

# Citizens Recommendations on the Findings of The Parliamentary Scorecard 2018-2019

# Media Kit



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# **AFRICA LEADERSHIP INSTITUTE (AFLI) CITIZENS RECOMMENDATIONS ON THE FINDINGS OF THE PARLIAMENTARY SCORECARD 2018-2019**

## **Introduction**

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On the 23rd of July, 2020, AFLI launched the Parliamentary Performance Scorecard report of the 3rd session of the 10th Parliament which attracted discussions on radio, TV, print media and various online channels. AFLI through partnerships with media houses, participated in over 20 Television and radio talk shows across the country, conducted zoom workshops with Civil Society Organizations (CSOs), private sector, the students guilds and Youth led organizations to mention but a few. As a result of these engagements, a number of recommendations were made by citizens of Uganda as summarized below:

1. The focus of the assessment in the Scorecard should not be on Members of Parliaments' (MPs') personal projects in constituencies because this will be redefining the role of MPs. Rather, focus should be on the constitutional roles of MPs. Citizens want Parliament to operationalize Article 84 (2) of the Constitution, which gives electorates the right to recall their MPs if they are not performing or could have been engaged in conduct that contravenes the Parliamentary code of conduct. Citizens also want Parliament to partner with AFLI in continuously educating people on the role of the Institution of Parliament and MPs.
2. The youth under the Youth Coalition for Electoral Democracy in Uganda are concerned about the fact that Youth MPs do not represent them effectively, because they are elected in their late 20s and immediately shift focus to another constituency. They recommend that, youth MPs should be younger at the time of their election-probably below 25 years with possibility of running for a second term, adding that this may improve on their efficiency and accountability.
3. Citizens further want the law to be amended to bar MPs from being appointed to serve as ministers in order to uphold independence of Parliament and the principle of separation of powers between the Executive and the Legislature. Ministers should be appointed from outside Parliament and they are accountable to Parliament.
4. They also want the Biometric system of Parliament to be used for voting as opposed to only using to capture attendance during plenary. This way, it will be easy to track personal voting records of MPs on issues in Parliament for posterity and accountability to citizens.

5. Citizens want Parliament to avail to AFLI the list of MPs who are officially authorized to travel or take leave (excused absence) for purposes of verifying those who dodge Parliamentary business or intentionally abuse public trust of representation, and yet this affects quorum and performance.
6. Citizens are concerned with the behavior of some MPs including regular allegations of corruption and bribery to pass bills or pass supplementary budgets. They recommend strengthening disciplinary measures to curb such unacceptable or vices.
7. They want the Leadership of Parliament to strengthen discipline in the house to uphold and indiscriminately enforce Parliamentary code of conduct and rules of procedure.
8. Citizens are concerned that Parliament is increasing in number and yet the quality of MPs deliberations in the House is deteriorating-with a few MPs being able to contribute to debates during plenary. They propose creation of another chamber (like the senate) rather than creating more constituencies. By limiting the number, they will have more time to present their well thought and researched deliberations. Secondly, the second chamber will be able to scrutinize further the decisions made by the lower house of Parliament. Therefore, improving the quality of decisions made by the Legislative arm of Government.
9. Currently, the women composition in Parliamentary Leadership stands at 33%. Although, this passes the constitutional requirement of 30%, the women suggest the need for more women in Parliamentary leadership and they certainly deserve more.
10. Citizens also want AFLI and it's partner to include attendance of District Council Meetings in the Scorecard assessment in order to make MPs reinforce their oversight role in constituencies and strengthen feedback and accountability mechanisms to citizens.
11. Citizens further want MPs to have periodic feedback through regular, structured and predictable quarterly constituency meetings as opposed to meeting informally at burials, weddings, and cultural functions, etcetera.



