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PARLIAMENT OF UGANDA



Report of the Standing Committee on Rules, Privileges and Discipline on Proposed Amendments to the Rules of Procedure of The Parliament of Uganda

Review of Rule 155

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Office of the Clerk to Parliament

Parliament Buildings
KAMPALA

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May 2022

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1.0 INTRODUCTION:



1.1 Background

The Rules of Procedure of the Parliament of Uganda mandate the Committee on Rules, Privileges and Discipline to, among others, examine and advise the House on amendments proposed to the rules by Members or other committees of the House ((rule 175(1)(d)).

At the 25th Sitting of the 3rd Meeting of the 1st Session of the 11th Parliament held on Wednesday 27th April 2022, Hon. John Bosco Ikojo(MP, Bukedia County, NRM and Chairperson of the Committee on National Economy) raised a matter regarding rule 155 of the Rules of Procedure of Parliament, on consideration of loans and guarantees. He noted that the rules spell out the role of the Committee on the National Economy in relation to matters of processing loans. He was of the view that **rule 155(2) and (3)** –which requires the committal of a loan request to a sectoral committee as well as to the Committee on the National Economy– was ambiguous and that its implementation would result in an absurdity.

The Rt. Hon. Deputy Speaker referred the matter to the Committee on Rules, Privileges and Discipline, to review and report to the House.

The Committee accordingly reviewed the rule, and now reports to the House.

1.2 Scope

This report is primarily based on the **review of rule 155 of the Rules of Procedure of Parliament**, on consideration of loans and guarantees. This task was referred to the Committee on Rules by the House. However, due consideration of this rule was only possible by the consideration of the following attendant rules:

- rule 178 - Functions of the Committee on the National Economy
- rule 189 – Functions of Sectoral Committees



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1.3 Methodology

The Committee on Rules, Privileges and Discipline mainly enlisted the following methods of work:

1.3.1 Meetings with Key Stakeholders

The Committee invited the Chairperson of the Committee on National Economy who raised the matter in the first place, and all Chairpersons of Sectoral Committees. The following appeared before the Committee and submitted their views:

- Hon. John Bosco Ikojo - Chairperson, National Economy
- Hon. Norah Bigirwa Nyendwoha - Chairperson, Foreign Affairs
- Hon. Flavia Rwabuhoro Kabahenda - Chairperson, Gender, Labor & Social Development
- Hon. Eng. Cuthbert Mirembe Abigaba - Deputy Chairperson, Education & Sports
- Hon. Joel Ssebikaali - Deputy Chairperson, Health

1.3.2 Desk Research

The Committee conducted desk research with respect to how other Parliaments handle the consideration of loan and guarantee requests brought by the Executive.






2.0 STAKEHOLDERS' VIEWS

2.1 Views of the Committee on the National Economy

2.1.1 That Rule 155 (2) and (3) is ambiguous

The Committee was informed by the Chairperson of the Committee on National Economy that during a meeting of the Committee on National Economy held on 14th September 2021, the Committee unanimously agreed to make a proposal for amendment of Rule 155(2) and (3) of the Rules of Procedure of Parliament on consideration of loans and guarantees.

The Chairperson of the National Economy Committee argued, on behalf of his Committee, that rule 155 sub rules (2) and (3), which require the committal of a loan request to a sectoral committee as well as to the Committee on National Economy, is ambiguous and that its implementation results in absurdity. He argued that it leads to a duplication of work, in the following ways:

- (i) That whereas the role of the Committee on National Economy in relation to the loans is clearly set out in rule 178(2)(b), to examine the terms and conditions of the loan, the role of the relevant sectoral committee on the scrutiny of loans is not specifically stipulated by the Rules of Procedure of Parliament.
- (ii) That the above easily leads to duplication of tasks by the two different committees. A case in point was the loan proposal to borrow 65.6 million Special Drawing Rights equivalent to 90 million from the International Development Association (IDA) of the World Bank to finance the Uganda Secondary Education Expansion Project before the Committee on National Economy. The report of the Committee on Education and Sports submitted in line with rule 155(2) demonstrated that the methodology applied in the scrutiny of the loan proposal was almost the same as the methodology that the Committee on National Economy uses to arrive at the recommendations on the loan proposal to the House. It was found that the two committees considered



nearly the same documents and both committees had identified almost similar issues. In his view, therefore, the involvement of the sectoral Committee was simply "reinventing the wheel".

