communities wherever one community is in majority and the other is in minority. But the question is whether it was possible or practicable to act otherwise than, has been done. A division had to take place. On both sides, in Hindustan and Pakistan, there are sections of people who

may not agree with it, who may not like it, but in my judgment, there was no other solution and I am sure future history will record its verdict in favour of it. And what is more it will be proved by actual experience as we go on that, that was the only solution of India's constitutional problem. Any idea of a United India could never have worked, and in my judgment, it would have led us to terrific disaster. May be that view is correct; may be it is not; that remains to be seen. All the same, in this division it was impossible to avoid the questions of minorities being in one Dominion or the other. Now that was unavoidable. There is no other solution. Now what shall we do? Now, if we want to make this great State of Pakistan happy and prosperous we should wholly and solely concentrate on the well-being of the people, and especially of the masses and the poor. If you will work in co-operation, forgetting the past, burying the hatchet, you are bound to succeed. If you change your past and work together in a spirit that every one of you, no matter to what community he belongs, no matter what relations he had with you in the past, no matter what is his colour, caste or creed, is first, second and last a citizen of this State with equal rights, privileges and obligations, there will be no end to the progress you will make.

I cannot emphasize it too much. We should begin to work in that spirit and in course of time all these angularities of the majority and minority communities-the Hindu community and the Muslim community - because even as regards Muslims you have Pathans, Punjabis, Shias, Sunnis and so on and among the Hindus you have Brahmins, Vashnavas, Khattris, also Bengalese, Madrasis and so on-will vanish.

Indeed, if you ask me this has been the biggest hindrance in the way of India to attain its freedom and independence and but for this we would have been free peoples long long ago. No power can hold another nation and specially a nation of 400 millions souls in subjection; nobody could have conquered you, and even if it had happened, nobody could have continued its hold on you for any length of time but for this. (Applause.) Therefore, we must learn a lesson from this. You are free; you are free to go to your temples, you are free to go to your mosques or to any other places of worship in this State of Pakistan. You may belong to any religion or caste or creed-that has nothing to do with the business of the State. (Hear, hear.) As you know, history shows that in England conditions sometimes ago were much worse than those prevailing in India today. The Roman Catholics and the Protestants persecuted each other. Even now there are some States in existence where there are discriminations made and bars imposed against a particular class. Thank God we are not starting in those days. We are starting in the days when there is no discrimination, no distinction between one community and another, no

discrimination between one caste or creed and another. We are starting with this fundamental principle that we are all citizens and equal citizens of one State. (Loud applause.) The people of England in course of time had to face the realities of the situation and had to discharge the responsibilities and burdens placed upon them by the government of their country and they went through that fire step by step. Today you might, say, with justice that Roman Catholics and Protestants do not exist: what exists now is that every man is a citizen, an equal citizen, of Great Britain and they are all members of the nation.

Now, I think we should keep that in front of us as our ideal and you will find that in course of time Hindus would cease to be Hindus and Muslims would cease to be Muslims, not in the religious sense, because that is the personal faith of each individual but in the political sense as citizens of the State.

Well, gentlemen, I do not, wish to take up any more of your time and thank you again for the honor you have done to me. I shall always be guided by the principles of justice and fair-play without any, as is put in the political language, prejudice or ill-will, in other words partiality or favoritism. My guiding principle will be justice and complete impartiality, and I am sure that with your support and co-operation, I can look forward to Pakistan becoming one of the greatest Nations of the world. (Loud applause.)

ABOUT THE AUTHOR

Mr Alistair Doherty is a retired clerk of House of Commons. He has 32 years' experience of working with Department Committees and Chamber Services in the UK House of Commons. Mr Alistair commenced select committee inquiries for the International Development Committee, Transport Committee, Scottish Affairs Committee and the European Scrutiny Committee. He has also worked in the legislation service of the House of Commons advising the Speaker and Committee chairs on drafting and selection of amendments to bills. He has been counseling MPs and the Speaker on the Rules of Procedures and on drafting parliamentary questions. Since 2008 he has worked on numerous short overseas assignments for the Westminster Foundation for Democracy and the EU in Parliamentary Capacity Building and the training of staff in overseas Parliaments including Egypt, Morocco, Serbia, Ukraine, Ghana, Azerbaijan, Libya and Democratic Republic of Congo.

ABOUT THE AUTHOR

Ms. Tehseen Khalid is presently working as Deputy Director (Research) in Pakistan Institute for Parliamentary Services (PIPS) since April 2012. She is a highly motivated young Professional with over 14 years' experience in academia, Parliamentary Research, Techniques of Parliamentary Research and parliamentary services.

Ms. Tehseen was awarded Professional Legislative Fellowship by US State Department in October-November, 2016 in addition to a course on "International Best Practices of Parliamentary Research" by Mr. Rob Clement, Director Research, UK House of Commons. She has attended various courses on Legislative Drafting and Parliamentary Research including three weeks training course on legislative drafting at National Assembly of Pakistan. She is Carnelian certified PIPS trainer.

She is part of PIPS team, which regularly steers Parliamentary Studies program in 22 leading universities of the country. She is part of PIPS team which handles PIPS Research on Demand Service, PIPS Technical Assistance to Committees Service and PIPS outreach Parliamentary Education Program in addition to organizing roundtables for Honorable Parliamentarians. She has conducted various researches during her professional career for MPs and standing Committees. Ms. Tehseen also serves as a faculty in PIPS trainings on research subjects.

