<u>C.B. (1) NO. 374</u>

RULES COMMITTEE

(SIXTEENTH LOK SABHA)

SECOND REPORT

(Laid on the Table on 5 August, 2015)



LOK SABHA SECRETARIAT <u>NEW DELHI</u>

August, 2015 /Shravana, 1937 (Saka)

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MEMBERS OF THE RULES COMMITTEE

Smt. Sumitra Mahajan, Hon'ble Speaker - Chairperson

MEMBERS

- 2. Shri Jasvantsinh Bhabhor*
- 3. Shri Ranjit Singh Brahmpura
- 4. Shri Nishikant Dubey
- 5. Shri Dilipkumar Mansukhlal Gandhi
- 6. Shri Ramesh Chander Kaushik
- 7. Shri Bhartruhari Mahtab
- 8. Dr. Udit Raj
- 9. Shri Muthamsetti Srinivasa Rao
- 10. Shri Vinayak Bhaurao Raut
- 11. Prof. Saugata Roy
- 12. Shri P.R. Senthilnathan
- 13. Shri Ganesh Singh
- 14. Dr. Nepal Singh
- 15. Dr. Shashi Tharoor

Secretariat

- 1. Shri Anoop Mishra Secretary-General
- 2. Shri M.C. Sharma Joint Secretary
- 3. Shri J.V.G. Reddy Director
- 4. Ms. Amita Walia Additional Director
- 5. Shri Sreekanth S. Under Secretary

^{*} Nominated w.e.f. 05.02.2015 vice Shri Rajiv Pratap Rudy resigned from membership of the Committee upon his appointment as Minister.

REPORT

PART I

Introductory

The Rules Committee (16th Lok Sabha) at their first sitting held on 2 January, 2015 considered *inter-alia* a memorandum regarding incorporation of the rules regarding constitution of a Committee on Ethics, its functions and procedure to be followed by the Committee and procedure for making ethics complaints in the Rules of Procedure and Conduct of Business in Lok Sabha. The Committee noted that the Committee on Ethics was being constituted as an ad-hoc Committee since 2000. It was also noted that the Committee on Ethics had been recommending to incorporate the rules relating to Ethics Committee in the Rules of Procedure since 14th Lok Sabha. The Rules recommended by the Committee on Ethics could not, however, be placed before the Rules Committee for their consideration. During the Sixteenth Lok Sabha, The Committee on Ethics reviewed the efforts made during previous Lok Sabhas in this regard. The Committee were of the considered view that the rules regarding Committee on Ethics should be incorporated in the Rules of Procedure which would set right the prevailing anomaly of referring to the Ethics Committee as an ad-hoc Committee merely for want of necessary provisions regarding Committee on Ethics in Rules of Procedure. Accordingly, the Committee on Ethics in their First Report presented to the Speaker, Lok Sabha on 16 December, 2014 and laid on the Table of the House on 18 December, 2014 had recommended that in the Rules of Procedure and Conduct of Business in Lok Sabha a new Chapter viz. Chapter XXA containing provisions regarding procedure for ethics complaints (Rule 233A and 233B) may be added after Chapter XX. The Committee had further recommended for incorporation of the Rules regarding Committee on Ethics (Rule 316A to 316F) in the Chapter XXVI of the Rules containing rules regarding "Parliamentary Committees". The memorandum for incorporation of rules relating to the Committee on Ethics in the Rules of Procedure was accordingly placed before the Rules Committee for their consideration.

The Rules Committee considered the detailed rules as recommended by the Committee on Ethics. With regard to the constitution of the Committee on Ethics, the Committee noted that the proposed rule 316A provides as under:—

"At the commencement of the House or from time to time, as the case may be, the Speaker shall nominate a Committee on Ethics consisting of not more than 15 members."

After some deliberations, the Rules Committee felt that the Committee on Ethics should have a fixed tenure not exceeding one year and should be reconstituted after expiry of the term.

While considering the rules relating to procedure for ethics complaints and functions, the Rules Committee observed that the rules recommended by the Committee on Ethics needed further detailed study. After deliberations, it was decided that a Sub-Committee of the Rules Committee with the following composition shall be appointed to examine the rules relating to the Committee on Ethics and submit their recommendations for consideration of the whole Committee:—

- (1) Shri Nishikant Dubey, Convenor
- (2) Shri Ramesh Chander Kaushik
- (3) Prof. Saugata Roy

2. The constitution of the aforesaid Sub-Committee was thereafter notified in Bulletin Part-II dated 15 January, 2015 (para No. 1232).

3. The first sitting of the Sub-Committee of the Rules Committee was held on 30 January, 2015. The Sub-Committee held detailed discussion on the functions and procedure for making ethics complaints by any person against a member and powers to be vested with the Committee on Ethics for *suo-motu* examination of issues of unethical conduct of members as proposed in the Rules 233A and 316C. After detailed deliberations, the Sub-Committee decided to study the position in this regard in various Commonwealth countries as well as the Ethics Committee, Rajya Sabha. Accordingly, the Sub-Committee decided that information on the following points may be collected/ compiled and circulated for their consideration at the next sitting:—

- (a) detailed information about the functioning of Ethics Committee, particularly the procedure for making Ethics complaints against members and *suo-motu* examination of issues of unethical conduct of Members in Commonwealth countries along with a brief analysis thereof; and
- (b) the Reports of the Rules Committee and Ethics Committee of Rajya Sabha relating to adoption of the Code of Conduct of members of Rajya Sabha, Register of Members' interest, recommendations and incorporation of rules relating to the Ethics Committee along with the relevant Minutes thereto.

4. Accordingly, a background note on the position with regard to Ethics Committee in Parliaments of Commonwealth countries and Ethics Committees in various State Legislative Assemblies along with 1st, 2nd, 4th and 5th Reports of Ethics Committee of Rajya Sabha wherein incorporation of rules relating to Ethics Committee was discussed and 9th Report of the Rules Committee wherein incorporation of Rules relating to Ethics Committee was recommended, were collected/compiled and placed for consideration of the Sub-Committee at their sitting held on 18 February, 2015.

5. The Sub-Committee noted that Ethics Committees in Kerala and Mizoram Legislative Assemblies do not have any power to take *suo-motu* cognizance and examine the ethics related complaints against the members. The Ethics Committees in these States also do not have any provision to enable 'any person' to make ethics related complaints and they examine the complaints referred to them by the Speaker. The Sub-Committee further noted that the Ethics Committee of Rajya Sabha has been

vested with the powers to *suo-motu* examine the ethics related complaints and provisions exist in the rules of the Committee for making a complaint by 'any person'.

