



**THE REPUBLIC OF UGANDA**

## **Five-Year Strategic Plan for the Parliament of Uganda 2014-2018**

*Fostering Parliamentary democracy and people-centered sustainable development*

**October 2013**

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## List of acronyms and abbreviations

APRM	African Peer Review Mechanism
AWEPA	Association of European Parliamentarians with Africa
BOM	Board of Management
CP	Conservative Party
CPA	Commonwealth Parliamentary Association
CPSD	Corporate Planning and Strategy Department
CSO	Civil Society Organization
DGF	Democratic Governance Facility
DP	Democratic Party
EALA	East African Legislative Assembly
EU	European Union
FDC	Forum for Democratic Change
FINMAP	Financial Management and Accountability Programme
ICT	Information, Communication Technology
IPU	Inter-Parliamentary Union
NDP	National Development Plan
NEPAD	New Partnerships for African Development
NRM	National Resistance Movement
PBO	Parliamentary Budget Office
PC	Parliamentary Commission
PDCO	Planning and Development Coordination Office
PS	Parliamentary Service
PSIDP	Parliamentary Strategic Investment and Development Plan
PSP	Parliamentary Strategic Plan
UNDP	United Nations Development Programme
UPC	Uganda Peoples' Congress
USAID	United States Agency for International Development
WFD	Westminster Foundation for Democracy

## ***Foreword***

This is the Strategic Plan for the Parliament of the Republic of Uganda covering the period 2014-2018. It is the second to be formulated under the reinstated multi-party political dispensation in Uganda. It builds on the experience, achievements as well as lessons learnt following the implementation of the Strategic Plan of Parliament, 2007-2012. The development of this Plan is a clear demonstration of the commitment of Parliament to pursuing best management practices through nurturing and maintaining a democratic system of governance in the country as mandated in Article 79 of the Constitution, to wit:

*“79 (1) Subject to the provisions of the Constitution, Parliament shall have the power to make laws on any matter for the peace, order, development and good governance of Uganda”*

*“79 (2) Except as provided for in this Constitution, no person or body other than Parliament shall have power to make provisions having the force of law in Uganda except under authority conferred by an Act of Parliament.”*

*“79 (3) Parliament shall protect this Constitution and promote democratic governance in Uganda”.*

Therefore, the vision of the Parliament of Uganda is to be a ***“Transformational (Vibrant), independent and people-centered Parliament”*** with a Mission that reflects the Constitutional mandate. Institutional behaviour in the form of Core Values, as well as the guiding principles, strategic objectives and interventions to be achieved over the Plan period are also spelt out.

The Plan period 2014 – 2018 is deliberately chosen to overlap from one parliament to another. This is intended to ensure continuity of parliamentary business by preparing the next members of parliament through an induction program which is normally undertaken immediately after its commencement of business. The first year of the new Parliament is then used to consult and involve the new Members to fully participate in drawing up the next Strategic Plan.

We note that to deliver its mandate, Parliament relies on the cooperation and support of several stakeholders – national, regional and international partners. While this Plan has been developed to steer the institution of Parliament, it is also for all the people of Uganda without distinction or discrimination. The Parliament of Uganda would like to thank the Government of Uganda, the Democratic Governance Facility (DGF), the United Nations Development Programme (UNDP), the European Union (EU), the Westminster Consortium and AWEPA for their continued partnership and support extended to the institution. It is our hope that this cooperation and collaboration will continue as we move to implement this new Strategic Plan during the period 2014-2018.

On behalf of the Parliament of the Republic of Uganda, it is my singular and distinguished honour and privilege to present this Strategic Plan that will guide the policy formulation and operations of Parliament for the period 2014-2018. I now invite all Hon. Members and staff of Parliament, the other branches of Government, all citizens, civil society organizations, the private sector and development partners to work and support the implementation of the Plan for the development and deepening of democracy in Uganda.

For God and My Country!

*Rt. Hon. Rebecca Alitwala Kadaga, MP.*  
***Speaker of Parliament***

## ***Acknowledgements***

It is the practice of the Parliament of Uganda to formulate a Strategic Plan for every parliamentary cycle following general elections. This is intended to guide the business of the institution; to provide a basis for institutional capacity development of Members of Parliament and the Parliamentary Staff and streamline linkages with relevant national and international democratic governance institutions. The development of Strategic Plans is done in a participatory and consultative manner. This Parliamentary Strategic Plan for the Parliament of Uganda covering the period 2014-2018 has benefited from contributions of several stakeholders and partners.

I would like first of all to thank the technical and political organs of Parliament, namely: the Parliamentary Commission, Committee Chairpersons, the Leader of the Opposition and Political Party whips, for providing insightful input to the future direction of Parliament. I am also glad that for the first time all members of staff were involved in the formulation of the Plan and their contribution is greatly appreciated.

My sincere thanks go to the Government of Uganda and Development Partners through the Democratic Governance Facility (DGF) for the financial and technical support offered to support the Planning process.

Similarly, I would like to thank the Parliamentary Service for their dedication in coordinating and putting the plan together through a systematic data collection, compilation and arranging consultative meetings.

It is now my sincere hope that the cooperation exhibited during the formulation of the Strategic Plan will be extended to its implementation, monitoring and evaluation stages.

You are most welcome to join me in implementing this Strategic Plan 2014 – 2018.