*Dr. Gerald Werikhe Wanzala from AFLI and Mr. Mukhwana David of Kapchorwa Civil Society Organizations' Alliance (KACSOA) participate in a radio program sponsored by KACSOA on Kapchorwa Trinity Radio to do Civic Education using the Scorecard as a tool.*



From L-R: The event's moderator, Mildred Tuhaise of NBSTV; Hon. Sarah Acheng Opendi, the Minister of Mines and Mineral Development and Woman MP for Tororo district; Hon. Gilbert Olanya, MP for Amuru District; and Dr. Silvester Kugonza, AFLI's Board Member, at the Launch of the Scorecard on 23rd July, 2020

12. The Scorecard Performance assessment should focus on the entire 5-year term of an MP's stay in Parliament. This will help citizens to follow the trends and also give an opportunity to demonstrate how the MP's performance is improving or declining.
13. According to the Scorecard findings (2018-19), there is low (at 2%) uptake of citizens petitions or public complains by Parliament. To them, it means that Parliament is not giving priority to public complains, which discourages them as it becomes meaningless to petition Parliament. Citizens are concerned over this and recommend that, Parliament should give priority to citizens public complaints presented through their representatives (MPs).
14. Citizens are recommending a law to regulate Campaign financing to include MPs and political leaders who should declare their sources of funding and submit accountabilities during elections. This is to avoid funding from illicit sources (like money laundering, etc) and also prevent them from being captured by interest groups to whom they will be obliged to pay loyalty than to their voters who brought them to Parliament,
15. The Persons With Disabilities are recommending the amendment of the law to allow their MPs to be elected at regional level like it is for youth MPs as opposed to the current practice where their district representatives are brought to one hotel at national level, making them prone to being compromised.

***For details, please refer to the Scorecard report of 2018/2019 accessible through our MPSCAN: [www.mpscanug.com](http://www.mpscanug.com) or contact our Communications and Advocacy Officer, Ms. Martina Angella via: [amartha@aflinstitute.net](mailto:amartha@aflinstitute.net) or +256783837683***



AFLI staff and Guest Speakers at the Launch of the Parliamentary Scorecard 2018-2019

## Q & A

### 1. What is Africa Leadership Institute (AFLI)?

AFLI is a learning, research, adaptation and advocacy think tank that also implements socio-economic development initiatives for improved human well-being, particularly among peripheral and cross border communities. Founded in 2003 and registered as an NGO in 2004, AFLI's programmes fall within five broad strategic intervention areas: Governance, human rights and civic engagement; Applied policy research and analysis; Youth engagement and mentorship; Socio-economic development, health and livelihoods; and Peace, security and development. AFLI is currently implementing the Parliamentary Performance Scorecard and Civic Engagement Project with funding support from the Democratic Governance Facility (DGF).

### 2. What is the Parliamentary Performance Scorecard(PAPS)?

The PAPS is an assessment tool used to provide Ugandans with critical information about the Performance of Members of Parliament (MPs) and Parliament as an Institution, there by empowering them to monitor their elected representatives to enable them make informed choices at election time. It is based on the idea that it is possible for a people to work within the framework of representative democracy but retain some form of authority to exercise in between the electoral cycles.

The Scorecard is distinctive in that it offers objective, evidence-based, reliable, and transparent mea-

asures of how MPs perform in plenary sessions, in the different Parliamentary committees where they belong , as well as in their constituencies. By disseminating accurate, objective, and comprehensive information about the performance of each MP, AFLI hopes to help foster greater transparency and ultimately greater democratic accountability in Uganda.

### **3. When did AFLI introduce the PAPS?**

AFLI released the first PAPS for the 5th session of the 7th Parliament (2004-2005) which acted as a pilot phase with more elaborate and comprehensive five-year annual Scorecards for the 8th parliament (2006-2011). The 2006-2011 scorecards indicated that attendance in Parliament consistently increased from year to year from 23% in 2006-2007 to 52% in 2008-2009. Average participation of MPs in plenary debates increased from 820 lines in 2008-2009 to 1437 lines in 2009-2010.

