Standards of Conduct Committee

Code of Conduct and Associated Procedures consultation

December 2020/January 2021

We are the Standards of Conduct Committee. We have been considering the *Code of Conduct for Members of the Senedd (the Code)* to ensure that it remains relevant in our evolving parliament. We intend to propose any changes that may be needed to the Code in time for the Sixth Senedd (May 2021).

The Code is a document which sets out the standards of behaviour and conduct expected by Members of the Senedd. It has statutory authority under the legislation which established the independent Commissioner for Standards. Members who are found not to have followed what is set out in the Code can be reported to the independent Commissioner for Standards. The Commissioner will consider such complaints, and report to the Standards of Conduct Committee if a complaint is considered to have breached the Code.

The Code is agreed by the Senedd following proposals from the Standards of Conduct Committee. It is intended that this review will be completed by the end of the fifth Senedd in preparation for the Sixth Senedd.

We have conducted research across local government, and UK and international parliaments, into the stated purposes, scopes, enforceability and requirements of different codes of conduct around the world. We have also heard the views of a number of stakeholders on the current Code.

On the basis of our work so far, we have drafted a revised Code (annex A) for wider public consultation. We would welcome your views on the attached draft Code.

In re-drafting the Code we have sought:

- to provide greater clarity on the standards that are expected of Members;
- to better align with the Dignity and Respect Policy adopted by the Senedd in May 2018.

For reference, the existing Code for Members of the Senedd can be accessed **here**. A comparison of the existing code and the proposed new code can be found at annex B.

We would particularly welcome views on the following areas:

1. Structure of the Code

Internationally, codes of conduct are typically structured in one of three ways:

- a set of rules (which provides clarity in pre-identified situations);
- a set of key principles (on the basis that a set of rules may not provide for every circumstance); or
- a hybrid of key principles and rules (on the basis that this provides both the clarity of rules, and principles to apply in unforeseen circumstances).

Recognising that all three approaches have certain advantages and disadvantages, we have sought to re-structure the Senedd's Code as a hybrid of overarching principles, which set out the aspiration of how Members should behave, and accompanying these a set of very clear rules to which Members can be held to account.

Question 1: We would welcome your views on our approach to the Code's structure, as:

- a set of overarching principles which describe how Members should behave; and
- a set of clear rules against which Members can be held to account.

¹ It may be noted that it is only in recent decades that codes of conduct have become relatively common in parliaments across the world, and there are a number of parliaments that currently do not have a code of conduct.

2. Scope of the Code

The Senedd's Code as currently drafted applies to Members at all times (i.e. not only when they are acting as Members or accessing Senedd Commission resources, but also in their private, family and wider public lives).

We have considered practices in other parliaments, which variously:

- exempt Members' private lives from the scopes of their codes of conduct;
- exempt Members' private lives from the scope, except where a private life impacts on the reputation of the parliament;
- include Members' private lives within the scope of the code.

Again, we recognise that there are proponents and critics of all three approaches. Some argue that media scandals relating to private lives should not be the subject of regulation, others that Members' private lives can and do have an impact on the reputation of a parliament and trust in their elected representatives, and therefore is a matter of public interest.

In our redrafted Code, we have explicitly stated that the Code applies to Members holding the public office of a Member of the Senedd at all times, including in Members' personal and private lives.

Question 2: The Committee would welcome views on the application of the Code to Members' private lives. Where should the balance be struck between Member's rights to private and family life and the public interest in maintaining high standards of conduct on the part of those holding public office?

3. Principles in the Code

The Senedd's current Code contains the 7 "Nolan" principles which set out the key standards expected of those in Public life, which we note are subject to a review by the Committee on Standards in Public Life.

In our updated Code we have sought to tailor the wording associated with these principles to ensure they are applicable and relevant to the roles of Members of the Senedd in a modern parliamentary environment. In doing so, we have noted the view of the Committee on Standards in Public Life, that: "The intention was not that the Seven Principles could be treated as if a selfcontained code, but instead that the principles should be used to underpin a well-drafted, practical and locally-relevant guide to behaviour." We have tried to reflect this in the redraft of the Code.

Question 3: We would welcome your views on the approach we have taken in tailoring the wording associated with the seven Nolan principles, with the aim of making them applicable and relevant to the roles of Members of the Senedd. Would you suggest any further changes to this wording?

The "Nolan" principles, while they have in many ways stood the test of time well, they can now be seen as reflecting the aspects of good conducts in public life that were of primary concern when the Nolan Committee was set up. While these are still relevant and appropriate, in recent years events such as the independent inquiry report on the Bullying and Harassment of the House of Commons staff [Dame Laura Cox's report] which led to the adoption of the Senedd's Dignity and Respect Policy and wider movements in society such as #Metoo and Black Lives Matter, seem to indicate that the original principles should be strengthened by a further principle that specifically covers standards of conduct in relation to treating everyone equally and with respect". Accordingly, we are seeking views on an additional "Respect" principle, as follows:

Respect: Members must always behave in ways that promote equality of opportunity, respect the dignity of other persons and not engage in discriminatory or unwanted behaviour.

We have also included key elements of the Senedd's dignity and respect policy within the updated Code as clear rules². These include:

- Members must not engage in unwanted behaviour, harassment, bullying, or discrimination.
- Members must uphold the criminal law.
- Members must not subject anyone to personal attack -in any communication (whether verbal, in writing or any form of electronic or other medium,)- in a manner that would be considered excessive or abusive by a reasonable and impartial person, having regard to the context in which the remarks were made.

Question 4: We would welcome your views on our proposed additional principle of respect and accompanying rules. Do you think it is sufficiently clear in its expectations on how Members will behave?

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² The definitionsO of key terms e.g bullying which the Committee has adopted are consistent with the definitions in the existing Dignity and Respect Policy

4. Rules in the Code

The redrafted Code contains a set of enforceable rules.

The rules are not intended to be used to judge how Members fulfil their responsibilities as elected representatives or as an impediment to expressing political opinions. Instead, these rules are intended to enable Members to understand what is expect of them in maintaining high standards of personal conduct and to enable them to held to account when their conduct falls short.