***Jane L. Kibirige***  
***Clerk to Parliament***

## ***Executive Summary***

The Parliament of the Republic of Uganda has formulated this Parliamentary Strategic Plan to provide a framework for implementing and delivering its mandate and functions during its tenure as required by the Constitution. It is the second Plan developed under a multi-party political system of governance after two decades of “no party” or “individual merit” politics. The primary purpose of this Parliamentary Strategic Plan is to provide a policy and development framework for the Parliamentary Commission and its management to address capacity challenges in light of needs required for nurturing a young multi-party political system in line with the national Vision 2040, the Five-Year National Development Plan (NDP) and other internal and external Planning frameworks.

This Parliamentary Strategic Plan outlines a framework for the development of Parliament as a whole covering both the elected political arm and the administrative support service. It is based on the recognition that both the institutional and human capacity of the elected members and the Parliamentary Service staff need to be developed and strengthened during the period 2014-2018 in addition to acquiring adequate physical working space and modernizing the systems and processes used in Parliament.

In this Strategic Plan, the Parliament of the Republic of Uganda has harmonized its objectives with those of the national Vision as spelt out in the Vision 2040. The national Vision is to have:

*“A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years.”*

Vision: At the end of the Plan period the Parliament of the Republic of Uganda will be:

**A transformational (vibrant), independent and people-centered Parliament**

Mission: the purpose of Parliament is:

**To achieve improved accountability, representation, constitutional democracy, rule of law and sustainable national development in Uganda**

This Strategic Plan is guided by the following principles that will form the basis for decision making and institutional actions: *democracy, accountability, development, positive institutional relations, and constitutionalism*, and the institutional core values required to achieve the above stated Vision are: *integrity, equity and equality, knowledge-based, innovation and empowerment of the citizenry*.

During the period 2014-2018 the Parliamentary Strategic Plan will be implemented so as to achieve six broad Strategic Objectives, namely:

1. Strengthened institutional capacity of Parliament to undertake its constitutional mandate effectively and efficiently;
2. Increased public involvement and participation in Parliamentary business;
3. Strengthened Parliamentary accountability through an effective monitoring and evaluation system for tracking institutional performance and outcomes;
4. Improved Parliament’s participation and contribution to the achievement of equitable and sustainable development ;
5. Improved Parliament’s participation in international engagements to promote Uganda’s development potentials
6. Expanded Parliament’s physical space for improved efficiency and productivity

Under each of these Strategic Objectives, strategic interventions (activity areas) have been outlined which will be implemented over the plan period through annual work plans developed by relevant organs and departments to achieve the agreed Strategic Objectives during the period 2014-2018.

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# **1. SITUATION ANALYSIS: INTRODUCTION TO DEVELOPMENT OF THE PARLIAMENTARY STRATEGIC PLAN**

## **1.1 INTRODUCTION**

The National Resistance Movement (NRM) came to power in January 1986 after two decades of political turmoil and economic decline. In order to fulfill one of its commitments under its Ten-Point Programme, it re-introduced parliamentary democratic governance based on the principle of individual merit, called the Movement System of governance. The basis of this system was that citizens could vote for individual leaders including MPs, based on their personal abilities and competences, rather than on their party affiliation. The rationale for this ‘no party’ style of democracy was that the Ugandan society had in the past been too fragmented along tribal, party and religious divisions, followed by years of war and economic degradation that did not favour partisan political competition that could foster national unity and development.

The Movement System of “individual merit” or “no party” politics was used to govern Uganda between 1986 and 2006. It allowed MPs and Movement supporters to challenge the Executive on numerous occasions without being seen as anti-Movement. MPs formed and joined coalitions and caucused on pertinent issues, for example, to draft legislation or resolutions that could solve problems, without fear of backlash from party whips that were non-existent. This freedom from party discipline contributed to the legislature’s independence and led to rapid institutional development of Parliament, as well as a healthy tension in executive-legislative relations.

Following a national referendum conducted in 2005, the Movement system was put in abeyance in favour of a multi-party system of governance and the 1995 Constitution was amended to allow for a pluralist system of Government. The Eighth Parliament, 2006 – 2011, then became the first to operate under a system of multiparty politics in Uganda since the 1980s. As such, the leadership of Parliament had to take steps to transform the House to meet the requirements of a pluralist system.

The Rules of Procedure of Parliament were amended accordingly to make way for a multiparty political system to operate in Uganda. In addition, a code of conduct was included under Rule 71 to assist Members in the discharge of their obligations to the House, their constituents and the public at large which served as the institutional core values. Under Article 80 of the Constitution the rules of government officers who desire to stand for Parliamentary elections. Article 82(A) creates in Parliament the Office of Leader of the Opposition with the status of a full Cabinet Minister. The article further prescribes the privileges attached to the Office of Leader of the Opposition in Parliament as well as its roles and functions. Also Article 83(1) provides for tenure of office for Members of Parliament, especially the circumstances under which a parliamentary seat becomes vacant.

A shadow cabinet was formed that sits on the front bench of the Opposition side of the Chamber. Parliament’s Accountability Committees are also chaired by Opposition MPs. New Offices have been created within the precincts of Parliament to accommodate the Leader of the Official Opposition; the Majority (Government) Chief Whip, the Opposition Chief Whip and other Party Whips for parties with at least one member in Parliament.