### **4. How does AFLI assess and score MPs & the House of Parliament in the Scorecard?**

AFLI and UMI assess MPs and the House of Parliament as an institution in accordance with the four core constitutional mandates of Legislation, Representation, Oversight, and Appropriation. In addition, the house of Parliament is assessed on Exemplary Leadership and decorum.

Against the backdrop of their constitutional roles, Individual MPs are assessed in three areas in which they perform their work namely: Plenary, Committee and Constituency. Also assessed is the collective responsibility of MPs by scoring their collective performance by sub-region.

- **In Plenary** – MPs are obligated to attend plenary sessions which is an assembly of all MPs in a specific five-year term. These meetings provide them with an opportunity: to present the views of their constituents; raise new issues in terms of; questions, matters of national concern, motions for resolution of the whole House, petitions and move amendments to propose legislation and debate important challenges facing Uganda and take decisions for the ‘peace, order, development and good governance of Uganda (1995 Constitution of the Republic of Uganda). For this reason, the Scorecard evaluates MPs on their: attendance, participation, and debate influence, they generate in these plenary debates and provides information on the positions they take and the areas they focus on. Data used is obtained through-Attendance register, Plenary Hansard and the Speaker’s office file on excused absence.
- **In Committees** – There are two types of committees under which MPs oversee the work of the Executive in Parliament i.e. standing and sessional/sectorial committees. Every elected MP is allocated to a standing committee where they serve for a period of five years. Except Cabinet Ministers, they are also allocated to annual sessional /sectoral committees which are reshuffled every year (session) of the five-year term of Parliament. Much of Parliament’s work is conducted in committee sessions-where bills are reviewed and amended, budgetary decisions and recommendations are made, and important oversight duties are performed. Also, matters presented to the Plenary are often allocated to a specific committee of Parliament and so each MP is required to serve in each of the above committees. To reflect this work, the Scorecard provides information on committee membership and reports data on the attendance and participation of MPs in committee meetings. It also reports on MPs’ signing and owning up of committee reports. Data used in this assessment is derived from: Committee attendance sheets, Committee Hansard and

the Speaker's office file on excused absence.

- **In Constituency activities** – Under this area, MPs are assessed using data collected by its research team from each MP's constituency on aspects such as attendance of district council meetings in accordance with Local Government Act 2007, existence of an MP's office/ official point of contact, existence of a Political Assistant and personally initiated projects carried out by the MP that are neither funded by national or local governments nor by NGOs. These data are got from District Local council minutes and attendance registers throughout Uganda, interviews with key informants and field verification reports by the project's research team.
- **Regional performance:** This is a new addition to the Scorecard which assess and aggregates MP's performance on major parameters according to their regions and sub-regions of decent. Uganda has four distinct regions: Central, Northern, Western, and Southern; and sixteen sub-regions: Acholi, Lango, West Nile, Karamoja, Teso, Sebei, Bugisu, Bukedi, Busoga, North Buganda, South Buganda, Kampala, Kigezi, Ankole, Rwenzori (Tooro) And Bunyoro. All these have some similarities in issues of national concern raised by MPs in the House, social setting, language, trading potential, cultural uniqueness, and other related aspects. Scoring the MPs on regional and sub-regional matters builds on the principle of working for common good and concern that brings MPs in a pool of collective regional/sub-regional responsibilities, regardless of party or individual profiles. If a matter arises from a given region/sub-region, all MPs from the respective region/sub-region should be seen to act in unison in championing or responding to that issue (s).

The House of Parliament as an institution is assessed in accordance with its constitutional mandate of Legislation, Representation, Oversight, Appropriation and Exemplary Leadership.