Naturally, this is not an exhaustive list of rules as all situations are not foreseeable. It seeks however, to address key areas of conduct, underpinned by the overarching principles that can be applied where a rule requires interpretation or does not otherwise provide for a specific situation. To address this, the Committee has made it clear in rule one, that Members need also to uphold the principles of the Code.

Question 5: We would welcome your views on the rules set out in the updated Code:

- are they sufficiently clear in setting out how Members must behave?
- are there any rules or aspects of the rules in the updated Code that you believe Members should not be required to comply with?
- are there any additional rules that you believe Members should be required to comply with?

5. Guidance to the Code

We intend that the updated Code will be accompanied by guidance, with the objective of making the Code clear and accessible to Members and the Public. This guidance will also cover the procedure for dealing with complaints against Members of the Senedd.

We anticipate that such guidance will:

- state that a key feature in the application and enforcement of the Code is that it must facilitate public confidence in the way in which Members perform their responsibilities;
- set out practical examples of what would constitute a breach of the Code, with reference to the principles and rules;
- set out how allegations of non-compliance with the Code will follow the procedure for dealing with Complaints against Members of the Senedd;
- provide information on how the Commissioner for Standards can be contacted to register complaints.

Question 6: The guidance at present is contained within the Code and procedure, and we are suggesting this should be standalone. We would welcome your views on whether there are particular areas of the Code, or the process for making complaints in general, that you would like to see guidance on.

Question 7: We would welcome your views on our proposed approach of setting out practical examples of Code breaches in guidance, and any other comments you may have on the development of guidance.

The procedure for dealing with Complaints against Members of the Senedd.

Our review of the Code also provides us with an opportunity to amend and update the procedure for dealing with complaints against Members of the Senedd (the procedure).

Question 8: We would welcome your views on any changes that you would like to see in the procedure.

In particular, we would particularly welcome your views on the following issues:

1. Sanctions

For a Code of Conduct to be effective, it needs to be accompanied by a range of clear sanctions, that enable misconduct to be addressed. As part of our research into the different applications of Codes of Conduct around the world, we examined the sanctions utilised by parliaments in addressing misconduct.

A greater range of sanctions were introduced for use in the Senedd in 2013 following a report from our predecessor Committee. The current sanctions available for addressing misconduct are:

- Censuring a Member (which acts as a record of the disappointment of the Senedd in the behaviour of the Member);
- Exclusion from Senedd proceedings³ either generally or specifically (for example, particular meetings of the Senedd and its committees), for a specific length of time⁴;
- Withdrawal of certain rights and privileges of membership of the Senedd (including: the right of access; activities which a member

³ Senedd proceedings" are defined in section 1(5) of the Government of Wales Act 2006 as "any proceedings of the Assembly, committees of the assembly or sub-committees of such committees"

⁴ In the case of a recommendation of exclusion, in accordance with Standing Orders this will automatically result in the withdrawal of a Member's salary for the period of exclusion, but will not result in the withdrawal of allowances provided for under the Determination on Assembly Members" Pay and Allowances, for example, the salary and allowances of staff employed by the Member concerned will not be affected

might normally have a right to attend; removal of representational, ceremonial and related privileges which a member might normally enjoy as a member) for a specific length of time; or

 Where deemed appropriate, any combination of the above sanctions may be applied.

During the fifth Senedd these sanctions have been utilised on a number of occasions.

While our sanctions are broadly comparable with those in other UK jurisdictions, our sanctions do not include:

- requiring a Member to apologise;
- financial penalties such as repayment of sums wrongly claimed (this captures penalties other than the withdrawal of a member's salary for a period of exclusion);
- the power to recommend that a member is expelled or made subject to a recall petition.

It is anticipated that legislative changes would be necessary for the latter two sanctions to be adopted. Furthermore, the Welsh electoral system with regional representatives may make something such as a recall petition more complex.

Question 9: We would welcome your views on the sanctions available to the Committee and any changes you think may be needed to them.

2. Timeframe for Complaints

The procedure at present requires that complaints are to be made within 12 months of a complainant being reasonably aware of the alleged misconduct.

We understand and accept that individuals do not always feel able to come forward with a complaint at the time the conduct occurred for a range of reasons.

Question 10: We would welcome your views on whether there should be a timeframe for complaints, and if not whether there should be any conditions on the admissibility of complaints over 12 months old.

3. Publication of the Commissioner's report

The procedure currently requires the full publication of the Commissioner's report, which sets out the findings of the Commissioner's investigation and the evidence relied upon. We are concerned that releasing this information may make it more difficult for complainants to share sensitive information. To address this, we are exploring the possibility of releasing a summary of the Commissioner's report where necessary due to sensitive information.

Question 11: We would welcome your views on how the Commissioner's reports should refer to sensitive information relied upon for investigations.

4. The appeal mechanism

Once a complaint is found to be admissible, the Senedd's complaints procedure is a three stage process involving:

- an investigation by the independent Commissioner;
- a consideration of the Commissioner's findings by a cross-party
 Standards of Conduct Committee; and
- if a breach has been found in the above stages, a final decision on whether there has been a breach of the Code by the Senedd as a whole.

In addition, Members can currently appeal the decision of the Standards of Conduct Committee, to an independent legally qualified person, based on significant new evidence or procedural irregularity. The person appointed does not consider the merits of the case, but will refer the report back to the Committee if the appeal is successful.

This additional appeal process was introduced in 2004, prior to the establishment of the independent Standards Commissioners office. The

⁵ It was a result of a recommendation from the Woodhouse report on the Standards of Conduct in the National Assembly for Wales. Report for the Committee on Standards of Conduct National Assembly for Wales, <u>Review of the Standards of</u>

initial appeals process was based on a panel of Members of the Senedd reviewing the decision of the Committee (elected for any appeal which was initiated). This process was changed to appeals being seen by an independent legally qualified person appointed by the Presiding Judge of the Wales Circuit, when the procedure was revised following the passing of the Commissioner for Standards Measure 2010. Accordingly,, the present procedure provides for three separate stages of review, namely by the Committee, by the Senedd and by the independent person.