6. While considering the position in Commonwealth countries on the powers of Ethics Committees for *suo-motu* examination of complaints and making of complaints by 'any person', the Sub-Committee noted that in the House of Commons, Canada, there is no Ethics Committee, but only the Conflict of Interest and Ethics Commissioner who has the powers for examination of issues of violation of Conflict of Interest Code at the request of another Member or by Resolution of the House or on his own initiative. There is no provision to enable any person to make Ethics related complaints in that House. The Sub-Committee further noted that there are no provisions in the Parliament of New Zealand for *suo-motu* cognizance of misconduct of members nor 'any person' other than a member can make a complaint to the Speaker and such complaints are examined by the Privilege Committee. The Sub-Committee also took note of the fact that the principles of *suo-motu* examination and 'any person' giving a complaint on ethics related issues exist in the House of Commons and House of Lords, United Kingdom and House of Representatives, USA.

The Sub-Committee further noted that the Parliaments of Germany, France, Malaysia, Singapore, etc. do not have any ethics/standards committees to examine the complaints relating to misconduct of their members.

7. The Sub-Committee after carefully considering the position and powers of the Ethics Committees in State Legislatures and in some Commonwealth countries and after detailed deliberations recommended certain modifications to the Rules as suggested by the Committee on Ethics.

8. The Sub-Committee considered and adopted their Report at the sitting held on 27 May, 2015. The Rules Committee considered the Report of the Sub-Committee at their sitting held on 08 June, 2015 and approved the recommendations contained in the said Report without any modification. Accordingly, in terms of Rule 263(1) of the Rules of Procedure and Conduct of Business in Lok Sabha, the Report of the Sub-Committee shall be deemed to be the Report of the whole Committee, *i.e.*, Rules Committee.

PART II

9. Accordingly, the observations/recommendations of the Rules Committee regarding incorporation of the rules pertaining to constitution of a Committee on Ethics, its functions and procedure to be followed by the Committee and procedure for making ethics complaints, in the Rules of Procedure and Conduct of Business in Lok Sabha, are given in the succeeding paras.

A. PROCEDURE FOR ETHICS COMPLAINTS (RULE 233A)

Rule 233A(1) and 233(A)(2) (to be modified)

As per the Rules 233A(1) and 233A(2) proposed by the Committee on Ethics, any person or member may make a complaint relating to unethical conduct of a member

in Lok Sabha or connected with his/her parliamentary conduct. The complaint in this regard shall be addressed to the Speaker, who may forward it to the Chairperson, Committee on Ethics for examination, investigation and report.

The Committee after detailed deliberations observe that complaints relating to unethical conduct of a Member within the premises of Parliament House fall under the jurisdiction of the Hon'ble Speaker and hence it may be left to the Speaker to get it investigated. The Committee also suggest that the complaint of unethical conduct against a Member may be made by another Member or 'any person' through a Member. The complaint may be addressed to the Speaker who may forward the same to the Chairperson, Committee on Ethics for examination, investigation and report. The Committee, therefore, recommend that Rule 233A(1) and 233A(2) as proposed by the Committee on Ethics may be suitably modified as under:—

Rules proposed by Ethics Modifications proposed by Committee the Rules Committee CHAPTER XXA CHAPTER XXA **COMMITTEE ON ETHICS COMMITTEE ON ETHICS** 233A. 233A. (1) Any person or member may make (1) Any person or member may make a a complaint relating to unethical complaint relating to unethical conduct conduct of a member in Lok Sabha or of a member of Lok Sabha. connected with his/her parliamentary Provided that if a complaint is made conduct. by any person, it shall be forwarded by Member. (2) A complaint shall be addressed to (2) A complaint shall be made in writing the Speaker, who may forward it to and addressed to the Speaker, who may the Chairperson, Committee on Ethics refer it to the Chairperson, Committee for examination, investigation and on Ethics, for examination, investigation

Rule 233A(3)—(to be retained)

report.

The Committee recommend retention of this rule as given under without any modification:—

"The complainant must declare the identity and submit supporting evidence, documentary or otherwise to substantiate the allegations."

and report.

Rule 233A(4)—(to be modified)

The Committee recommend that in view of the suggested modifications to

Rule 233A(1) and 233A(2) as given above, consequential modifications may be made in Rule 233A(4):—

Rules proposed by Ethics Committee	Modifications proposed by the Rules Committee
233A.	233A.
(4) It shall be incumbent upon the complainant to ensure that the complaint is not false, frivolous or vexatious and is made in good faith. An affidavit to this effect shall accompany the complaint.	(4) It shall be incumbent upon any person who has made the complaint to ensure that the complaint is not false, frivolous or vexatious and is made in good faith. An affidavit to this effect shall accompany the complaint.
Provided that in case the complaint is made by a member, an affidavit shall not be required.	In case, the complaint is made by a member, it shall be incumbent upon such member to ensure that the complaint is not false, frivolous or vexatious and is made in good faith. An affidavit shall not be required in case the complaint is made by a member.

New rules recommended by the Rules Committee

233A(5), 233A(6) and 233A(7)—to be added

The Committee recommend that the following provisions on the lines of rules relating to Petitions may be incorporated as Rule 233A(5), 233A(6) and 233A(7):-

233A.

(5) Every complaint shall be couched in respectful and temperate language.

(6) Every complaint shall be either in Hindi or English. If any complaint in any other Indian language is made, it shall be accompanied by a translation either in Hindi or English and signed by the complainant.

(7) Every complaint made by any person shall be countersigned by the member forwarding the complaint to the Speaker.

<u>Rule 233A(5)—to be modified and renumbered as Rule 233A(8)</u>

The Committee after deliberations agreed to the proposed provision made in Rule 233A(5) for keeping the identity of the complainant as secret. However, the Committee felt that merely the request of the complainant in this regard was sufficient. The Committee, therefore, recommend to modify Rule 233A(5) as given under:—

Rules proposed by Ethics Committee	Modifications proposed by the Rules Committee
233A.	233A.
(5) The identity of the complainant would be kept secret, if a request to that effect made by the complainant is accepted by the Speaker, for sufficient reasons.	(8) The identity of the complainant would be kept secret, if a request to that effect is made by the complainant.