- (iii) That the 14 days under rule 155(3) within which the sectoral committee is expected to consider the loan proposal before reporting to the National Economy Committee bog down Parliament's work.
- (iv) That each member of the Committee on National Economy is a member of a given sectoral committee. The issue was raised as to whether a member of the Committee on National Economy who also sits on a "relevant" Sectoral Committee would have to excuse himself/herself from deliberations of the National Economy committee when it is considering reports of the relevant Sectoral Committee under rule 155(3).
- (v) That the members of the sectoral committees are in the House when the report of National Economy is presented to the House, and that ought to suffice.

2.1.2 On Concerns about Unfavorable Terms and Conditions of Certain Loans

The Chairperson of the Committee on National Economy noted that many of the loans that have unfavourable terms and conditionalities are as a result of poorly negotiated loans by the Executive. He attributed this to the following:

- Use of similar standard form financing agreements by lenders to ensure that all their risks are taken care of in the financing agreements. These have clauses which lenders deem non-negotiable. Convincing lenders to tailor make agreements covering specific needs of the situation is difficult.
- Borrowing countries are in relatively weaker positions and have no choice but to accept the terms presented by lenders without negotiation.

Agenda

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- Interference by Government in the strategy of the design and negotiating teams.
- Inadequate preparation; inadequate information; poor training in negotiation skills; lack of technical expertise; and poor coordination within the team and with other Government agencies.

2.2 Views of Sectoral Committees

2.2.1 Views on Rule 155

The Committee invited and received views of the sectoral committees, which were represented by their leadership. The Chairpersons of the Sectoral Committees spoke with one voice, although presenting their views independently. The views arising therefrom were briefly that:

- They were quite happy with the status quo established by rule 155. Thus, that sectoral committees should remain involved in the consideration of loan and guarantee requests.
- Sectoral committees are close to their sectors and conversant with the issues therein. Furthermore, it is the sectoral committees that shall have to oversee the implementation of the projects funded by loans or guarantees. Therefore they have a big role to play in the consideration of the loans and guarantees.
- It is not clear the level of scrutiny that the Committee on National Economy conducts over the budgets of the sectoral committees. It is possible that the Committee on National Economy may not be aware of certain budgets that the sectoral committees have under consideration. This may result in duplication of budgets.
- Consideration of loan requests should be a joint process involving sectoral committees and the Committee on National Economy. Currently, the rules require the sectoral committee to report to the Committee on National Economy. The latter

would also consider the loan request and make its own report, similar to or departing from the views of the sectoral committee. Therefore, in order to save time, the Committee on National Economy could sit together with the relevant sectoral committee and they would jointly consider a given loan.

- The rules should make a clear distinction between the role of the Committee on National Economy and those of sectoral committees in this respect.
- The implementation challenges are what need to be addressed. For instance, the committees could consider shortening the 14 days' time frame referred to in rule 155(3), say, to 10 days.
- There should be more concern about other major factors that spoil the loans instead of trying to eliminate sectoral committees. For instance, the Committee on National Economy should be more careful about the loans they approve; e.g. the Lubowa Hospital loan which turned out to be questionable.
- In response to the concerns raised by National Economy regarding the case of a loan considered by the Sectoral Committee on Education and Sports, the Chairperson of the latter committee informed the Rules Committee that the Education Committee was well received by the former, when it made its presentation on the USEEP loan. It did not appear that there was any wastage of time during that exercise.

2.2.2 A general view on Amendment of the Rules of Procedure

The Committee notes that one of the stakeholders that appeared before it expressed concern that while the 11th Parliament had not yet had enough time to interface with the Rules of Procedure, the rules were already being considered for amendment.

The witness advocated for the Rules of Procedure to be tried and tested for at least the duration of half of Parliament's term, before they could be reviewed.

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3.0 OBSERVATIONS

3.1 Functions of the Committee on the National Economy

Rule 178 of the Rules of Procedure provides for the functions of the Committee on the National Economy. It states:

"178. Functions of the Committee on the National Economy

- (1) The Committee on the National Economy shall review, consider, and scrutinize all matters relating to national economy generally, finance and any other matter referred to it by the House.***
- (2) The Committee on National Economy shall, in particular, have the following functions—***
 - (i) to examine and monitor the state of the national economy;***
 - (ii) to examine the terms and conditions of the loan;***
 - (iii) to assess annually the performance of loans and guarantees approved by Parliament;***
 - (iv) to examine the annual state of indebtedness and management of Government debt, including the debt management performance assessment framework;***
 - (v) to examine loan guarantee requests and assess the performance of existing ones by Government;***
 - (vi) to examine the report on grants received by Government; and***
 - (vii) to explore means of improving the national economy."***

The committee notes the changes made to the former provision in the Rules of procedure for the functions of the Committee on National Economy. Specifically, what used to be **rule 175 (2) (b)** was as follows:

"(b) to examine and make recommendations to the House on all loan agreements required to be authorised or approved by the House under Article 159 of the Constitution."