Utilising an independent legally qualified person⁶ does involve an additional significant cost in the process which varies depending on the complexity of the case and the person appointed.

In undertaking a comprehensive review of other codes it was noted that there is no additional appeals process built into the complaints procedures of the other UK jurisdictions. The House of Commons has introduced an appeals process which is more akin to the Committee stage within the Senedd's system – as it is an appeal to a sub–Committee of the Committee on Standards on the Commissioner's decision and relates solely to complaints made under the Independent Complaints and Grievance scheme.⁷

Question 12: We would welcome views on whether the additional appeals process to the independent person- detailed above- should remain within the procedure.

Conduct regime of the National Assembly for Wales, Professor Diana Woodhouse, Oxford Brookes University, October 2002

⁶ To date, the role has been filled by retired members of the judiciary who are remunerated on a daily rate related to fee paid judicial appointments.

⁷ House of Commons, **Independent Complaints and Grievance Scheme**, <u>Annex:</u>
<u>Guidance to appellants</u>, **Interim guidance prepared in Spring**2019https://publications.parliament.uk/pa/cm201719/cmselect/cmstandards/1976/1976
04.htm

SENEDD CYMRU

Code of Conduct on the Standards of Conduct of Members of the Senedd

Part 1 - Introduction and Status of the Code

- 1. This Code of Conduct ("Code") comprises:
 - Part 1 Introduction and status of the Code
 - Part 2 Interpretation and Overarching Principles
 - Part 3 Members' Standards of Personal Conduct
 - Part 4 Members' Duties in relation to Standards Complaints and Investigations
- 2. The Code establishes the standards of conduct expected of Members of the Senedd, and is a Code relating to the conduct of Members of the Senedd for the purposes of the National Assembly for Wales Commissioner for Standards Measure 2009. The Code was adopted by resolution of the Senedd dated [date].
- 3. The conduct of Members during plenary sessions of the Senedd and in committees is dealt with by the Llywydd and the chairs of committees through application of the Senedd's Standing Orders relating to maintaining order during proceedings.
- 4. The Senedd Commission may publish from time to time guidance for the assistance of Members and their staffs in complying with the Code, and the Commissioner for Standards may have regard to such guidance in considering any complaint of a failure to comply with the provisions of the Code.
- 5. The Code applies to Members holding the public office of a Member of the Senedd at all times, including Members' personal and private lives.

Part 2 – Interpretation and Overarching Principles

6. Members must conduct themselves in accordance with the following principles (referred to in the Code as "the Overarching Principles"):

Selflessness

Members should take decisions solely in 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

Members must 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. Members should at all times conduct themselves in a manner which will tend to maintain and strengthen the public's trust and confidence in the integrity of the Senedd and refrain from any action which would bring the Senedd, or its Members generally, into disrepute.

Objectivity

In carrying out their business Members should make decisions on merit.

Accountability

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

Openness

Members must 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 in accordance with statutory requirements, Senedd Standing Orders and rules binding Members of the Senedd and their staff, or when the wider public interest clearly demands.

Honesty

Members must be truthful, must declare any private interests relating to their public duties and must take steps to resolve any conflicts arising in a way that protects the public interest.

Respect

Members must always behave in ways that promote equality of opportunity, respect the dignity of other persons and not engage in discriminatory or unwanted behaviour.

Leadership

Members must promote and support these principles by leadership and example, and be willing to challenge poor behaviour wherever it occurs.

7. The standards of conduct set out in Parts 3 and 4 of this Code are to be interpreted in accordance with the Overarching Principles and a breach of the Code means a breach of any of the standards set out parts 3 and 4 of this Code.

8. In this Code:

- (1) "bullying" means offensive, intimidating, malicious or insulting behaviour; or an abuse or misuse of power in a way that intends to undermine, humiliate, criticise unfairly or injure someone;
- (2) "discrimination" includes behaviour that discriminates against any person on grounds of race, age, gender, sexual orientation, disability, political opinion, language preference, family status and whether or not a person has dependents;
- (3) "harassment" means unwanted conduct which has the purpose or effect of violating an individual's dignity or creating an intimidating, hostile, degrading, humiliating or offensive environment for an individual and includes sexual harassment;
- (4) "unwanted behaviour" means behaviour which is not encouraged or reciprocated by the recipient, regardless of whether it was meant to cause offence, and whether it is repeated or an isolated incident; and
- (5) "the Measure" means the National Assembly for Wales Commissioner for Standards Measure 2009 (nawm 4).

Part 3 – Members' Standards of Personal Conduct

9. Members must:

- (1) Uphold the Overarching Principles.
- (2) Act truthfully in the conduct of public business.
- (3) Not act or behave in a manner that brings the Senedd or its Members generally, into disrepute.
- (4) Not engage in unwanted behaviour, harassment, bullying, or discrimination.
- (5) Uphold the criminal law.
- (6) Not subject anyone to personal attack -in any communication (whether verbal, in writing or any form of electronic or other medium)- in a manner that would be considered excessive or abusive by a reasonable and impartial person, having regard to the context in which the remarks were made.

- (7) Resolve any conflict that arises between their private interests and the public interest at once, and in favour of the public interest.
- (8) Comply with the Standing Orders of the Senedd relating to the declaration and registration of financial and other interests and membership of societies.
- (9) Comply with the Rules on the Use of Senedd Resources.
- (10) Not misuse payments, allowance or resources made available to them under a determination of the Independent Remuneration Board of the Senedd.
- (11) Not accept any financial inducement, gift, hospitality or other benefit as an incentive or reward for carrying out their functions as a Member of the Senedd, for influencing proceedings in the Senedd, or which might otherwise appear to a reasonable and impartial person to influence, or potentially influence, their actions as a Member, save to the extent that acceptance is in accordance with provision made in Standing Orders.
- (12) Not use or attempt to use their position as a Member to confer an advantage or preferential treatment for either themselves or any other person, or to avoid disadvantage or create disadvantage for someone else.
- (13) Be open and transparent with other Members, and with officials, in disclosing any activities undertaken in relation to, or undertaken on behalf of, an organisation with which a Member has a financial relationship, including activities which may not be a matter of public record such as informal meetings and functions.
- (14) Not act in a way which improperly interferes, or is intended or is likely to improperly interfere, with the performance by the Senedd or a Senedd committee of its functions, or the performance of their duties by a Member, any Member's staff or officials and staff or the Senedd Commission.
- (15) Not engage in behaviour that could reasonably be perceived as applying pressure to individuals to:
 - (i) compromise the political impartiality of the Senedd Commission or Civil Service;
 - (ii) breach the Senedd Commission Staff Code of Conduct;