<u>*Rule 233A(6)*</u>to be retained after renumbering it as 233A(9)

The Committee recommend retention of this rule (as given under) without any modification after renumbering it as 233A(9):—

"A complaint based merely on unsubstantiated media reports shall not be entertained."

Rule 233A(7)—(to be omitted)

The Committee do not agree for making provision for taking up matters related to unethical conduct of members by the Committee on Ethics *suo motu*. The Committee, therefore, recommend that proposed Rule 233A(7) may be omitted.

Rule 233A(8)—to be retained after renumbering it as 233A(10)

The Committee recommend to retain Rule 233A(8) as given under without any modification after renumbering it as 233A(10):—

"The Committee on Ethics shall not take up any matter which is *sub-judice* and the decision of the Committee as to whether such matter is or is not *sub-judice* shall for the purposes of these rules be treated as final."

B. POWER OF SPEAKER TO REFERA QUESTION OF ETHICAL AND OTHER MISCONDUCT TO THE COMMITTEE (RULE 233B)

<u>Rule 233B — (to be modified)</u>

The Committee recommend to modify Rule 233B (as given under) as a consequential amendment to Rule 233A:—

"Notwithstanding anything contained in these rules, the Speaker may refer any question involving unethical conduct of a member in Lok Sabha to the Committee on Ethics for examination, investigation and report."

C. CHAPTER XXVI—CONSTITUTION OF COMMITTEE ON ETHICS (RULE 316A)

<u>Rule 316A—(to be modified)</u>

The Committee observe that the term of office of the Members of the Committee may not exceed one year as suggested in the meeting of Rules Committee held on 2 January, 2015. The Committee, therefore, recommend that Rule 316A as proposed by the Committee on Ethics may be modified as under:—

Rules proposed by Ethics	Modifications proposed by the Rules
Committee	Committee

CHAPTER XXVI COMMITTEE ON ETHICS

316A. At the commencement of the House or from time to time, as the case may be, the Speaker shall nominate a Committee on Ethics consisting of not more than 15 members.

CHAPTER XXVI COMMITTEE ON ETHICS

316A. (1) There shall be a Committee on Ethics consisting of not more than fifteen members.

(2) The Committee shall be nominated by the Speaker and shall hold office for a term not exceeding one year.

D. FUNCTIONS OF THE COMMITTEE ON ETHICS (RULE 316B)

<u>*Rule 316B(1)*</u> — (to be modified)

In view of the modifications suggested above in Rule 233A(1); Rule 233A(2) and omission of Rule 233A(7) as well as the need to formulate a Code of Conduct for Members, the Committee recommend that consequential and other modifications may be made in Rule 316B(1) and Rule 316B(2) be omitted. The details in this regard are given below:—

Rules proposed by Ethics Committee	Modifications proposed by the Rules Committee	
	Rule 316B(1)(a) to be omitted and Rule 316B(1)(b) and 316B(c) to be modified and renumbered as 316B(a) and 316B(b).	
316B. (1) The Committee shall:—	316B. The Committee shall:—	
(a) oversee the moral and ethical conduct of members;	(a) examine every complaint relating to unethical conduct of a member of Lok Sabha referred to it by the Speaker and make such	
(b) examine every complaint relating to unethical conduct of a member in	recommendations as it may deem fit.	
Lok Sabha or connected with his parliamentary conduct referred to it and make such recommendations as it may deem fit.	(b) formulate a Code of Conduct for members and suggest amendments or additions to the Code of Conduct from time to time.	
(c) Frame rules specifying acts which constitute unethical conduct.		
(2) The Committee may also <i>suo motu</i> take up for examination and investigation matters relating to ethics, including matters relating to unethical conduct of a member in Lok Sabha or connected with his parliamentary conduct wherever felt necessary and make such recommendations as it may deem fit.	[(Rule 316B(2) to be omitted)]	

E. PROCEDURE OF COMMITTEE ON ETHICS (RULE 316C)

Rules 316C(1) and 316C(2) to be modified and Rule 316C(3) to be omitted

In view of the modifications suggested above in Rule 233A(7), whereby *suo motu* provisions have been suggested to be omitted, the Committee recommend that consequential modifications may be made in Rules 316C(1) and 316C(2). Besides Rule 316C(3) may be omitted. The details of the modifications suggested in 316C(1) and 316C(2) are given under:—

Rules proposed by Ethics Committee	Modifications proposed by the Rules Committee
316C. (1) On a matter being referred to the Committee or on a matter being taken up by the Committee <i>suo motu</i> , the Committee shall conduct preliminary inquiry:	316C. (1) On a matter being referred to the Committee, a preliminary inquiry shall be conducted by the Committee.
Provided that if the Committee takes up a matter <i>suo motu</i> , the Chairperson shall intimate the Speaker accordingly.	[Proviso to Rule 316C(1) to be omitted]
(2) If the matter has been referred to the Committee by the Speaker and the Committee, after a preliminary inquiry, is of the opinion that there is no <i>prima facie</i> case, if may recommend that the matter may be dropped.	(2) If the Committee, after a preliminary inquiry, is of the opinion that there is no <i>prima facie</i> case, it may recommend that the matter may be dropped and the Chairperson shall intimate the Speaker accordingly.
(3) If the matter has been taken up by the Committee <i>suo motu</i> and the Committee after preliminary inquiry is of the opinion that there is no <i>prima facie</i> case, it may decide to drop the matter and the Chairperson shall intimate the Speaker accordingly.	[(Rule 316(3) to be omitted)]

<u>Rule 316C(4)</u> to be modified and renumbered as *Rule 316C(3)*

Besides Rule 316C(4) may be modified after renumbering it as Rule 316C(3) as under:—

Rules proposed by Ethics Committee	Modifications proposed by the Rules Committee
316C.	
(4) If the Committee is of the opinion that there is a <i>prima facie</i> case, the Committee shall take up the matter for further examination.	(3) If the Committee, after preliminary inquiry, is of the opinion that there is a <i>prima facie</i> case, the Committee shall take up the matter for further examination.

<u>*Rule 316C(5)*</u> to be retained after renumbering it as *Rule 316C(4)*

The Committee recommend to retain Rule 316C(5) without any modification after renumbering it as Rule 316C(4) as given under:—

"The Committee may lay down procedure, from time to time, for examination of matters referred to it."