## 1.2 The National Vision

The Uganda Vision 2040 provides development paths and strategies to operationalize Uganda's Vision statement which is **"A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years"** as approved by Cabinet in 2007. It aims at transforming Uganda from a predominantly peasant and low income country to a competitive upper middle income country. It was launched by His Excellency Yoweri Kaguta Museveni, President of the Republic of Uganda on 18<sup>th</sup> April 2013.

While developing this Parliamentary Strategic Plan the Vision 2040 document was perused and sections relevant to the functions of Parliament were extracted to ensure perfect harmonization between the two documents. The following specific references were highlighted and kept at the back of our minds while developing this PSP, 2018 (or Parliament's Vision 2018):

1. On page 115, Paragraph 343 the issue of alignment is emphasized as follows:  
*"The Presidency, Parliament, Judiciary, Ministries, Departments and Agencies, Local Governments, Private Sector, Media, Civil Society and Political Organizations will align their plans and strategies to achieve this Vision."*
2. On Constitutionalism Vision 2040 has this to say on page 106 paragraph 318:  
*"Uganda is a constitutional democracy and all the legislative Acts of Government will be enacted in conformity with the Constitution which is both the supreme law at the domestic level and the foundation on which the exercise of all powers within the state is based."*
3. Separation of powers is addressed on page 106, paragraph 318 as follows:  
*"Measures shall be undertaken to ensure separation of powers of the three arms of Government that is Parliament, Judiciary and the Executive."*
4. About Representation the document has this to say on page 84, paragraph 240:  
*"The country will foster good governance through democracy, equal representation, equity, tolerance, constructive dialogue and openness towards others at local, national and inter-national levels."*
5. Paragraph 331 on page 110 talks about Law making, thus:  
*"During the Vision period, the country will focus on enacting and operationalizing the necessary legal and institutional frameworks to support issue-based political processes."*
6. Lastly. On oversight and accountability Vision 2040 clearly states on page 111 paragraph 335:  
*"Government will review, pass and operationalize necessary policy, legal and institutional frameworks to strengthen public transparency. The specific strategies will involve; E-Government which will ensure all workflow processes are computerized and improve responsiveness and reduce corruption, computerization of information systems to increase administrative efficiency; strengthening the legal frame-work for ethics and integrity; promoting result-based management within the public service; strengthening parliament's legislative oversight capacity; and encouraging public access to in-formation and data including special measures to overcome barriers to access."*

### 1.3 Mandate of Parliament

The Parliament of the Republic of Uganda is the national legislative body which debates and passes laws/legislation through which the institutions of government endeavor to guide the country's progress. Parliament derives its roles/functions from Chapter Six of the Constitution of Uganda.

Specifically, Article 77 (1) of the Constitution states that, "*There shall be a Parliament of Uganda.*" In addition, Article 77 (3) states that "*the term of Parliament shall be five years from the date of its first sitting after a general election.*"

Article 79 of the Constitution provides that Parliament shall have powers to make laws on any matter "*for the peace, order, development and good governance of Uganda.*"

Consequently, the functions of the Parliament of Uganda are:

1. To pass laws for the good governance of Uganda.
2. To provide, by giving legislative sanctions taxation and acquisition of loans, the means of carrying out the work of Government.
3. To scrutinize Government policy and administration through the following:
  - a. pre-legislative scrutiny of bills referred to the Parliamentary committees by Parliament
  - b. scrutinizing of the various objects of expenditure and the sums to be spent on each
  - c. assuring transparency and accountability in the application of public funds
  - d. monitoring the implementation of Government programmes and projects
4. To debate matters of topical interest usually highlighted in the President's State of the Nation address.
5. To vet the appointment of persons nominated by the President under the Constitution or any other enactment.

### 1.3 Institutional Framework of Parliament

The Parliament of Uganda is headed by the Speaker of Parliament, assisted by the Deputy Speaker. It conducts its business in both plenary and committees. Under Article 90 (1) of the Constitution, Parliament is empowered to "*appoint committees necessary for the efficient discharge of its functions*". At present, there are Sessional<sup>1</sup>, Standing<sup>2</sup> and Ad hoc committees of Parliament. Their roles and functions are described under the rules of procedure of the Parliament of Uganda.

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<sup>1</sup> Sessional committees correspond to departments or sectors such as Agriculture, Animal Industry and Fisheries; their composition is determined at the start of each new session and last one session; and comprise of 30 members designated by whips and approved by the house.

<sup>2</sup> Standing committees are set up at the beginning of a new term of Parliament and again after two and half years. These committees last two-and-half years and are composed of 30 members selected by party whips.

On the administrative side of parliament, business is conducted with the support of the Parliamentary Service supervised by the Parliamentary Commission, established by the Constitution under article 87A. The administration of parliament is governed by the Administration of Parliament Act of 1997 as amended in 2006.

The Parliamentary Commission is a body corporate responsible for organizing and providing strategic guidance to the Parliament of Uganda within the overall framework of a Strategic Plan. It is comprised of the Speaker, the Deputy Speaker, the Leader of Government Business, the Minister holding the portfolio of Finance, the Leader of the Opposition and four Commissioners elected from among the backbench MPs. The Commission makes policies for the smooth running of the institution and ensures that: (i) attendance and participation of MPs in Plenary and Committee sittings is optimized; (ii) the oversight role of Parliament is protected and strengthened; (iii) welfare and privileges of MPs and staff are guaranteed; and (iv) the quality of support services offered by staff to Members is guaranteed.