- (iii) breach the Civil Service Code;
- (iv) breach the Support Staff Code of Conduct; or
- (v) handle requests for information other than as indicated by the Senedd Code of Practice on Public Access to Information.
- (16) In relation to the disclosure of information:
 - (i) that is confidential or otherwise protectively marked, only disclose it when authorised to do so by the person or authority controlling the information or when disclosure is required or permitted by law;
 - (ii) only use information received in confidence in their capacity as a Member of the Senedd and not use, or attempt to use, such information for the purposes of financial or any other personal advantage; and
 - (iii) not prevent any person from gaining access to information as permitted by law.
- (17) Not encourage another Member to contravene any of these Standards of Personal Conduct.
- (18) Take reasonable measures to ensure that their staff, when acting on their behalf, also uphold these Standards of Personal Conduct.

Part 4 – Members' Duties in relation to Standards Complaints and Investigations

- 10. This Part of the Code applies to complaints and investigations conducted by the Senedd Commissioner for Standards under the Measure.
- 11. Where a Member is:
 - (1) the subject of a complaint;
 - (2) the person making the complaint;
 - (3) a witness in relation to a complaint; or
 - (4) has been asked by the Senedd Commissioner for Standards to provide information in relation to a complaint,

they must:

- (i) co-operate at all times with the Senedd Commissioner for Standards in the conduct of their investigation and any subsequent consideration of the complaint by the Senedd Standards of Conduct Committee;
- (ii) comply with any rules made by the Senedd relating to the consideration of complaints against Members of the Senedd by the Senedd Commissioner for Standards under the Measure;
- (iii) not disclose details in relation to such investigation except when authorised by law to do so, or by the Senedd Commissioner for Standards or other investigatory authority;
- (iv) not lobby a member of the Senedd Standards of Conduct Committee in a manner calculated or intended to improperly influence their consideration of whether a breach of the Code of Conduct has occurred, or in relation to the imposition of a sanction; and
- (v) not seek to influence or encourage, a person making a complaint in an investigation to withdraw or amend their complaint, or any witness or other person participating in a complaint to withdraw or alter their evidence.
- 12. Members must not misrepresent any recommendation made by the Committee on Standards of Conduct in relation to any complaint it has considered.
- 13. Members must not make frivolous, vexatious or manifestly unfounded complaints to the Senedd Commissioner for Standards.
- 14. Members must take reasonable measures to ensure that their staff, acting on their behalf, are familiar with and observe the provisions of this Part of the Code.

Annex B Comparative Table

A comparison of the text of the proposed update of the Code of Conduct with the text of the current Code of Conduct

- 1. The proposed update of the Code may usefully be read as a 'new' document, rather than as a new iteration of the current Code. Nevertheless, for consultees' assistance we have sought to provide a comparison between the texts of the current Code and the proposed update on the Code.
- 2. Consultees may wish to note that text **in bold** denotes text which is either in the proposed update of the Code, or in the current Code.
- 3. In a third column 'Rationale for changes' we have sought to briefly describe our rationale for particular changes. On occasion, we have referred to incorporating particular points in guidance, which we intend to produce to accompany the Code: we intend that such guidance will be publicly available, and will be intended to both assist Senedd Members in complying with the Code, and to assist the public as a whole in determining whether a breach of the Code may have occurred. Where text is broadly equivalent between the current Code and the proposed update of the Code (for example: paragraph 2 of the proposed update is broadly equivalent to paragraph 1.i. of the current Code) we have made no comment in the 'Rationale for changes' column.

Proposed update of the Code	Current Code	Notes/Rationale for changes
 1. This Code of Conduct ("Code") comprises: - Part 1 Introduction and status of the Code - Part 2 Interpretation and Overarching Principles - Part 3 Members' Standards of Personal Conduct - Part 4 Members' Duties in relation to Standards Complaints and Investigations 	No equivalent text	This text has been included in the proposed update of the Code (the updated Code) to assist the reader, by setting out the structure of the updated Code.
2. The Code establishes the standards of conduct expected of Members of the Senedd, and is a Code relating to the conduct of Members of the Senedd for the purposes of the National Assembly for Wales Commissioner for Standards Measure 2009. The Code was adopted by resolution of the Senedd dated [date].	1. The purpose of this Code of Conduct is: i. to provide guidance for all Members of the National Assembly on the standards of conduct expected of them in the discharge of their Assembly and public duties; ii. to provide the openness and accountability necessary to reinforce public confidence in the way in which Members of the National Assembly perform their Assembly and public duties.	Paragraph (Para) 1.ii in the current Code does not have equivalent text in the updated Code. However, our intention is that guidance to accompany the updated Code will state that an effective application of the Code will facilitate public confidence in the way in which Members perform their responsibilities.

3. The conduct of Members during plenary sessions of the Senedd and in committees is dealt with by the Llywydd and the chairs of committees through application of the Senedd's Standing Orders relating to maintaining order during proceedings.	No equivalent text	Para 3 has been included in the updated Code to clarify the demarcation of the jurisdiction of the Llywydd and committee chairs.
4. The Senedd Commission may publish from time to time guidance for the assistance of Members and their staffs in complying with the Code, and the Commissioner for Standards may have regard to such guidance in considering any complaint of a failure to comply with the provisions of the Code.	No equivalent text.	Para 4 has been included in the updated Code to reflect that the guidance is separate from the rules. This is intended to make it clearer as to what the rules require.
5. The Code applies to Members holding the public office of a Member of the Senedd at all times, including Members' personal and private lives.	No directly equivalent text (though para 2 below, in combination with the dignity and respect policy, is currently interpreted to mean that the Code applies to Members at all times)	Para 5 has been included in the updated Code to explicitly set out that the Code applies to Members at all times.
No equivalent text.	2. This Code applies to all Members of the National Assembly who have not taken leave of absence.	This text is not included in the updated Code to reflect the intention that the Code applies to Members at all times.
Varied:	3. Members of the Assembly:	
- equivalence covered by paras 6, 9, 12-14 in the updated Code, which set out what Members 'must' or 'must not' do;	- must comply with the Code of Conduct for Assembly Members;	
- no equivalent text to 'always acting on personal honour';	- should act always on their personal honour;	The concept of 'acting on personal honour' is not included in the updated Code, on