8

F. REPORT OF COMMITTEE ON ETHICS (RULE 316D)

Rule 316D(1) and Rule 316D(2) to be modified and Rule 316D(3) to be omitted

In view of the modifications suggested above in Rule 233A(7), whereby *suo motu* provisions have been suggested to be omitted, the Committee recommend that consequential modifications may be made in Rule 316D(2); Rule 316D(1) may be retained without any modification and Rule 316D(3) may be omitted. The details of the modifications suggested in Rule 316D(1) and Rule 316D(2) are given as under:—

Rules proposed by Ethics Committee	Modifications proposed by the Rules Committee
316D. (1) The recommendations of the Committee shall be presented in the form of a report.	316D. (1) The recommendations of the Committee shall be presented in the form of a report.
(2) If the matter has been referred to the Committee by the Speaker, the report shall be presented to the Speaker who may direct that the report be laid on the Table of the House.	(2) The report shall be presented to the Speaker who may direct that the report be laid on the Table of the House.
(3) If the matter has been taken up <i>suo motu</i> by the Committee, the report shall be presented to the House.	[(Rule 316D(3) to be omitted)]

Rule 316E(1) to be retained

The Committee recommend to retain Rule 316D(4) without any modification after renumbering it as Rule 316D(3) as given under:—

"The report of the Committee may also state the procedure to be followed by the House in giving effect to the recommendations made by the Committee."

G. CONSIDERATION OF THE REPORT BY HOUSE OF THE COMMITTEE ON ETHICS (RULE 316E)

Rule 316E(1) to be retained without any modification

The Committee recommend to retain Rule 316E(1) without any modification as given under):—

"After the report has been presented, the Chairperson or any member of the Committee or any other member may move that the report be taken into consideration whereupon the Speaker may put the question to the House."

Rule 316E(2) to be modified

The Committee recommend to modify 316E(2), the details of which are given as under :—

Rules proposed by Ethics Committee	Modifications proposed by the Rules Committee
316E.	316E.
(2) Before putting the question to the House, the Speaker may permit a debate on the motion, not exceeding half an hour in duration, and such debate shall not refer to the details of the report further than is necessary to make out a case for the consideration of the report by the House.	(2) Before putting the question to the House, the Speaker may permit a debate on the motion, not exceeding half an hour in duration.

Rule 316E(3) to be retained

The Committee recommend to retain Rule 316E(3) without any modification as given under:—

"After the motion made under sub-rule (1) is agreed to, the Chairperson or any member of the Committee or any other member, as the case may be, may move that the House agrees, or disagrees or agrees with amendments, with the recommendations contained in the report."

H. PRIORITY FOR CONSIDERATION OF REPORT BY HOUSE OF THE COMMITTEE ON ETHICS (RULE 316F)

Rule 316F to be retained

The Committee recommend to retain 316F without any modifications given as under:—

"A motion that the report of the Committee be taken into consideration shall be put down in the List of Business after disposal of questions."

I. GENERAL RECOMMENDATIONS

(i) Formulation of code of conduct for members of Lok Sabha

The Committee note that the Committee on Ethics (13th Lok Sabha) in their Second Report had recommended for framing of rules specifically indicating acts of the Commission or omission which constitute unethical conduct on the part of members. The Committee also note that Rajya Sabha has already formulated code of conduct for their members. In view of the above, the Committee recommend that the code of conduct may be formulated by the Committee on Ethics and the complaints of unethical conduct of a member may be brought within the ambit of the code of conduct.

(ii) Maintaining Register of Lok Sabha Members' interests

The Committee note that the Committee on Ethics (13th Lok Sabha) in their Second Report had recommended for maintaining a Register of Lok Sabha Members' Interests. The Committee also note that the Rajya Sabha is already maintaining register of their Members' interests. In view of the above, the Committee recommend that the Committee on Ethics may examine and recommend the nature of Members' interests to be declared and the form of Register of Members' interest to be maintained for Members of Lok Sabha.

(iii) Letters written by members for redressal of Public Grievances not to be in the ambit of unethical conduct

The Committee felt that members as public representatives are often required to write letters to the Constitutional and Governmental Authorities for redressal of the grievances of the general public and such letters may not considered as unethical conduct. Accordingly, the Committee recommend that while formulating Code of Conduct for members, the Committee on Ethics may suitably include a provision/ guideline in the Code of Conduct to this effect.

10. The Rules relating to the constitution of Committee on Ethics, its functions and procedure to be followed by the Committee and procedure for making ethics complaints as approved by the Committee are set out in **Appendix-I**. The Committee recommend that the proposed rules may be incorporated in the Rules of Procedure and Conduct of Business in Lok Sabha (15th Edition).

New Delhi; 04 August, 2015 SUMITRA MAHAJAN Speaker & Chairperson, Rules Committee.

APPENDIX I

(see Para 10 of the Report)

CHAPTER XXA

ETHICS

Procedure for ethics complaints. 233A. (1) Any person or member may make a complaint relating to unethical conduct of a member of Lok Sabha:

Provided that if a complaint is made by any person, it shall be forwarded by a Member.

(2) A complaint shall be made in writing and addressed to the Speaker, who may refer it to the Chairperson, Committee on Ethics, for examination, investigation and report.

(3) The Complainant must declare the identity and submit supporting evidence, documentary or otherwise to substantiate the allegations.

(4) It shall be incumbent upon any person who has made the complaint to ensure that the complaint is not false, frivolous or vexatious and is made in good faith. An affidavit to this effect shall accompany the complaint.

In case the complaint is made by a member, it shall be incumbent upon such member to ensure that the complaint is not false, frivolous or vexatious and is made in good faith. An affidavit shall not be required in case the complaint is made by a member.

(5) Every complaint shall be couched in respectful and temperate language.

(6) Every complaint shall be either in Hindi or English. If any complaint in any other Indian language is made, it shall be accompanied by a translation either in Hindi or English and signed by the complainant.

(7) Every complaint made by any person shall be countersigned by the member forwarding the complaint to the Speaker.

(8) The identity of the complaint would be kept secret, if a request to that effect is made by the complainant.

(9) A complaint based merely on unsubstantiated media reports shall not be entertained.

(10) The Committee on Ethics shall not take up any matter which is sub-judice and the decision of the Committee as to whether such matter is or is not sub-judice shall for the purposes of these rules be treated as final.