The Parliamentary Service is headed by the Clerk to Parliament and is split into two Divisions each headed by a Deputy Clerk. Various departments reporting to the Deputy Clerks are then created and reviewed from time to time to optimize performance and service delivery in accordance with the provisions under the Administration of Parliament Act, 1997.

#### 1.4 Analysis of Strengths, Weaknesses, Opportunities and Threats of Parliament of Uganda

Whereas the Parliament has made considerable progress in achieving its mandate through capacity building, results from the consultations with various stakeholders indicate a number of issues that require attention, and these are presented in the form of SWOT analysis below:

<i>Strengths</i>	<i>Weaknesses</i>
Participation of parliament in social and economic programmes indicated by: <ul style="list-style-type: none"> <li>▪ An independent Parliamentary Service</li> <li>▪ Establishment of the Parliamentary Budget Office to provide technical analysis and advice to the Parliament</li> <li>▪ Substantive participation in pre-budget, execution, and post-budget process by MPs and staff</li> <li>▪ Production of periodic implementation reports</li> </ul> Comprehensive institutional framework to carry out the mandate of Parliament Autonomy of parliament to budget and plan for its operations, recruit and retain qualified staff On-going process of institutionalizing multiparty governance	Insufficient research capacity for parliament constrains presentation of researched debates by MPs. Inadequate space for performing the functions of parliament by MPs and Staff. Inadequate intra- and inter-committee interaction as well as inter-party dialogues within parliament Limited capacity in carrying out and supporting parliamentary functions i.e. legislation, oversight and representation on the part of committees and staff Limited institutional capacity and resources for public participation and involvement in parliamentary processes to enhance the legislative process.

<p>Existence of own Parliamentary Commission enables Parliament to recruit staff of desired caliber</p>	<p>Programming and disposing of business is slow according to the provisions of the Rules of Procedure.</p> <p>Weak Capacity for Parliamentary Institutional and Programmatic Monitoring and Evaluation.</p> <p>Lack of an ICT Strategic Plan</p> <p>Inadequate ICT infrastructure and support services characterized by:</p> <ul style="list-style-type: none"> <li>• Inadequate infrastructure hardware and software and accessories</li> <li>• Underfunding for ICT development and utilization</li> <li>• Understaffing (8 staffers to 700 stakeholders)</li> <li>• Inadequate space for MPs and Staff – Chamber, Committee rooms and Offices</li> <li>• Resistance to change to new ICT applications (MPs and Staff)</li> </ul> <p>Perception of political leaders towards staff whom they deem not to be leaning towards their political parties.</p> <p>Inadequate space for offices and Committee rooms.</p> <p>Non-implementation of the Parliamentary Human Resource Development Plan</p>
<p><b><i>Opportunities</i></b></p>	<p><b><i>Threats</i></b></p>
<p>Goodwill of the development partners and their willingness to support implementation of Parliamentary activities</p> <p>Emerging political and economic integration through the East African Community framework</p> <p>Active engagement with media, civil society and executive arm</p> <p>Good relationship with the executive.</p> <p>An increase in Public confidence in Parliament</p>	<p>Limited public education on the role of Parliament will continue to strain members of Parliament with regard to unrealistic public expectations and demands</p> <p>International economic crisis will reduce capacity of international development partners to contribute to implementation of the PSP</p> <p>Multiplicity of Parliamentary Forums detract the work of Committees</p>

## **2. RATIONALE FOR FORMULATING THE PARLIAMENTARY STRATEGIC PLAN, 2014-2018**

There are internal and external factors that have necessitated the formulation of this Parliamentary Strategic Plan. These are mainly the need to:

### **Internal Conditions**

1. Strengthen the Parliamentary capacity in order to effectively achieve its Constitutional mandate;
2. Have a tool for mobilization, deployment and management of resources based on clearly defined objectives, outputs, and measurable performance indicators.
3. Streamline and harmonize, in a systematic and strategic manner, the Corporate Business of Parliament with the national Vision spelt out in the Vision 2040 document.
4. Create an enabling environment for the growth and sustainability of participatory democracy in Uganda.

### **External Conditions**

Uganda is signatory to a number of regional and international treaties and conventions. At regional level Uganda is a member of the East African Community (EAC), the New Partnership for Africa's Development (NEPAD) and Africa Peer Review Mechanism (APRM) under the African Union, the Common Market for Eastern and Southern Africa (COMESA), and the Inter-Governmental Authority on Draught and Desertification (IGAD) to mention a few. Internationally, Uganda signed to the Millennium Development Declaration and committed to fulfilling the Millennium Development Goals and targets; the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) etc.

In view of the above, the Parliament of Uganda has increasingly become an active member of several parliamentary organizations within the region, continent and international arena. This is highlighted by the hosting of the 126<sup>th</sup> Inter-parliamentary Union Assembly in Kampala, and the election of a Ugandan to head the East African Legislative Assembly. Internally, there are a number of fora which serve to link the Uganda Parliament with various bodies in terms of specific themes of concern.

The Government of Uganda and the Parliament of Uganda in particular, is member of the following regional, continental and international Inter-Parliamentary Organizations:

- a) The East African Legislative Assembly (EALA);
- b) The Pan-African Parliament (PAP)
- c) African Parliamentary Union (APU)
- d) The Inter Parliamentary Union (IPU)
- e) The Commonwealth Parliamentary Association (CPA)

Given all those international processes at the East Africa region, Africa and global levels, there is a need for the Uganda Parliament to facilitate the Uganda Government and Uganda as a country to effectively participate and benefit from such globalization processes.