- equivalence provided by rule 9(11)- "Members must not accept any financial inducement, gift, hospitality or other benefit as an incentive or reward for carrying out their functions as a Member of the Senedd, for influencing proceedings in the Senedd, or which might otherwise appear to a reasonable and impartial person to influence, or potentially influence, their actions as a Member, save to the extent that acceptance is in accordance with provision made in Standing Orders."	- must never accept any financial inducement as an incentive or reward for exercising parliamentary influence; - must not vote on any Order or motion, or ask any question in plenary or a committee, or promote any matter, in return for payment or any other material benefit (the "no paid advocacy" rule).	the basis that this is requirement is particularly subjective. It is anticipated that guidance to accompany the Updated Code will set out that voting on Orders, asking questions, or promoting matters are examples of Members carrying out their functions as a Member of the Senedd, and therefore must not be performed in return for payment or other material benefit
6. Members must conduct themselves in accordance with the following principles (referred to in the Code as "the Overarching Principles"):	4. Members of the Assembly should observe the seven general principles of conduct identified by the Committee on Standards in Public Life. The seven principles are:	
Selflessness Members should take decisions solely in the public interest. They should not do so in order to gain financial or other material benefits for themselves, their family, or their friends.	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.	
The current Code states that 'conflicts must be resolved' in relation to both the principles of Selflessness and Honesty. In the updated Code, this is replaced by a single reference under the 'Honesty' principle	Assembly Members should avoid conflict between personal and public interests and resolve any conflict between the two at once and in favour of the public interest.	The principle of 'avoiding conflicts' does not feature in the updated Code, on the rationale that this could be taken to imply that Members should dispense with all personal interests.

Integrity Members must 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. Members should at all times conduct themselves in a manner which will tend to maintain and strengthen the public's trust and confidence in the integrity of the Senedd and refrain from any action which would bring the Senedd, or its Members generally, into disrepute.	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. Assembly Members should at all times conduct themselves in a manner which will tend to maintain and strengthen the public's trust and confidence in the integrity of the Assembly and refrain from any action which would bring the Assembly, or its Members generally, into disrepute.	
Equivalent text provided by para 9(15): "Members must not engage in behaviour that could reasonably be perceived as applying pressure to individuals to: (i) compromise the political impartiality of the Senedd Commission or Civil Service; (ii) breach the Senedd Commission Staff Code of Conduct; (iii) breach the Civil Service Code."	Members should not ask Assembly Commission or Welsh Government staff to act in any way which would compromise the political impartiality of the Civil Service and/or Assembly Commission staff or conflict with the Civil Service Code and/or the Assembly Commission Staff Code of Conduct.	As 'asking Commission/Government staff to act in a way which would compromise their respective Codes' is a more specific type of conduct than expressing the general principle of integrity it is expressed in the updated Code as a specific rule at 9(15).
Objectivity In carrying out their business Members should make decisions on merit.	Objectivity: In carrying out public business, including making public appointments, awarding contracts, or recommending individuals for rewards	The examples of 'business' (making public appointments, etc.) are not included in the updated Code, on the basis that while Members do perform these functions (e.g. in the appointment of the public service

	and benefits, holders of public office should make choices on merit.	ombudsman), they do not particularly reflect the day-to-day decisions that Members take in the course of carrying out their business. However, we intend that guidance to accompany the updated Code would still identify these processes as examples of business where Members must make decisions on merit.
Accountability Members are accountable to the public for their decisions and actions, and must submit themselves to whatever scrutiny is appropriate to the public office of Member of the Senedd.	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.	
 Equivalent text provided by: rule 9(9) which requires that Members comply with the Rules on the Use of Senedd Resources, and rule 9(10) which requires that Members must not misuse payments, allowance or resources made available to them under a determination of the Independent Remuneration Board of the Senedd. 	No improper use shall be made of any payment or allowance made to Assembly Members for public purposes and the administrative rules which apply to such payments and allowances must be strictly observed.	As this section (improper use of payments) refers to a specific type of conduct rather than the general principle of accountability, it is expressed in the updated Code as rules 9(9) and 9(10). For clarity, we do not anticipate that any payments or allowances will be made that fall outside both the Resources Rules and the Determination.
Openness	Openness: Holders of public office should be as open as possible about all the decisions and actions that they	

Members must 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 in accordance with statutory requirements, Senedd Standing Orders and rules binding Members of the Senedd and their staff, or when the wider public interest clearly demands.

Equivalent text provided by rule 9(16):

Members must, in relation to the disclosure of information: (i) that is confidential or otherwise protectively marked, only disclose it when authorised to do so by the person or authority controlling the information or when disclosure is required or permitted by law; (ii) only use information received in confidence in their capacity as a Member of the Senedd and not use, or attempt to use, such information for the purposes of financial or any other personal advantage; and (iii) not prevent any person from gaining access to information as permitted by law.

and rule 9(13):

 Members must be open and transparent with other Members, and with officials, in disclosing any activities undertaken in relation to, or undertaken on behalf of, an organisation with which a Member has take. They should give reasons for their decisions, and restrict information only when the wider public interest clearly demands.

Assembly Members must not prevent any person from gaining access to information which that person is entitled to by law, but must not disclose confidential information. including confidential information from Assembly Committees, without consent unless required to do so by law. Any such confidential material received by Members in the course of their Assembly duties should only be used in connection with those duties. and must never be used for the purpose of financial gain. In any activities in relation to, or on behalf of. an organisation with which a Member has a financial relationship, including activities which may not be a matter of public record such as informal meetings and functions, Members must always bear in mind the need to be open and frank with other Assembly Members, and with officials.