233B. Notwithstanding anything contained in these rules, the Speaker may refer any question involving unethical conduct of a member in Lok Sabha to the Committee on Ethics for examination, investigation and report.

CHAPTER XXVI

COMMITTEE ONETHICS

316A. (1) There shall be a Committee on Ethics consisting of not Constitution. more than fifteen members.

(2) The Committee shall be nominated by the Speaker and shall hold office for a term not exceeding one year.

316B. The Committee shall:-

Functions.

Power of Speaker to refer a question

of ethical and

other misconduct

to the Committee.

(a) examine every complaint relating to unethical conduct of a member of Lok Sabha referred to it by the Speaker and made such recommendations as it may deem fit.

(b) formulate a Code of Conduct for members and suggest amendments or additions to the Code of Conduct from time to time.

316C. (1) On a matter being referred to the Committee, a preliminary Procedure.

(2) If the Committee, after a preliminary inquiry, is of the opinion that there is no *prima facie* case, it may recommend that the matter may be dropped and the Chairperson shall intimate the Speaker accordingly.

(3) If the Committee, after preliminary inquiry, is of the opinion that there is a *prima facie* case, the Committee shall take up the matter for further examination.

(4) The Committee may lay down procedure, from time to time, for examination of matters referred to it.

316D. (1) The recommendations of the Committee shall be presented Report. in the form of a report.

(2) The report shall be presented to the Speaker who may direct that the report be laid on the Table of the House.

(3) The report of the Committee may also state the procedure to be followed by the House in giving effect to the recommendations made by the Committee.

316E. (1) After the report has been presented, the Chairperson or any member of the Committee or any other member may move that the report be taken into consideration whereupon the Speaker may put the question to the House. (2) Before putting the question to the House, the Speaker may permit a debate on the motion, not exceeding half an hour in duration.

(3) After the motion made under sub-rule (1) is agreed to, the Chairperson or any member of the Committee or any other member, as the case may be, may move that the House agrees, or disagrees or agrees with amendments, with the recommendations contained in the report.

Priority for consideration of report by House. **316F.** A motion that the report of the Committee be taken into consideration shall be put down in the List of Business after disposal of questions.

APPENDIX II

MINUTES OF THE FIRST SITTING OF THE SUB-COMMITTEE OF THE RULES COMMITTEE HELD ON 30TH JANUARY, 2015 IN COMMITTEE ROOM NO. 139, PARLIAMENT HOUSE ANNEXE, NEW DELHI

The Sub-Committee sat from 1100 hours to 1145 hours.

PRESENT

Shri Nishikant Dubey - Convenor

- 2. Shri Ramesh Chander Kaushik
- 3. Prof. Saugata Roy

Secretariat

1.	Smt. Sudesh Luthra	—	Joint Secretary
2.	Shri J.V.G. Reddy	—	Director
3.	Shri V.K. Gupta	—	Additional Director
4.	Dr. Rajiv Mani	—	Deputy Secretary

2. At the outset, the Convenor welcomed the Members to the sitting of the Sub-Committee. The Sub-Committee then observes a two minute's silence in memory of those who gave their lives in the struggle for India's Freedom as 30th January as a mark of respect. Thereafter, the Convenor apprised the members of the Sub-Committee of the agenda to be considered.

3. The Sub-Committee perused the comprehensive note circulated by the Secretariat on the origin and history of the Ethics Committee which *inter-alia* gave a detailed background of the constitution of Ethics Committee of Lok Sabha, international position with regard to constitution of Committee on Ethics, details of the reports presented by the Lok Sabha and Rajya Sabha Ethics Committees as well as the comparative status of the proposed rules of the Committee on Ethics of Lok Sabha and Rajya Sabha Ethics Committee.

4. The Committee deliberated on the proposed rules relating to the Committee on Ethics in the light of the background material explained above. As regards the tenure of the Committee, as proposed in rule 316A, the Sub-Committee felt that the Committee on Ethics would have tenure of one year as already decided by the Rules Committee at the sitting held on 2nd January, 2015.

5. The Sub-Committee then deliberated on the functions and procedure for making ethics complaints by *any person* and powers to be vested with Committee on Ethics for *suo-motu* examination of issues of unethical conduct of Members as proposed in the rules 233A and 316C. After detailed discussion, the Sub-Committee decided to study the position in this regard in various Commonwealth Countries as well as in Ethics Committee, Rajya Sabha. In view of this, the Sub-Committee decided that the

following information may be collected/compiled by the Lok Sabha Secretariat and circulated to the Members of the Sub-Committee for consideration at the next sitting:—

- (a) the detailed information about the functioning of Ethics Committee particularly the procedure for making ethics complaints against Members and *suo-motu* examination of issues of unethical conduct of Members in Commonwealth Countries and a brief analysis thereto; and
- (b) the reports of the Rules Committee and Ethics Committee of Rajya Sabha relating to adoption of the code of conduct for members of Rajya Sabha, Register of Interest, recommendations and incorporation of rules relating to Ethics Committee alongwith the relevant minutes thereto.

6. The Sub-Committee then decided to hold their next sitting on 18th February, 2015 at 1400 hours.

The Sub-Committee then adjourned.

MINUTES OF THE SECOND SITTING OF THE SUB-COMMITTEE OF THE RULES COMMITTEE HELD ON 18TH FEBRUARY, 2015 IN COMMITTEE ROOM 'E', PARLIAMENT HOUSE ANNEXE

The Sub-Committee sat from 1445 hours to 1530 hours.

PRESENT

Shri Nishikant Dubey - Convener

2. Shri Ramesh Chander Kaushik

Secretariat

1.	Smt. Sudesh Luthra	 Joint Secretary
2.	Shri J.V.G. Reddy	 Director
3.	Shri Sreekanth S.	 Under Secretary

2. At the outset, the Convener welcomed the Members to the sitting of the Sub-Committee.

3. The Sub-Committee then studied the background note on the position with regard to Ethics Committee in Parliaments of Commonwealth Countries, Ethics Committee in various State Legislative Assemblies, the 1st, 2nd, 4th and 6th Reports of Ethics Committee of Rajya Sabha wherein the issue of incorporation of rules relating to Ethics Committee was discussed and the 9th Report of the Rules Committee of Rajya Sabha wherein incorporation of rules relating to Ethics Committee was recommended.