### 3. PARLIAMENT OF UGANDA STRATEGIC PLAN 2014-2018

#### 3.1 The Goal of the PSP 2014 –2018

The overall goal of this PSP is *“to consolidate multi-party dispensation and uphold parliamentary democracy”* in Uganda. As a member of both the Inter-Parliamentary Union (IPU) and the Commonwealth Parliamentary Association (CPA) Parliament of Uganda will be run on principles that will: (a) emphasize accountability and promote positive relationships between the three branches of government; (b) seek to ensure that all of a county’s democratic institutions reinforce one another; (c) establish the independence of the judiciary and legislature from the executive; (d) require the three institutions to be transparent in their deliberations and accountable for their decisions; and (e) establish mutual checks and balances between the three branches of government.

The underlying principles to be observed by all democratic societies include: adherence to good governance and rule of law; observance and protection of fundamental human rights and independence of the judiciary; respect for constitutional functions of each of the three institutions; and redress of gender imbalance (non-discrimination on the basis of gender or any other form of status).

The Plan is also cognizant of the fact that the first “Global Parliamentary Report – *The Changing Nature of Parliamentary Representation*” was launched by UNDP on 2<sup>nd</sup> April 2012 at the 126<sup>th</sup> IPU Assembly in Kampala. The findings in this report are quite revealing and Uganda would like to include relevant aspects in its new PSP. The Global Parliamentary Report observed that parliaments are experiencing considerable low-level of trust while facing an increasingly demanding electorate. It recommends, among others, that to address the current low-level of trust, parliaments must establish a mechanism of engaging with the citizens, staying closely attuned to their needs and making every effort to meet those needs. This is to be achieved, the report argues, through more democratic engagement between the electorate and the political institution it elects – the Parliament. The report suggests that parliaments need to improve their public image through strategies such as developing interactive websites, introducing “open” visiting days or using electronic media to reach constituencies in remote areas and institutionalizing public hearings.

#### 3.2 Parliament’s Vision and Mission Statements

##### **Vision:**

*“A transformational (vibrant), independent and people-centered Parliament”.*

##### **Mission:**

*To achieve improved accountability, representation, constitutional democracy, rule of law and sustainable national development in Uganda*

### 3.2 The Planning Principles of the Parliamentary Strategic Plan (2014-2018)

The principles upon which the PSP is formulated reflect the fundamental functions, roles and mandates of the Parliament. The DADI principle has been used. The trends on the changing nature of parliamentary representation observed by the “Global Parliamentary Report” have been adhered to in formulating strategies that will address “the evolving relationship between citizens and the Parliament of Uganda”.

The planning has been done on **DADIC** principles, all intended to promote and achieve democratic governance in Uganda. They are:

- **Democracy** – Parliamentary business will be guided by underlying democratic principles.
- **Accountability** – Parliament will ensure internal accountability in carrying out its functions in order to hold others accountable.
- **Development** – Parliament will, in carrying out its mandate, promote equitable and sustainable development and service delivery in Uganda.
- **Institutional Relations/partnerships** – Parliament will pursue and establish strong partnerships with other arms of state, Local Governments, Civil Society Organizations, the private sector and other stakeholders to achieve national objectives.
- **Constitutionalism** – Parliament will uphold and preserve the Constitution of the Republic of Uganda and ensure fundamental human rights and democratic values of human dignity, equality and freedom as listed in the Bill of Rights are adhered to at all times.

The PSP has taken cognizance of the fact that there is greater public desire for:

- Information and increased influence in parliamentary work;
- Accountability and responsiveness of Parliament to public concerns; and
- Tracking service delivery to meet citizen’s needs.

### 3.3 Institutional Values of the Parliament of Uganda

The Parliament of Uganda shall be guided by the following values:

- **Public Duty** – Members and staff of Parliament have a duty to be faithful and bear true allegiance to the republic of Uganda and to preserve, protect and defend the Constitution and to uphold the law and act on all occasions in accordance with the public trust placed in them.
- **Personal Conduct** – Members and staff of Parliament shall observe the general principles of conduct of: Selflessness, Integrity, Objectivity, Accountability, Openness, Honesty and Leadership by example.;
- **Mutual Respect** – The Parliament will give due respect to other arms of government;
- **Equity and equality** – The Parliamentary business will be guided by considerations for equity and equality at all times;
- **Knowledge-based debate and decisions** – Parliament will promote a culture of acquiring, utilizing, sharing and storing knowledge materials for guiding decision-making processes;
- **Innovation** – Parliament will always embrace new innovations that facilitate effective and efficient performance; and
- **Empowerment of the Citizenry** – through the Parliamentary Outreach Programmes, the people will exercise their right to participate in decisions that affect their well-being.

## **4. PARLIAMENTARY STRATEGIC PLAN 2014 - 2018**

### **4.1 Introduction**

This Strategic Plan is intended to serve as an institutional building and development framework for the Parliament of Uganda between 2014 and 2018. The Plan is derived from the Strengths, Weaknesses, Opportunities and Threats identified above. It is formulated with the view of developing and improving the capability of Parliament to deliver its mandate efficiently and effectively.