As 'preventing a person from accessing information (etc.)' is a specific type of conduct, rather than an expression of the general principle it is expressed in the updated version of the Code as rules 9(16) and rule 9(13).

a financial relationship, including activities which may not be a matter of public record such as informal meetings and functions.		
Honesty Members must be truthful, must declare any private interests relating to their public duties and must take steps to resolve any conflicts arising in a way that protects the public interest.	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.	The text 'Members must be truthful' has included to provide clarity that the Nolan principle of 'Honesty' requires such.
Respect Members must always behave in ways that promote equality of opportunity, respect the dignity of other persons and not engage in discriminatory or unwanted behaviour.	No equivalent text in current code.	We believe the concept of treating everyone with respect would be an important addition to the key principles of public life, as set out in the Nolan Principles.
Leadership Members must promote and support these principles by leadership and example, and be willing to challenge poor behaviour wherever it occurs.	Leadership: Holders of public office should promote and support these principles by leadership and example.	The inclusion of the requirement to 'challenge poor behaviour' in the updated Code has been included to reflect the Senedd's Dignity and Respect policy.
 7. The standards of conduct set out in Parts 3 and 4 of this Code are to be interpreted in accordance with the Overarching Principles and a breach of the Code means a breach of any of the standards set out parts 3 and 4 of this Code. 8. In this Code: 	No equivalent text	This text in the updated Code is intended to provide clarity for the reader.
o. III tilis code:		

(6) "bullying" means offensive, intimidating, malicious or insulting behaviour; or an abuse or misuse of power in a way that intends to undermine, humiliate, criticise unfairly or injure someone;	No equivalent text.	This text in the updated Code is intended to provide clarity for the reader.
(7) "discrimination" includes behaviour that discriminates against any person on grounds of race, age, gender, sexual orientation, disability, political opinion, language preference, family status and whether or not a person has dependants;	No equivalent text.	This text in the updated Code is intended to provide clarity for the reader.
(8) "harassment" means unwanted conduct which has the purpose or effect of violating an individual's dignity or creating an intimidating, hostile, degrading, humiliating or offensive environment for an individual and includes sexual harassment;	No equivalent text.	This text in the updated Code is intended to provide clarity for the reader.
(9) "unwanted behaviour" means behaviour which is not encouraged or reciprocated by the recipient, regardless of whether it was meant to cause offence, and whether it is repeated or an isolated incident; and	No equivalent text	This text in the updated Code is intended to provide clarity for the reader.
(10) "the Measure" means the National Assembly for Wales Commissioner for Standards Measure 2009 (nawm 4).	No equivalent text	This text in the updated Code is intended to provide clarity for the reader.
9. Members must:		
(1) Uphold the Overarching Principles.	No equivalent text	Rule 9(1) has been added to the updated Code in anticipation that the list of rules will not exhaustively anticipate all

		situations that may arise. Rule 9(1) therefore provides for a complaint to be considered on the basis of a failure to uphold the/an) overarching principle(s) rather than another specific rule.
(2) Act truthfully in the conduct of public business.	No equivalent text	9(2) has been included in the updated Code to give effect in the specific rules to the principle of honesty.
(3) Not act or behave in a manner that brings the Senedd or its Members generally, into disrepute.	This rule is similar the text in current Code associated with the principle of integrity: "Members should at all times conduct themselves in a manner which will tend to maintain and strengthen the public's trust and confidence in the integrity of the Senedd and refrain from any action which would bring the Senedd, or its Members generally, into disrepute."	
(4) Not engage in unwanted behaviour, harassment, bullying, or discrimination.	No equivalent text in current Code. However, the Senedd's Dignity and Respect Policy states that inappropriate behaviour means any behaviour that adversely affects the dignity of another person. It includes harassment, sexual harassment, bullying, intimidation and unlawful discrimination.	9(4) is intended to incorporate a key element of the Senedd's dignity and respect policy within the updated Code as a clear rule
(5) Uphold the criminal law.	No equivalent text in current Code. However, the Dignity and Respect Policy states that instances of inappropriate behaviour may constitute criminal offences, such as criminal	9(5) is intended to incorporate a key element of the Senedd's dignity and respect policy within the updated Code as a clear rule.

	harassment, common assault or sexual assault and the inclusion of this rule reflects that position. The rule would also cover other instances (for example, if a Member committed a public order offence).	
(6) Not subject anyone to personal attack -in any communication (whether verbal, in writing or any form of electronic or other medium)- in a manner that would be considered excessive or abusive by a reasonable and impartial person, having regard to the context in which the remarks were made.	No equivalent text in current Code. However, the dignity and respect policy states that "inappropriate behaviour can take many forms. The most obvious are physical contact and words (spoken or written). But other examples include images – including those on computer and video clips – gestures, facial expressions, mimicry, jokes, pranks and acts affecting a person's surroundings."	9(6) is intended to incorporate a key element of the Senedd's dignity and respect policy within the updated Code as a clear rule.
(7) Resolve any conflict that arises between their private interests and the public interest at once, and in favour of the public interest.	Equivalent to text in current Code which is associated with the principles of selflessness and honesty (i.e. Members must resolve any conflict between the two at once and in favour of the public interest).	
(8) Comply with the Standing Orders of the Senedd relating to the declaration and registration of financial and other interests and membership of societies.	Equivalent to paragraphs 5-9 of the current Code (stated in full below): "5. Members of the Assembly must register in the Register of Members' Interests all relevant interests defined in the Annex to Standing Order 2, in order to make clear what are the interests that might reasonably be thought to influence their actions.	Paragraphs 5-9 of the current Code replicate the text of a number of the Senedd's Standing Orders (2.9, 13.8A, 18.8A and the annex to standing order 2). Referring to Standing Orders collectively in the updated Code is intended to remove the potential for inconsistencies between the Code and the Senedd's Standing Orders. The existing guidance on the

6. The categories of registrable interests (as set out in the Annex to Standing Order 2) are as follows:

Directorships held by the Member or, to the Member's knowledge, the Member's partner or any dependent child of the Member, in public and private companies, including those which are individually unremunerated but where remuneration is paid through another company in the same group.