4. The Sub-Committee noted that Ethics Committee in Kerala and Mizoram Legislative Assemblies do not have any power to take suo-motu cognizance and examine ethics related complaints against Members and these Committees also do not have any provision to enable 'any person' to make ethics related complaints and they examine the complaints referred to them by the Speaker. The Sub-Committee also noted that the Ethics Committee of Rajya Sabha had been vested with the powers to suo-motu examine the ethics related complaints and provisions exist in the rules of the Committee for making a complaint by 'any person'. While considering the position in some Commonwealth Parliaments in this regard, the Sub-Committee noted that in the House of Commons, Canada, there is no Ethics Committee, but the Conflict of Interest and Ethics Commissioner who has the powers for examination of issues of violation of Conflict of Interest Code at the request of another Member or by Resolution of the House or on his own initiative does exists. There is, however, no provision to enable 'any person' to make ethics related complaints in that House. The Sub-Committee further noted that there is no provision in the Parliament of New Zealand for suo-motu cognizance of misconduct of members nor 'any person' other than a member can make a complaint to the Speaker and such complaints are examined by the Privilege Committee.

The Sub-Committee also took note of the fact that the principles of *suo-motu* examination and 'any person' giving a complaint on ethics related issues do exist in the House of Commons and House of Lords, United Kingdom and House of Representatives, USA. The Sub-Committee further noted that the Parliaments of Germany, France, Malaysia, Singapore, etc. do not have any ethics/standards Committee to examine the complaints relating to misconduct of their members.

5. After carefully considering the position and powers of the Ethics Committee in State Legislatures and in some Commonwealth Countries and after a detailed deliberation, the Sub-Committee made the following observations:—

- (a) the complaints relating unethical conduct of a Member whithin the premises of Parliament House fall under the jurisdiction of the Hon'ble Speaker and hence they may be left to the Speaker to get them investigated;
- (b) the complaint of unethical conduct against a Member may be made by a Member or by 'any person' through a Member, and it should be addressed to the Speaker who may forward it to the Chairperson, Committee on Ethics for examination, investigation and report;
- (c) every complaint should be couched in respectful and temperate language and be in Hindi or English and if a complaint is given in any other Indian language, it should be accompanied by a translation, either in Hindi or English. Further, a complaint made by 'any person' should be countersigned by the Member forwarding it to the Speaker;
- (d) the Committee on Ethics may formulate a Code of Conduct for Members of Lok Sabha and the complaints of unethical conduct of a Member may be brought within the ambit of the Code of Conduct;
- (e) the Committee on Ethics may examine and recommend the nature of Members' interests to be declared and the form of Register of Members' Interests to be maintained for Members of Lok Sabha;
- (f) letters written by Members to the constitutional and Governmental Authorities for redressal of grievances of the general public may not be considered as an unethical conduct. While formulating the Code of Conduct for Members, the Committee on Ethics may suitably include a provision/ guideline in the Code of Conduct to that effect; and
- (g) if the Committee on Ethics after a preliminary enquiry, is of the opinion that there is no *prima facie* case, the Committee may recommend that the matter may be dropped and the Chairperson shall intimate the Speaker accordingly.

6. In the light of the observations made in paras 4 & 5 above, the Sub-Committee authorised the Convener to finalise a draft Report of the Sub-Committee containing their recommendations for amendments including consequential amendments to the rules relating to the Committee on Ethics, for their consideration at the next sitting.

The Sub-Committee then adjourned.

MINUTES OF THE THIRD SITTING OF THE SUB-COMMITTEE OF THE RULES COMMITTEE HELD ON 27TH MAY, 2015 IN COMMITTEE ROOM NO. 53, PARLIAMENT HOUSE, NEW DELHI

The Sub-Committee sat from 1500 hours to 1520 hours.

PRESENT

Shri Nishikant Dubey — Convener

- 2. Shri Ramesh Chander Kaushik
- 3. Prof. Saugata Roy

Secretariat

1. Smt. M. C. Shar	rma —	Joint Secretary
2. Shri J. V. G. Rec	ldy —	Director
3. Ms. Amita Wal	ia —	Deputy Secretary

2. At the outset, the Convener welcomed the Members to the sitting of the Sub-Committee.

3. The Sub-Committee deliberated on the amendments proposed to the various Rules relating to the Committee on Ethics as given in the draft Report. After detailed deliberations, the Sub-Committee adopted the Report without any modification. The Sub-Committee then decided to present the Report to the Hon'ble Speaker.

The Sub-Committee then adjourned.

APPENDIX III

MINUTES OF THE FIRST SITTING OF THE RULES COMMITTEE HELD ON FRIDAY, 2ND JANUARY, 2015 IN THE SPEAKER'S COMMITTEE ROOM, PARLIAMENT HOUSE

The Committee sat from 1610 hours to 1645 hours.

PRESENT

Smt. Sumitra Mahajan — Chairperson

MEMBERS

- 2. Shri Nishikant Dubey
- 3. Shri Dilipkumar Mansukhlal Gandhi
- 4. Shri Ramesh Chander Kaushik
- 5. Dr. Udit Raj
- 6. Shri Vinayak Bhaurao Raut
- 7. Prof. Saugata Roy
- 8. Dr. Nepal Singh

Special Invitee

Shi	ri Rajiv Pratap Rudy	—	Minister of State in the Ministry of Parliamentary Affairs
		Secretariat	
1.	Shri Anoop Misra	_	Secretary-General
2.	Shri V.R. Ramesh	_	Joint Secretary
3.	Smt. Sudesh Luthra	_	Joint Secretary
4.	Shri J.V.G. Reddy		Director
5.	Shri V.K. Gupta	_	Additional Director

2. At the outset, the Hon'ble Speaker welcomed the Members to the sitting of the Committee and apprised them about the Agenda to be considered by the Committee.

3. The Committee took up for consideration Memorandum No. 1 regarding review of the (i) Rules of Procedure and Conduct of Business in Lok Sabha, and (ii) Directions by the Speaker, Lok Sabha. The Committee noted that the Rules of Procedure and Directions were last reviewed in a comprehensive manner in the year, 1989. Although, subsequently certain amendments were made in the Rules of Procedure and Directions,

but no comprehensive review had been made during last 25 years. Therefore, a need was felt to revisit all the Rules and Directions so as to reconcile the variations between the actual practices and the existing Rules and Directions; to bring the matters being governed by the conventions; under the Rules and Directions to the extent possible; and to delete the provisions which had become obsolete with the passage of time.