This is the part which was extracted and expanded upon, with necessary modifications, to create rule 155 of the amended Rules of Procedure.

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After amendment, the relevant rule on the functions of the Committee on National Economy is **rule 178 (2) (b)**, and it now reads as follows:

“(b) to examine the terms and conditions of the loan.”

The Committee observes that the use of the word “the” before the word “loan” in rule 178(2)(b) implies that a particular loan is the one referred to in the sub clause. It is thus ambiguous as to which loan is the subject of examination of terms and conditions.

3.2 Background to Rule 155 on Consideration of Loans and Guarantees

On 5th May 2021, the Committee on Rules, Privileges and Discipline of the 10th Parliament presented to Parliament its report on proposed amendments to the Rules of Procedure, in which it proposed to introduce a new rule on consideration of loans and guarantees.

The Committee on Rules Privileges and Discipline of the 10th Parliament examined the then **rule 175**, which mandated the Committee on National Economy, inter-alia, to examine and make recommendations to the House on all loan agreements required to be authorised or approved by the House, under Article 159 of the Constitution. In proposing amendments to the provisions relating to the consideration of loans and guarantees, the Committee made the following observations:

- ***The loan requests are for projects that fall within sectors under the purview of sectoral committees. It therefore follows that sectoral committees have a better understanding of issues within the sectors that they supervise.***
- ***The Committee on National Economy scrutinizes the loans without an input from the sectoral committees. This could result in ill informed decisions.***
- ***The above risk is heightened by the fact that the rules do not provide for a checklist of documents that must***

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accompany all loan requests submitted to Parliament for approval.

- *The Committee also noted that the Committee on National Economy did not consider loan agreements but rather the terms and conditions of the loan requested for. The Rules' Committee reasoned that there was no agreement at the point when the National Economy committee was scrutinizing the loan request.*

Based on the above reasons, the Committee at the time recommended that the rules be amended to:

- provide for the Committee on National Economy to receive an input from the sectoral committees that oversee the sectors that are to benefit from a particular loan.*
- provide for a checklist of documents that must accompany all loan requests submitted to Parliament for approval.*
- reflect the fact that the Committee on National Economy does not consider loan agreements but rather the terms and conditions of the loan requested for.*

To that end, the House amended the rules to insert the current rule 155 of the Rules of Procedure.

Rule 155 of the Rules of Procedure stipulates as follows:

"155. Consideration of Loans and Guarantees

- (1) The Minister responsible for Finance shall in accordance with article 159 of the Constitution and sections 36 and 39 of the Public Finance Management Act, 2015, present to Parliament the proposed loan or guarantee request for approval.*
- (2) The Speaker shall commit the proposed loan or guarantee request to the Committee on National Economy and to the relevant Sectoral Committee, under which the subject matter of the request falls.*
- (3) The relevant Sectoral Committee shall report to the Committee on National Economy within 14 days for consideration.*

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- (4) *The Committee on National Economy shall present the report on the loan or guarantee request to the House.*
- (5) *With exception of loans raised through issuance of securities, any loan request submitted before Parliament for approval shall be accompanied by the following documents—*
 - (a) *draft financing agreement;*
 - (b) *list of financing options considered when identifying the creditor;*
 - (c) *loan disbursement and repayment schedule; and*
 - (d) *a letter from National Planning Authority clearing the project or expenditure.*
- (6) *Where a loan is raised through issuance of securities, the documents under sub rule (5)(b) to (d) shall apply.*
- (7) *Where a loan is a project specific loan, the following documents shall, in addition to the documents required under sub rule (5) accompany the loan request—*
 - (a) *social-economic impact assessment report;*
 - (b) *performance report for all the projects being implemented by the sector;*
 - (c) *evidence of consistency with the National Development Plan and Sector strategy;*
 - (d) *evidence of availability of counterpart funds in the budget;*
 - (e) *Project Appraisal Document;*
 - (f) *procurement Plan;*
 - (g) *project implementation plan;*
 - (h) *project management structure;*
 - (i) *resettlement Action Plan, where applicable;*
 - (j) *Environmental Impact Assessment report, where applicable;*
 - (k) *Performance of past loans; and*
 - (l) *Any other necessary document.”*