Employment, office, trade, profession or vocation (apart from membership of the Assembly) for which the Member or, to the Member's knowledge, the Member's partner, is remunerated or in which the Member has any pecuniary interest, including the receipt of any public funds.

The names of clients, when the interests referred to above include services by the Member or, to the Member's knowledge, the Member's partner or any dependent child of the Member, which arise out of, or are related in any matter to his or her membership of the Assembly.

Gifts, hospitality, material benefits or advantage above a value specified in any resolution of the Assembly received by the Member or, to the Member's registration, declaration and recording of financial and other interests provides information on the process and practice of complying with the relevant Standing Orders, and will be updated to reflect this change.

knowledge, the Member's partner or any dependent child of the Member, from any company, organisation or person and relating to or arising out of membership of the Assembly.

Any remuneration or other material benefit which a Member or, to the Member's knowledge, the Member's partner or any dependent child of the Member, receives from any public or private company or other body which, to the Member's knowledge, has tendered for, is tendering for, or has, a contract with the Assembly Commission or Welsh Government.

Financial sponsorship (i) as a candidate for election to the Assembly, where to the knowledge of the Member the sponsorship in any case exceeds 25 per cent of the candidate's election expenses, or (ii) as a Member of the Assembly by any person or organisation, stating whether any such sponsorship includes any payment to the Member or any material benefit or advantage.

Subject to any resolution of the Assembly, overseas visits made by the Member or, to the Member's knowledge, the Member's partner or any dependent child of the Member, relating to or arising out of membership of the Assembly where the cost of any such visit has not been wholly borne by the Member or by public funds.

Any land and property, of the Member or, to the Member's knowledge, the Member's partner or any dependent child of the Member, which has a substantial value as specified in any resolution of the Assembly or from which a substantial income is derived other than any home used for the personal residential purposes of the Member or the Member's partner or any dependent child of the Member.

The names of companies or other bodies in which the Member has, either alone or with or on behalf of the Member's partner or any dependent child, a beneficial interest or in which, to the Member's knowledge, the Member's partner or a dependent child has a beneficial interest in shareholdings of a nominal value greater than one per cent of the issued share capital, or less than one per cent but more than an amount specified in any resolution of the Assembly.

Paid or unpaid membership or chairmanship by the Member or, to the Member's knowledge, the Member's partner or any dependent child of the Member, of any body funded in whole or in part by the Assembly Commission or the Welsh Government, where the Member knows, or ought to have known, of the Assembly Commission or Welsh Government funding.

7. Members of the Assembly must declare, before taking part in any Assembly proceedings, any interest which is a relevant interest, under Standing Order 2, in the context of the debate or the matter under discussion. A declaration must relate to a decision to be made at the meeting in question. It must concern a matter where the Member (or their partner or dependent children) might gain a financial advantage from such a decision, where that advantage would be greater than that which might accrue to the electorate generally. This is necessary in order that their audience may form a balanced judgement of their arguments.

8. A Member is prohibited from voting in any proceedings of the Assembly if, in relation to any interest which is required to be registered under Standing Order 2, a particular decision of the Assembly or a Committee might

	result in a direct financial advantage to the Member greater than that which might accrue to the electorate generally. 9. At the appropriate time in any Assembly proceedings, a Member must declare any interest, financial or otherwise, that the Member, or to their knowledge, a family member, has or is expecting to have which is relevant to those proceedings, and might reasonably be thought by others to influence the Member's contribution."	
(9) Comply with the Rules on the Use of Senedd Resources.	10. Members are required to comply with the 'Rules and Guidance on the Use of Assembly Resources' and any guidance on the use of Assembly resources specifically relating to an election campaign.	Reference in the Code to guidance on the use of Senedd resources relating to election campaigns is not considered necessary.
(10) Not misuse payments, allowance or resources made available to them under a determination of the Independent Remuneration Board of the Senedd.	13. Members are required to comply with 'The National Assembly for Wales (Assembly Members and Officers) (Salaries, Allowances etc.) Determination') 14. The Determination sets out the salaries and allowances which Members are entitled to as a result of the discharging of their Assembly duties.	Rule 9(10) in the updated code is considered equivalent to both paras 13 and 14 of the current code. For readers' reference- paras 11 and 12 of the current Code are stated out of sequence below.

(11) Not accept any financial inducement, gift, hospitality or other benefit as an incentive or reward for carrying out their functions as a Member of the Senedd, for influencing proceedings in the Senedd, or which might otherwise appear to a reasonable and impartial person to influence, or potentially influence, their actions as a Member, save to the extent that acceptance is in accordance with provision made in Standing Orders.	Equivalent to text in para 3 of current code: "Members must never accept any financial inducement as an incentive or reward for exercising parliamentary influence must not vote on any Order or motion, or ask any question in plenary or a committee, or promote any matter, in return for payment or any other material benefit (the "no paid advocacy" rule)".	Dulo 9(12) has been included in the
(12) Not use or attempt to use their position as a Member to confer an advantage or preferential treatment for either themselves or any other person, or to avoid disadvantage or create disadvantage for someone else.	No equivalent text.	Rule 9(12) has been included in the updated Code to give effect to the principle of selflessness.
(13) Be open and transparent with other Members, and with officials, in disclosing any activities undertaken in relation to, or undertaken on behalf of, an organisation with which a Member has a financial relationship, including activities which may not be a matter of public record such as informal meetings and functions.	Equivalent to text associated in current Code with principle of openness: "In any activities in relation to, or on behalf of, an organisation with which a Member has a financial relationship, including activities which may not be a matter of public record such as informal meetings and functions, Members must always bear in mind the need to be open and frank with other Assembly Members, and with officials."	