4. The Committee were informed that the review of the Rules and Directions has already been initiated in the Secretariat and is presently underway. The amendments proposed to be made to the Rules and Directions would be placed before the Committee from time to time. After this exercise is completed, revised editions of the Rules of Procedure and Directions would be brought out. The Committee then approved the proposal to review the Rules of Procedure and Directions and also decided that all the Members of Lok Sabha may be requested to give their suggestions regarding any amendments to the Rules and Directions so as to make the review exercise more broad-based.

5. The Committee then took up the Memorandum No. 2 regarding amendments to the Fourth Schedule to the Rules of Procedure. The Committee noted that entries in Parts-I, II and III of the Fourth Schedule specify the Statutory Corporations, Government Companies, Defence related Companies respectively which come under the purview of the Committee on Public Undertakings. The Committee further noted that certain entries in Part-I of the Fourth Schedule had become redundant due to reasons *viz.*, repeal of the parent Act, change in the name of the Undertakings and re-organization of an Undertaking under the Companies Act. The Committee also noted that the Committee on Public Undertakings at their sitting held on the 9th September, 2014 had resolved that the National Highways Authority of India be included in Part-I of the Fourth Schedule so as to bring it under the purview of the Committee on Public Undertakings. The Committee, after deliberations, decided to recommend the following changes in the Fourth Schedule:

- Entries at Sl. Nos. 2, 7 and 10 viz. Industrial Finance Corporation of India, Oil and Natural Gas Commission and Industrial Development Bank of India respectively, to be omitted from Part-I as they had been transformed into Government Companies and, thus, stand covered under Part-II of the Fourth Schedule;
- (ii) Entries at Sl. Nos. 3 and 4 viz. Indian Airlines and Air India respectively to be omitted from Part-I as they had been merged into one entity and transformed into a Government company named as Air India and, thus, it stands covered under Part-II of the Fourth Schedule;
- (iii) The International Airports Authority of India has been renamed as Airports Authority of India. Hence, the revised name to be indicated in Part-I;
- (iv) The Delhi Transport Corporation was taken over by the Government of National Capital Territory of Delhi. Hence, the Delhi Transport Corporation, Entry No. 11 to be omitted.
- (v) The National Highways Authority of India to be included in Part-I of the Fourth Schedule.

6. Thereafter the Committee took up for consideration the Memorandum No. 3 relating to the Committee on Ethics. The Committee noted that the Committee on Ethics (16th Lok Sabha) in their First Report laid on the Table of the House on 18 December, 2014 had recommended for incorporation of the rules relating to constitution, functions and procedure to be followed by the Committee on Ethics in the Rules of Procedure. The Committee deliberated on the issue regarding term of the Committee on Ethics. The Committee noted that the Committee on Ethics was being constituted as an ad hoc Committee by the Hon'ble Speaker since 2000. So far as the term of the Committee is concerned, the Committee has no fixed tenure. The Committee is constituted at the commencement of the House and continue in office till reconstituted on the lines of Business Advisory Committee, Committee of Privileges. Committee on Petitions and Rules Committee. The Committee further noted that the proposed new rule 316A relating to the Committee on Ethics provides for the similar provision. The Committee, after deliberations, felt that the term of the Committee on Ethics may not exceed one year on the lines of the Departmentally Related Standing Committees and Financial Committees. While considering the other rules relating to the Committee on Ethics, the Committee observed that the proposed rules recommended by the Committee on Ethics needed further detailed study. After deliberations it was decided that a Sub-Committee of the Rules Committee with the following members may be appointed to examine the rules relating to the Committee on Ethics and submit their recommendations for consideration of the whole Committee:

- (i) Shri Nishikant Dubey,
- (ii) Shri Ramesh Chander Kaushik, and
- (iii) Prof. Saugata Roy.

The Speaker also appointed Shri Nishikant Dubey as the Convener of the Sub-Committee.

7. The Chairperson also informed the Committee that Dr. Shashi Throor, a Member of the Committee has made certain suggestions regarding amendments to the Rules of Procedure. The Chairperson desired that the suggestions of Dr. Tharoor may be circulated to all Members of the Committee.

The Committee then adjourned.

ANNEXURE

(Please refer para 6 of Minutes of sitting of the Rules Committee held on 02.01.2015)

MEMORANDUM CONSIDERED BY THE RULES COMMITTEE AT THEIR SITTING HELD ON 2 JANUARY, 2015

LOK SABHA SECRETARIAT (COMMITTEE BRANCH - I)

MEMORANDUM NO. - 3

Subject: Incorporation in the Rules of Procedure and Conduct of Business in Lok Sabha of the rules regarding constitution of a Committee on Ethics, its functions and procedure to be followed by the Committee and procedure for making ethics complaints.

The matter regarding incorporation in the Rules of Procedure and Conduct of Business in Lok Sabha of the rules regarding constitution of a Committee on Ethics, its functions and procedure to be followed by the Committee and procedure for making ethics complaints, was taken up by the Committee on Ethics for consideration and report. The First Report of the Committee on Ethics in the matter was presented to the Speaker, Lok Sabha on 16 December, 2014 and Laid on the Table of the House on 18 December, 2014.

2. The Committee in their Report recommended that in the Rules of Procedure and Conduct of Business in Lok Sabha a New Chapter *viz* Chapter XXA containing provisions regarding procedure for ethics complaints (Rules 233A & 233B) may be added after Chapter XX of the Rules. The Committee further recommended for incorporation in the Chapter XXVI of the Rules containing rules regarding "Parliamentary Committee", the Rules regarding Committee on Ethics (Rules 316A to 316F). The Rules as recommended by the Committee on Ethics in their First Report may please be seen at the Appendices-I & II.

3. The Committee may consider.

New Delhi; Dated : 26th December, 2014.

APPENDIX I

(Please see para 2 of the Memorandum)

Rules as recommended by Committee on Ethics

CHAPTER XXA

ETHICS

Rule 233A. Procedure for ethics complaints

(1) Any person or member may make a complaint relating to unethical conduct of a member in Lok Sabha or connected with her or his parliamentary conduct.

(2) A complaint shall be addressed to the Speaker, who may forward it to the Chairperson, Committee on Ethics for examination, investigation and report.

(3) The complainant must declare the identity and submit supporting evidence, documentary or otherwise to substantiate the allegations.