- **Legislation** – The Parliament of Uganda is the legislative body of the country; it plays a significant role in debating Bills and enacting laws and providing for good governance in the country. Legislation also entails the aspect of participation-which gives MPs the platform to front, move motions, table bills and vote on tabled bills. This function is essential to policy legitimization and formulation as well as evaluation of already existing policies on behalf of the people. In this regard, the House is measured against; Petitions received, Bills passed into law, Motions received, etcetera-which information is derived from: The Plenary Hansard, Committee reports and verified by the project's research team.
- **Representation** – MPs are accordingly elected in accordance with the Parliamentary Elections Act of 2005 (as amended) as representatives (duty bearers) through whom citizens of Uganda participate in the affairs of Government. Therefore, as peoples' representatives, MPs are obligated to attend and participate in plenary sessions to influence the final collective decisions of the House of Parliament. In their representative function and parliament being a House where people's representatives deliberate, approve or adopt common positions for the-defense, well-being and national interests of Uganda, MPs are principally spokespersons for the areas and people they represent and Uganda as a whole. When citizen's rights are trampled upon, abused or threatened, they are expected to speak out in the defense of ordinary citizens. Also, when citizens' interests have been marginalized, short-changed or undermined, they are expected to speak out in promotion of citizens and national interests. The representative functions of the House are measured by: attendance and participation trends & patterns of MPs, adjournments made, sessions delayed using data derived from: The Plenary Hansard, Committee Reports and verified by AFLI's research team.
- **Oversight** – There are two ways in which parliament oversees: 1) through committees (standing and sessional) which scrutinize, monitor, hold public hearings and make recommendations to the plenary on all matters submitted to parliament by the respective ministries, departments and



From L-R: Ms. Rael Cheptoris, AFLI's M & E Specialist; Dr. Gerald Werikhe Wanzala, AFLI's Head of Civic Engagement; and Mr. Julius Arugu-discussing how the Public Affairs Centre is making use of the Scorecard during the post launch monitoring trip in Teso.

agencies of government. 2) Through independent constitutional or statutory bodies-so parliament as an accountability institution also supervises the work of government through these bodies that report to Parliament. It uses the observations and recommendations in those reports to supervise the executive arm of government on behalf of government. Performance of the House under this function was measured by: a) the number of reports presented to the plenary, b) member signing of reports, c) attendance and participation in committees, d) public hearings held e) uptake of CSO recommendations in committee reports (which signifies involvement of citizens in parliamentary decision making).

- **Appropriation** – In simple terms, appropriation is an act of securing or setting aside a particular amount of money for a specific purpose. This function is undertaken by the Parliament of Uganda in accordance with: a) article 156 of the 1995 constitution of Uganda, and b) Part III section 14 & 16 of the Public Finance Management Act (PFMA) 2015 as amended. All these mandates Parliament to; scrutinize, periodically sanction or undertake systematic inquiry or make pronouncements and recommendations for a course of action on errant or deviations from the approved and or appropriated government policies and funds and eventually provide approval estimates, policy recommendations, review of national priorities. Under this, the House is assessed on how it manages the principle of appropriation in line with the nation's aspirations and goals as laid out in the National Development Plan and its relevance to the Sustainable Development Goals(S-DGs).The parameters assessed here are: scrutiny, approval, oversight and sanction according to the Parliament of Uganda's rules of procedure. It also looks at trends and evidence of Parliament's uptake of CSO proposals on the budget for the period under review. This information is got from Committee Reports, Committee Hansard, Ministry of Finance Reports and Parliamentary Budget Office as well as Citizens' Budget Advocacy Group (CSBAG).
- **Exemplary leadership and Decorum** – Public Duty under The Oath of allegiance is taken by all Members. Members have 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. This means that an MP has to have the national interest at heart in all his or her duties. He/She should take a decision in the interest of the general public, have integrity on the matters of financial obligations, be accountable to the electorate and promote and support good governance by leadership and example. By representing the apex governing organ in the country, MPs are bestowed the titled of Honourable and therefore, they are obligated to inspire exemplary leadership and conduct their private and public affairs with dignity and Honor (Decorum). Here, MPs are assessed on: a)usage of rules of procedure- assessed was how often MPs make use of rules of procedures to guide the orderliness of business in the House, b)compliance/ adherence to the rules of procedure- here the scorecard assesses those whose conduct was reported to be in conflict with rules of procedure, c) severe cases appearing before the parliamentary disciplinary committee-depending on severity of non-compliance, the scorecard assesses those who are referred to and had to appear on the disciplinary committee. All these data are accessed from the Plenary and Committee Hansard.