She has to her credit various publications on Sustainable Development Goals, Parliamentary Research: Theory and practices, Parliamentary Research-Participant's Handbook and Parliamentary Values and best practices. She is sub-editor of PIPS monthly Parliamentary Research Digest which is circulated to over 2000 readers including Parliamentarians from Senate, National Assembly and all provincial assemblies. She also looks after PIPS publications and has edited second edition of this module under the guidance of DG (R&L). She regularly writes articles on Sustainable Development Goals, Education, Health and local government and functions of Parliamentary Committees.

She is leading member of PIPS Sustainable Development Goals Desk (SDGs), which provides technical assistance to MPs in shape of analytical parliamentary briefs, technical papers and organizing roundtables to monitor the progress of country towards achieving SDGs. She has served as a faculty member in Public College, Gilgit, Karakoram International University and Punjab Group of Colleges for more than nine years. She holds a degree of M.Phil. in Physiology from Quaid-e-Azam University Islamabad in addition to a degree in Education. She also holds a degree in Political Science from University of Sargodha.

EDITOR'S PROFILE

Mr. Muhammad Rashid Mafzool Zaka is presently Director General (Research and Legislation). He is a member of the pioneering team of the Pakistan Institute for Parliamentary Services, who envisioned and established the Research and Training Programmes as PIPS' Director (Research and Informational Services). He brings with him two decades experience in academia, research and parliamentary services. He holds an M. Phil. degree in International Relations and M.Sc in Strategic Studies with distinction from the top ranking Quaid e Azam University, Islamabad.

Mr Zaka was awarded Professional Legislative Fellowship by US State Department (Oct-Nov., 2015) for Washington. He has also attended an International Course on Legislative Research by US Congressional Research Service (2008) and an International Fellowship on Human Rights and Budget Analysis (April 18-29, 2008) held by US Budget Group and Asian Institute of Human Rights, Thailand. He recently led PIPS to be recognized as centre of parliamentary excellence at a 12 country network of Parliamentary Resource Centres set up in Amman, Jordan on March 30-31, 2016 with support of Westminster Foundation for Democracy.

He has to his credit publications on parliamentary democracy, society and comparative religion. Mr Zaka has authored numerous handbooks/modules for Pakistan Institute for Parliamentary Services on significant parliamentary topics. Mr Zaka steers PIPS team that was instrumental to commence Parliamentary Studies as a discipline in universities. He is a certified trainer in parliamentary research, assessing laws, human rights and disaster risk management from the Asian Institute for Human Rights, Thailand and UNDP. He is an eloquent and much sought speaker on ideology of Pakistan, leadership, human rights, role of youth, peace, tolerance and state building well as security issues not only by academia but civil society, national and international media and parliamentary institutions. He has been member of founding team member of the Foundation University, Islamabad.

He started his full-time career as Lecturer, political science at FFCB (1996-2000) and Faculty at FFIMCS (2000-2003). Mr Zaka has also served on leading portfolios including Head, Deptt. of Social Sciences and Development Studies, Iqra University (2003-2006); Director, Centre for Peace and Development Initiatives (CPDI) (2006-2007) and Legislative Capacity Advisor, Pakistan Legislative Strengthening Project, (PLSP) (2007-2010).

Mr Zaka has supervised numerous MS dissertations in the fields of development studies, international relations, sociology, diplomatic and strategic studies, at reputable Pakistani universities. He has been Member, Board of Studies at the Department of Defence and Diplomatic Studies, Fatimah Jinnah Women University, FJWU. He has been on the panel of experts on Radio Pakistan current affairs programme News Nite in addition to being an Editorial Writer at The Muslim English daily way back in 1996-97.

Mr Zaka has also served as the Executive Director of the Institute from 1st July to 30th September, 2014 and from 3rd September, 2015 to 19th May, 2016.

Ms. Fakiha Mahmood is presently working as Research Officer at Pakistan Institute for Parliamentary Services. An affiliate of the PIPS International Relations desk, Ms. Fakiha regularly contributes research papers to PIPS monthly publication. She is also a member of the editorial board of Parliamentary Research Digest. Ms. Fakiha joined PIPS with three years research and teaching experience and has to her credit publications on defence & strategic issues on international level. She has participated in a number of national and international conferences, seminars and roundtables and worked on variety of research projects. She has served as Lecturer in the Department of Development Studies at COMSATS Institute of Information Technology, Abbottabad; Lecturer in the Department of Political Science & International Relations at Government College University, Faisalabad; Research Assistant at Institute of Policy Studies, Islamabad and as Intern at Institute of Strategic Studies, Islamabad. Her areas of interest include security studies, international law and international organizations. Ms. Fakiha Mahmood has a Bachelor's in Defence & Diplomatic Studies with distinction (Silver Medal) from Fatima Jinnah Women University, Rawalpindi. She also holds M.Phil degree in Defence & Strategic Studies from Quaid-e-Azam University, Islamabad.

Muhammad Fahd Amin is working as a consultant in the Research and Legislation Wing of Pakistan Institute for Parliamentary Services. He has extensive experience in the areas of legislative drafting, legislative research and parliamentary research. As an advocate High Court, Mr. Fahd has rich experience in civil, criminal and corporate litigation. He has attended numerous trainings on legislative drafting and legal research. Mr. Fahd holds LLM Corporate Law degree and is presently a PhD. Law student in International Islamic University.

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Campus:

Ataturk Avenue (Service Road), F-5/2, Islamabad
Islamic Republic of Pakistan
Email: research@pips.gov.pk
Web: www.pips.gov.pk