### **4.2 PSP Outcomes**

This PSP is intended to realize the following outcomes:

1. Strengthened institutional capacity of Parliament to undertake its constitutional mandate effectively and efficiently;
2. Increased public involvement and participation in Parliamentary business;
3. Strengthened Parliamentary accountability through an effective monitoring and evaluation system for tracking institutional performance and outcomes;
4. Improved Parliament's participation and contribution to the achievement of equitable and sustainable development (NDP, MDGs);
5. Improved Parliament's participation in international engagements to promote Uganda's development potentials; and
6. Expanded Parliament's physical space for improved efficiency and productivity

### **4.3 PSP Programme Strategic Objectives and Strategies**

#### **4.3.1 Strategic Objectives**

Based on the above mentioned strengths, weaknesses, opportunities and threats to the institution of Parliament, this PSP will strive to achieve the following strategic objectives.

#### **Strategic Objective 1**

**To strengthen the institutional capacity of Parliament to deliver its mandate effectively**

Parliament still experiences gaps in institutional capacity in the form of inadequate human resources, finances and logistics.

#### **Specific Strategies**

- i. Build a strong institutional mechanism for delivery of services to MPs and staff for effective oversight, quality legislation and appropriation, and consolidation of multi-party parliamentary system;
- ii. Update and operationalize the Parliamentary Human Resource Development Plan;
- iii. Develop and implement an ICT Strategy and Plan;
- iv. Support the Institute of Parliamentary Studies to cater for capacity building;
- v. Provide support to the Political Offices in Parliament.
- vi. Support Committees to increase their level of scrutiny in legislation and public policy making; national budget, external audit reports; and
- vii. Organize induction programmes for the 10<sup>th</sup> Parliament in FY 2016/17.

## **Strategic Objective 2**

### **To increase public involvement and participation in Parliamentary business – legislation and executive oversight**

Parliament is expected to fulfill its mission of people-centered development by ensuring that legislation, oversight and policy making processes reflect and responds to people's views and demands. This Plan intends to enhance public participation and involvement in the business of Parliament.

#### **Specific Strategies**

- i. Develop/update the CSOs database and institutionalize relationship with Parliament
- ii. Build capacity of citizens to play informed roles and expand their political engagement and space through civic education programme on the mandate of Parliament;
- iii. Strengthen public information service through user-friendly publications and media relations;
- iv. Support and institutionalize Parliamentary Outreach programmes;
- v. Create a programme of engagement of Youth in the work of Parliament
- vi. Support Committee-based site visits and public hearings;
- vii. Develop a feedback mechanism between Parliament and the public on their internalization of the mandate of Parliament and the role of the Parliamentarians;
- viii. Strengthen support to constituency work; and
- ix. Institute a system of linkages between local government councils and the national Parliament.

## **Strategic Objective 3**

### **To strengthen Parliamentary accountability system through the establishment of effective monitoring and evaluation framework for the institution**

While Parliament is responsible for ensuring effective oversight on the actions of the executive, it is also incumbent upon this institution to be exemplary in accounting for its resources and achieving the objectives for which it exists. This PSP intends to establish an internal mechanism of tracking institutional performance and outcomes.

#### **Specific Strategies:**

- i. Enhance and implement a system of regular internal monitoring and assessing the performance of Parliament as an institution (Parliamentary Self-Assessment Tool));
- ii. Enhance and implement an integrated system of budgeting, performance and reporting;
- iii. Establish and facilitate a functional M&E mechanism;
- iv. Operationalize bill tracking system;
- v. Establish a mechanism for tracking other Parliamentary business such as petitions, questions, motions and recommendations;
- vi. Produce and disseminate the Annual performance Report for the Parliamentary Commission.

## **Strategic Objective 4**

### **To improve Parliament's participation in achieving equitable and sustainable national development goals**

Parliament is defined as an enabling sector for the successful implementation of the National Development Plan (NDP), policies and strategies and attainment of the Millennium Development Goals (MDGs). It thus has an important role to play in ensuring that all people and communities are given equal opportunities to benefit from national development plans and projects.

#### **Specific Strategies:**

- i. Improve participation of Parliament in overseeing the achievement of national development plans and programmes (e.g. NDP and MDGs etc);
- ii. Support the mainstreaming of cross-cutting issues in development plans and programmes;
- iii. Improve the oversight role of Parliament in the budgeting cycle (processes);
- iv. Support all Committees to clear backlogs where they exist; and
- v. Strengthen the role of Parliament in enforcing accountability and transparency in order to achieve value for money and pro-poor benefits.

## **Strategic Objective 5**

### **To improve Parliament's participation in international engagements and parliamentary affairs in line with Uganda's foreign policy**

The executive is the key player in international relations. Section 123(1) of the Constitution of the Republic of Uganda empowers the President to make treaties between Uganda and any other country of international organization in respect of any matter. These powers are however checked on by Parliament under Section 123(2) which empowers it to make laws governing the ratification of instruments concluded under clause 1. Under this PSP, Parliament will be more proactive in carrying out its oversight role in the implementation of the Treaties Act, No.5 of 1998 (Cap. 204), especially on matters pertaining to peace and security, human rights, while also monitoring the ratification of outstanding treaties by the Cabinet.