## **5. Where does AFLI get the mandate to evaluate the House of Parliament and MPs?**

As a duly registered and functioning organization , AFLI derives this mandate from the law, and also from the fact that we are a civic association, and a vehicle through which citizens ( as employers) use to access credible information that they use to: meaningfully engage with their leaders, monitor and appreciate their roles, and take decisions whether to renew their mandate or replace them with others ( at election time) who can represent them well . Most of these mandates are stipulated in in the law as highlighted below: Article 1 (1) of the Constitution stipulates that “all power belongs to the people who shall exercise their sovereignty in accordance with the constitution” and “ The people shall express their will and consent on who shall govern them and how they should be governed through regular free and fair elections of their representatives or through referenda (4). Additionally, Article 41 (1) stipulates that “Every citizen has a right of access to information in the possession of the state or any other organ or agency of the state except where the release of the information is likely to prejudice the security or sovereignty of the state or interfere with the right to the privacy of any other person”. Furthermore, article 38(1) of the Constitution provides that every citizen has the right to participate in the affairs of government, individually or through representatives and Article 38(2)3 of the 1995 constitution gives citizens the right to participate in peaceful activities to influence policies of government through their civic organizations and associations. We also derive the mandate from the Uganda information Act 2006 that provide for freedom of access to information and protection of citizens right to hold their government accountable.

## **6. What issues are being address through the Scorecard?**

Through the Scorecard, AFLI and partners seeks to address issues of less responsible and uncountable leadership brought about by: (i) the limited awareness of roles and responsibilities of both the elected(leaders) and the electorates (voters/citizens) (ii) limited access to evidence-based and digestible information concerning performance of the elected representatives and (iii) limited opportunities and channels of engagements in between election cycles among citizens (electorates) and between citizens and their elected leaders and governance institutions. The PAPS seeks to align citizen’s aspirations of their MPs and also follows the expectation of the individuals MPs as per the law. Voters who know what is expected of their MPs are better off because they can gauge their MPs performance. The Scorecard aims at empowering the citizens with the knowledge and tools to gauge their MPs’ performance.

**7. Who can use the PAPS report?** The Scorecard report can be used by all citizens of Uganda, media, CSOs, MPs and Parliament of Uganda as an institution, etcetera.

**8. Who are AFLI's partners in this project?** AFLI works with Uganda Management Institute (UMI), and FIT Insights as implementing partners, and the Democratic Governance Facility (DGF) as the major financial partner.

**9. How does AFLI apply the Human Rights Based Approach in this project?**

AFLI upholds human rights principles of inclusiveness by directly targeting the visually impaired, illiterates and the youth in programming and implementation. Specifically, AFLI has translated the Scorecard into pictorial and local languages for the illiterate and semi illiterate, a braille Scorecard for Persons with visual impairment, and a Student's Guild Scorecard (for the youth) which is being piloted in six Higher Institutions of Learning(HILs) which include: Uganda Christian University(UCU), Uganda Technical College Elgon (UTC-E), Gulu School of Nursing and Midwifery (GSNM),Makerere University (MUK), Mbarara School of Science and Technology ( MUST), and National Teacher's College (NTC)Mubende.

**10. What do we intend to see /what change does AFLI intend to see in the end?**

The expected impact is 'active and informed citizenry enjoying their aspirations championed by accountable and responsive leadership' which is in line with DGF's vision of " a Uganda Where Citizens are empowered to engage in democratic governance and the state upholds citizens 'rights'. Therefore, the scorecard project contributes to strengthening of citizens' engagement with state institutions and holding their leaders publicly account.

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