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(14) Not act in a way which improperly	No equivalent text.	Rule 9(14) is included to provide clarity that
interferes, or is intended or is likely to		such actions would be a breach of the
improperly interfere, with the		Code.
performance by the Senedd or a		
Senedd committee of its functions, or		
the performance of their duties by a		
Member, any Member's staff or officials		
and staff or the Senedd Commission.		
(15) Not engage in behaviour that could	Equivalent to:	
reasonably be perceived as applying	- text in current Code associated with	
pressure to individuals to:	Integrity principle that "Members	
	should not ask Assembly Commission	
- compromise the political impartiality	or Welsh Government staff to act in any	
of the Senedd Commission or Civil	way which would compromise the	
Service;	political impartiality of the Civil Service	
	and/or Assembly Commission staff or	
- breach the Senedd Commission Staff	conflict with the Civil Service Code	
Code of Conduct;	and/or the Assembly Commission Staff	
haranah tha Civil Carrian Cada	Code of Conduct;"	
- breach the Civil Service Code;	- 12. "All staff of the National Assembly	
brooch the Current Stoff Code of	for Wales (Assembly Commission staff)	
- breach the Support Staff Code of	are bound by Staff Code of Conduct,	
Conduct; or	whilst Welsh Government Staff	
	continue to be bound by the Civil	
	Service Code. Members should at all	
	times, in their dealings with the staff of	
	these bodies, respect the principles of	
	both Codes. Relationships between	
	Members and staff should be	
	professional and based on mutual	
handle requests for information at her	respect, and Members should have	
- handle requests for information other	regard to the duty of staff to remain	
than as indicated by the Senedd Code	regard to the duty of stail to ferrially	

of Practice on Public Access to Information.	politically impartial when carrying out their duties" and - 11. The principles under which the National Assembly for Wales provides information are detailed in the 'Code of Practice on Public Access to Information' which has been approved by the Assembly Commission. Assembly Members seeking information are required to comply with the Code by making a request in writing to the Information Governance Manager, National Assembly for Wales.	
(16) In relation to the disclosure of information: - that is confidential or otherwise protectively marked, only disclose it when authorised to do so by the person or authority controlling the information or when disclosure is required or permitted by law; - only use information received in confidence in their capacity as a Member of the Senedd and not use, or attempt to use, such information for the purposes of financial or any other personal advantage; and - not prevent any person from gaining access to information as permitted by law.	Equivalent to text in current Code associated with principle of openness: "Assembly Members must not prevent any person from gaining access to information which that person is entitled to by law, but must not disclose confidential information, including confidential information from Assembly Committees, without consent unless required to do so by law. Any such confidential material received by Members in the course of their Assembly duties should only be used in connection with those duties and must never be used for the purpose of financial gain."	

(17) Not encourage another Member to contravene any of these Standards of Personal Conduct.	No equivalent text.	Rule 9(17) has been added to the updated Code give effect to the principle of integrity.
(18)Take reasonable measures to ensure that their staff, when acting on their behalf, also uphold these Standards of Personal Conduct.	No equivalent text.	Rule 9(18) included to provide clarity that failure to take such actions would be a breach of the Code.
10. This Part of the Code applies to complaints and investigations conducted by the Senedd Commissioner for Standards under the Measure.	No equivalent text	Text included to provide clarity for the reader.
11. Where a Member is:	Varied:	
(5) the subject of a complaint;		
(6) the person making the complaint;		
(7) a witness in relation to a complaint; or		
(8) has been asked by the Senedd Commissioner for Standards to provide information in relation to a complaint,		
they must: - co-operate at all times with the Senedd	15. Members shall cooperate, at all	
Commissioner for Standards in the conduct of their investigation and any subsequent consideration of the complaint by the Senedd Standards of Conduct Committee;	stages, with any investigation into their conduct by the Commissioner for Standards; or by the Committee on Standards of Conduct in accordance with Standing Order 22.2(i).	

- comply with any rules made by the Senedd relating to the consideration of complaints against Members of the Senedd by the Senedd Commissioner for Standards under the Measure;	No equivalent text	Rule added to the updated Code to provide for compliance with the procedure enforceable under the Code.
 not disclose details in relation to such investigation except when authorised by law to do so, or by the Senedd Commissioner for Standards or other investigatory authority; 	No equivalent text	Rule added to the updated Code to reflect provisions in the procedure about the privacy of investigations.
- not lobby a member of the Senedd Standards of Conduct Committee in a manner calculated or intended to improperly influence their consideration of whether a breach of the Code of Conduct has occurred, or in relation to the imposition of a sanction; and	16. No Member shall lobby a member of the Committee on Standards of Conduct in a manner calculated or intended to influence their consideration of a complaint of a breach of any matter encompassed under Standing Orders 22.2(i).	
 not seek to influence or encourage, a person making a complaint in an investigation to withdraw or amend their complaint, or any witness or other person participating in a complaint to withdraw or alter their evidence. 	No equivalent text	This Rule is included to provide clarity that such actions would be a breach of the Code. It is linked to Rule 14.
recommendation made by the Committee	17. No Member shall misrepresent any recommendation made by the Committee on Standards of Conduct in relation to any complaint it has considered under the 'National Assembly for Wales' Procedure for Dealing with Complaints against Assembly Members.'	

13. Members must not make frivolous, vexatious or manifestly unfounded complaints to the Senedd Commissioner for Standards.	No equivalent text	This rule reflects similar text used in the Model Code of Conduct for Local Authorities in Wales. We intend that guidance to accompany the updated Code will state that complaints which are motivated primarily for the purpose of political or personal gain may well be identified as frivolous, vexatious or manifestly unfounded.
14. Members must take reasonable measures to ensure that their staff, acting on their behalf, are familiar with and observe the provisions of this Part of the Code.	No equivalent text	This Rule is included to provide clarity that failure to take such actions would be a breach of the Code. It is linked to Rule 11.
No equivalent text	18. Any allegations of non-compliance with this Code will follow the process set out in the 'National Assembly for Wales' Procedure for Dealing with Complaints against Assembly Members', as approved by the National Assembly Committee on Standards of Conduct.	We intend that similar text will be stated in guidance to accompany the updated Code, relevant Standing Orders, and the complaints procedure (and the Dignity and Respect policy, were it to continue to apply to Members).
No equivalent text	19. Information on the role of the Commissioner for Standards, including contact details can be found on the Assembly's web-site or from the Standards Commissioner's office or website.	We intend that similar text will be stated in the guidance to accompany the updated Code.