The Parliament of Uganda is the principal custodian of democracy in Uganda. For this reason the institution facilitates and participates in several regional, continental and international Parliamentary activities including multilateral, bilateral and international forums and organizations. These platforms provide an opportunity for the Uganda Parliament to expand and improve the political and economic relations and cooperation, in view of the rapidly changing global governance architecture.

#### **Specific Strategies**

- i. Develop and implement a strategy for improving the role of Parliament in regional, continental and international work;
- ii. Improve the capacity of MPs to participate in international Parliamentary forums optimally;
- iii. Sponsor international Parliamentary benchmarking trips;
- iv. Establish a system of tracking incoming delegations to Parliament;
- v. Monitor outgoing delegations facilitated by Parliament annually and the assess the outcomes of such delegations' visits; and
- vi. Establish a mechanism to track treaties, agreements conventions and protocols;

- vii. Sensitize relevant Parliamentary Committees to execute their oversight role and influence Uganda's Foreign Policy.

### **Strategic Objective 6**

#### **To expand the physical space of the Parliament (Chamber, Committee rooms, parking space and Offices etc) for improved efficiency and productivity**

One of the major constraints to Parliament in conducting its business in an efficient and productive manner is due to expansion of the size of the MPs, staff and visitors without a corresponding expansion in the physical space of the House. Lack of space may also constrain recruitment of staff to support the expanding Parliamentary business.

#### **Specific Strategies**

- i. Expand the physical space of the existing Parliamentary Building;
- ii. Mobilize resources for constructing a new Parliamentary building and support implementation of this PSP.

## **5. IMPLEMENTATION APPROACH AND FRAMEWORK—MANAGEMENT AND INSTITUTIONAL ARRANGEMENTS**

### **5.1 Administration of Parliament**

#### ***The Parliamentary Commission***

Article 87A of the Constitution provides for the establishment of a Parliamentary Commission as a body corporate operationalized by the 1997 Administration of Parliament Act. The Act formally established the Parliamentary Commission and Parliamentary Service. The Parliamentary Commission is responsible for the organization, administration and strategic guidance of the Parliament of Uganda; while the Parliamentary Service, headed by the Clerk to Parliament, is directly responsible for supporting the work of Parliament to fulfill its mandate. It is the technical arm of Parliament and comprises all the technical departments; it is supervised by the Parliamentary Commission. The Commission is chaired by the Speaker of Parliament and has seven other members, namely, the Leader of Government Business, Leader of the Opposition, the Minister of Finance, Planning and Economic Development, and four Commissioners elected from among backbench Members of Parliament.

The Parliamentary Commission, in collaboration with the Board of Management (BoM) and the Corporate Planning & Strategy Department (CPSD), will ensure the PSP is implemented as planned. The BoM will assign departmental responsibilities for implementing the PSP and regular reporting on progress.

The Parliamentary Commission (or a subcommittee of the Commission) serves as the policy making body for the PSP) and has the responsibility of approving the goals and objectives of the revised PSP five-year plan. In addition, it is responsible for reviewing and approving the annual action (work) plans and maintaining oversight of the resources contained in the basket fund.

#### ***The Corporate Planning and Strategy Department (CPSD)***

The CPSD is responsible for overall planning, day-to-day activity coordination, and management of the PSP funds mobilized from development partners, while funds for PSP from Government sources will be managed by the Department of Finance and Administration. The CPSD has the main responsibility for liaising with development partners to provide day-to-day coordination of approved activities. The CPSD and the Finance Department will coordinate funding streams for the PSP. In addition, CPSD shall plan and coordinate technical assistance activities with committees, departments, offices and other groups; manage and account for basket fund and all other development partners' resources; prepare reports and organize regular reviews with the Planning Committee and development partners through the Parliamentary Development Partners Group (PDG).

The CPSD shall be responsible for drafting, in liaison with the various responsible departments, annual work plans and presenting those plans to the BoM for consideration. Once considered, BoM shall forward the draft Annual Work Plans to the Parliamentary Commission for final approval.

***The Board of Management (BOM)***

The Clerk to Parliament chairs monthly Board of Management (BoM) meetings. At these meetings, CPSD shall report on the status of PSP Implementation in close consultation with relevant Heads of Department. The Board of Management shall include this information in its regular reports to the Parliamentary Commission.

***Planning and Implementation Committee (Ad hoc)***

For greater ownership of the PSP, there shall be an ad hoc Planning and Implementation Committee composed of all Chairpersons of Committees and Board of Management that will be responsible for reviewing progress of implementation of the plan biannually (twice a year). This committee shall prepare and present the progress report to the Parliamentary Commission biannually. The Committee shall appoint its chairperson at its first meeting; the CPSD shall be Secretary to the Committee.

***Parliamentary Development Partners Group***

The Parliamentary Development Partners Group (PDG) is the main forum for coordination of donor investment in Parliament. It meets monthly to ensure coordination and to avoid overlap of investments in Parliament.

## 6. PERFORMANCE MONITORING AND EVALUATION

The PSP will be implemented by the different departments, who will report to the Board of Management (BOM). The overall responsibility lies with the CPSD. The Parliamentary Commission will provide policy guidance and ensure resources are available to implement the various activities to achieve the objectives of the PSP.

The PSP will be subject to monitoring every **quarter** through meetings of the Board of Management and subsequent reports to the Parliamentary Commission. The various Heads of Departments will report on progress in implementing the activities assigned to their departments; and these reports will be consolidated into one report presented to the Parliamentary Commission every quarter.