(4) It shall be incumbent upon the complainant to ensure that the complaint is not false, frivolous or vexatious and is made in good faith. An affidavit to this effect shall acompany the complaint:

Provided that in case the complaint is made by a member, an affidavit shall not be required.

(5) The identity of the complainant would be kept secret, if a request to that effect made by the complainant is accepted by the Speaker, for sufficient reasons.

(6) A complaint based merely on unsubstantiated media reports shall not be entertained.

(7) The Committee on Ethics may also *suo motu* take up for investigation matters related to unethical conduct of members, wherever felt necessary.

(8) The Committee on Ethics shall not take up any matter which is *sub judice* and the decision of the Committee as to whether such matter is or is not *sub judice* shall for the purposes of these rules be treated as final.

233B. Power of Speaker to refer a question of ethical and other misconduct to the Committee

Notwithstanding anything contained in these rules, the Speaker may refer any question involving unethical conduct of a member in Lok Sabha or connected with her or his parliamentary conduct to the Committee on Ethics for examination, investigation and report.

APPENDIX II

(Please see para 2 of the Memorandum)

Rules as recommended by Committee on Ethics

CHAPTER XXVI

COMMITTEE ON ETHICS

Constitution

316A. At the commencement of the House or from time to time, as the case may be, the Speaker shall nominate a Committee on Ethics consisting of not more than 15 members.

Functions

316B. (1) The Committee shall:—

- (a) oversee the moral and ethical conduct of members;
- (b) examine every complaint relating to unethical conduct of a member in Lok Sabha or connected with his parliamentary conduct referred to it and make such recommendations as it may deem fit.
- (c) Frame rules specifying acts which constitute unethical conduct.

(2) The Committee may also *suo motu* take up for examination and investigation matters relating to ethics, including matters relating to unethical conduct of a member in Lok Sabha or connected with his parliamentary conduct wherever felt necessary and make such recommendations as it may deem fit.

Procedure

316C. (1) On a matter being referred to the Committee or on a matter being taken up by the Committee *suo motu*, the Committee shall conduct preliminary inquiry:

Provided that if the Committee takes up a matter *suo motu*, the Chairperson shall intimate the Speaker accordingly.

(2) If the matter has been referred to the Committee by the Speaker and the Committee, after a preliminary inquiry, is of the opinion that there is no *prima facie*, case it may recommend that the matter may be dropped.

(3) If the matter has been taken up by the Committee *suo motu* and the Committee after preliminary inquiry is of the opinion that there is no *prima facie* case, it may decide to drop the matter and the Chairperson shall intimate the Speaker accordingly.

(5) The Committee may lay down procedure, from time to time for examination of matters referred to it.

Report

316D. (1) The recommendations of the Committee shall be presented in the form of a report.

(2) If the matter has been referred to the Committee by the Speaker, the report shall be presented to the Speaker who may direct that the report be laid on the Table of the House.

(3) If the matter has been taken up *suo motu* by the Committee, the report shall be presented to the House.

(4) The report of the Committee may also state the procedure to be followed by the House in giving effect to the recommendations made by the Committee.

Consideration of report by House

316E. (1) After the report has been presented, the Chiarperson or any member of the Committee or any other member may move that the report be taken into consideration whereupon the Speaker may put the question to the House.

(2) Before putting the question to the House, the Speaker may permit a debate on the motion, not exceeding half an hour in duration, and such debate shall not refer to the details of the report further than is necessary to make out a case for the consideration of the report by the House.

(3) After the motion made under sub-rule (1) is agreed to, the Chairperson or any member of the Committee or any other member, as the case may be, may move that the House agrees, or disagrees or agrees with amendments, with the recommendations contained in the report.

Priority for consideration of report by House

316F. A motion that the report of the Committee be taken into consideration shall be put down in the List of Business after disposal of questions.

MINUTES OF THE SECOND SITTING OF THE RULES COMMITTEE HELD ON 8 JUNE, 2015 IN SPEAKER'S COMMITTEE ROOM, PARLIAMENT HOUSE, NEW DELHI

The Committee sat from 1100 hours to 1210 hours.

PRESENT

Smt. Sumitra Mahajan, Hon'ble Speaker - Chairperson

MEMBERS

- 2. Shri Nishikant Dubey
- 3. Shri Dilipkumar Mansukhlal Gandhi
- 4. Shri Bhartruhari Mahtab
- 5. Shri Vinayak Bhaurao Raut
- 6. Prof. Saugata Roy
- 7. Shri Ganesh Singh
- 8. Dr. Nepal Singh

SECRETARIAT

1.	Shri Anoop Mishra	—	Secretary-General
2.	Shri V.R. Ramesh		Joint Secretary
3.	Shri M.C. Sharma	_	Joint Secretary
4.	Shri Ravindra Garimella		Director
5.	Shri J.V.G. Reddy	—	Director
6.	Ms. Amita Walia		Deputy Secretary

2. At the outset, the Chairperson welcomed the Members to the sitting of the rules Committee and placed on record her appreciation for the good work done by the Sub-Committee for making a well-studied and research Report for consideration of the whole Committee.

3. The Convenor of the Sub-Committee (Shri Nishikant Dubey) then explained comparative analysis made by the Sub-Committee regarding the rule position of the Ethics Committees in some Parliaments of Commonwealth Countries, State Legislatures in India and the Rajya Sabha and the salient amendments recommended by the Sub-Committee which relate to the tenure of the Committee on Ethics, Procedure for making a complaint by any person, formulation of code of Conduct for members and reference of any complaint by a Member or any person by the Speaker to the Committee on Ethics, not vesting the Committee on Ethics with *suo moto* powers to examine

complaints of unethical conduct, bringing complaints of unethical conduct within the ambit of Code of Conduct, to examine and lay down the nature of members' interests to be declared and the form of register of members' interest to be maintained for the purpose, and ensuring that letters written by members for redressal of public grievances are not in the ambit of unethical conduct.

4. The Rules Committee then considered all the rules relating to the Committee on Ethics as recommended in the Report of the Sub-Committee and after some deliberations, approved unanimously, the Report of the Sub-Committee without any modification.

5. The Rules Committee then authorised the Hon'ble Speaker to finalise Report of the Committee and have it laid on the Table of the House in terms of the provisions of rule 331 of the Rules of Procedure and Conduct of Business in Lok Sabha.

The Committee then adjourned.

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