Apart from quarterly reports, CPSD shall prepare **annual** reports and present to the Parliamentary Commission. The annual reports shall be tabled on the Floor of Parliament, published and disseminated to all stakeholders (including staff and the general public).

Further, the PSP will provide an opportunity for **annual performance assessment** of the institution of Parliament using the Bungeni Tracking system and the customized “Self-assessment Tool for Parliament- of Uganda”.. This Tool aims at two major objectives:

- To evaluate parliament against international criteria for democratic parliaments; and
- To identify challenges and priorities and means for strengthening parliament.

In addition, there shall be **mid-term** evaluation (i.e. end of 2016) to determine the continued relevance of the PSP, extent to which objectives are being realized and identify any challenges hindering achievement of the objectives. Towards the end of the five years the PSP will be subjected to **a full in-depth evaluation** to assess its impact on the Parliamentarians, staff and the institution as a whole. **The mid-term and end-of Program evaluations** will be undertaken by independent consultants commissioned by Parliamentary Commission.

An elaborate M&E Framework will be developed by the CPSD in collaboration with the other departments, which shall designate departmental responsibilities and regularity of reporting. It will elaborate further on the indicators – outcome, output and benchmarks.

## 7. PSP OPERATIONAL FRAMEWORK

### Strategic Objective 1: Strengthen the institutional capacity of Parliament to deliver its mandate effectively

	<b>Interventions</b>	<b>Performance Indicators</b>	<b>Means of Verification</b>
1.	Capacity Building Needs Assessment	Operational capacity building programme in place	- Assessment Report - Capacity Building Reports
2.	Capacity Building Strategy development	Operational Capacity building strategy for Parliament in place	- Capacity Building Strategy document - Skills building reports(MPs and staff)
3.	Implementation of Capacity Building Programme	Operational Capacity Building Programme in place	Periodic Training reports
4.	Human Resource Development Strategy	Operational Human Resources Strategy in place	- Recruitment Reports - Human resource Reports -Training Reports
5.	Planning and Coordination of Parliamentary Business	Operational Quarterly and Annual Work plans in place	- Copies of Quarterly and Annual work plans - Quarterly and Annual implementation reports
6.	ICT support services to Parliamentary Business	Operational ICT Strategy and Master Plan in place	- Copy of Parliamentary ICT Strategy and Master Plan document - Quarterly and Annual ICT implementation reports - ICT systems performance reports
7.	Parliamentary Study Center	Operational Parliamentary Study Center in place	Parliamentary Study Centre Operational Reports
8.	Knowledge management strategy	Operational KM Strategy for Parliament in place	KM performance reports
9.	Induction of MPs of the 10 <sup>th</sup> Parliament	Operational Induction program implemented	Induction Reports

**Strategic Objective 2: Increase public involvement and participation in Parliamentary business – legislation and executive oversight**

	<b>Interventions</b>	<b>Performance Indicators</b>	<b>Means of Verification</b>
1.	Parliamentary Civic education programme on the mandate, roles and functions of Parliament	Operational Parliamentary Civic education programme in place	- Parliamentary Civic Education Programme Document - Civic education reports
2.	Public information service through publications and media relations	Operational public information systems in place	- Copies of Media publications - Media Reports - Public Relations Reports - Public participation reports - Legislation and executive oversight reports - Committee reports

**Strategic Objective 3: Strengthen Parliamentary accountability through the establishment of effective monitoring and evaluation framework for the institution**

	<b>Interventions</b>	<b>Performance Indicators</b>	<b>Means of Verification</b>
1.	Institute and implement a system of regular internal monitoring and assessing the performance of Parliament as an institution	Operational Monitoring and Evaluation system in place	- Monitoring and Evaluation System Tools - M&E periodic reports
2.	Operationalize bill tracking system (Bungeni) to cover other Parliamentary business	Operational Bill tracking system in place	Bill tracking system reports

**Strategic Objective 4: Improve Parliament's participation in achieving equitable and sustainable national development**

	<b>Interventions</b>	<b>Performance Indicators</b>	<b>Means of Verification</b>
1.	Parliament oversight to the implementation of the national development plans and programmes	Sustained national development initiatives	- Oversight Reports - Sector Plans implementation reports
2.	Improved oversight role of Parliament in the budgeting cycle (processes)	Operational and sustainable national budget	Sector budget performance reports
3.	Improved role of Parliament in enforcing accountability and transparency in order to achieve value for money and pro-poor benefits	Operational Strategy and Legislation on fighting corruption formulated and in place	- Auditing Reports - Corruption Reports

**Strategic Objective 5: Improve Parliament’s participation in external cooperation and parliamentary affairs in line with Uganda’s foreign policy**

	<b>Intervention</b>	<b>Performance Indicator</b>	<b>Means of Verification</b>
1.	Develop and implement a strategy for improving the role of Parliament in regional, continental and international affairs	Operational External Cooperation Strategy in place	- Strategy document - Strategy activity Implementation Reports

**Strategic Objective 6: Expand the physical space of the Parliament (Chamber, Committees and Offices etc) for improved productivity**

	<b>Intervention</b>	<b>Performance Indicator</b>	<b>Means of Verification</b>
1.	Expand on the physical space of the existing Parliamentary Building	Adequate physical space and equipment for MPs and staff in place	- Accommodation/occupancy capacity report - Equipment distribution list