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3.3 Role of Sectoral Committees vis-à-vis the Committee on National Economy in Consideration of Loans and Guarantees

(a) The Key Role that Sectoral Committees play

The Chairpersons of the Sectoral committees who appeared before the committee on rules were generally of one voice and with the view that sectoral committees are well positioned to play a key role in the process of considering requests for loans and guarantees. The Committee agrees with this view, based on the following reasons:

- (i) Sectoral committees are charged with consideration of the policies and budgets for their sectors under **rule 189**, among other rules. The sectoral committees are therefore well placed to provide the first filter in Parliament to which loan and guarantee requests should be subjected. A sectoral committee would ensure that a loan or guarantee request is well aligned with the sector's policies and budgets.

While the Committee on National Economy is charged with considering the terms and conditions of loan and guarantee requests under rule **178(2)(b) and (e)**, it is not clear, if at all the level of scrutiny that the Committee on National Economy conducts over the policies and budgets of the sectors. It is possible that the Committee on National Economy may not be aware of all budgets, policies, and or programs that the sectoral committees have under their consideration. This may result in duplication of budgets, or committing resources to non-priority areas.

- (ii) Sectoral committees are charged with the oversight function as provided for in rule 189. For instance, **rule 189 (f)** provides that sectoral committees shall monitor Government compliance with approved plans and programmes. It is therefore fitting that sectoral committees are involved in the consideration of loan or guarantee requests.

Fig. 10.

- (iii) *The Committee considered international perspectives in the handling of loans by Parliaments. It observes that the constitutional mandate of parliamentary oversight includes appropriation of finances as guided by the Executive. Parliamentary control of public finance includes oversight over loans by government. Research shows that most parliaments around the world have legal requirements for Parliament to approve loans, guarantees and national debt with varying levels of involvement and control. The InterParliamentary Union in conjunction with the World Bank conducted a survey in 2011 and published the results in a 2013 report. The report, **Parliamentary Oversight of International Loan Agreements and Related Processes: Global Survey**¹, showed how at least 46 countries handle parliamentary involvement in international loans.*

In the context of the subject before the Committee on Rules Privileges and Discipline, the survey found that in over 45% of the countries, the loans are considered by more than one committee², with the additional committees focusing on specific areas such as infrastructure, agriculture, health, transport. The report makes a case for stronger parliamentary involvement in negotiating, scrutinizing and ratifying government loans.

(b) Possible lacuna under Rule 189 for Sectoral Committees to consider Loans and Guarantees

The Committee observes that Rule 189 which provides for the functions of sectoral committees is silent on their role in consideration of loan and guarantee requests. The Committee further observes that this could be a "lacuna" to be interpreted to mean that rule 155 is inconsistent with rule 189.

¹ Parliamentary Oversight of International Loan Agreements and Related Processes: Global Survey (2013). IPU & World bank. Geneva/New York

available at <http://archive.ipu.org/PDF/publications/PARLOVER2013EN.pdf>

² Parliamentary Oversight of International Loan Agreements and Related Processes, supra p9

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In the event that the role of sectoral committees in scrutinizing loans and guarantees is maintained, it would be necessary to specify under the functions of sectoral committees that they have a role to play in consideration of loans and guarantees.

It would further be necessary to clarify the role of the sectoral committees in considering loans and guarantees, so that it is not seen to clash with that of the Committee on the National Economy.

(c) Whether there is a Duplication of Roles

The Rules' Committee agrees with the sectoral committees that where a relevant Sectoral Committee and the Committee on National Economy consider similar documents and arrive at a similar conclusion on a loan or guarantee request, that would be evidence of consistence – in that both committees' findings can well be relied upon. The Committee is therefore of the view that for purposes of quality of due diligence, a loan or guarantee request would preferably be considered by both the relevant sectoral committee and the committee on National Economy.

The Committee reiterates its observation that the role of a relevant sectoral committee in consideration of a loan or guarantee request ought to be clarified and made distinct from that of the Committee on National Economy. The Committee observes that then it would not be necessary for a member of the National Economy committee who doubles as a member of a relevant sectoral committee to recuse themselves from deliberations of the National Economy committee when considering the report of the relevant Sectoral Committee referred to under rule 155(3). Indeed, the Committee encourages a Chairperson of such relevant sectoral committee to not only present their report to the Committee on National Economy, but further to ensure to attend the meeting of the Committee on National Economy at the point when it is considering the report of the Sectoral Committee, subject to rule 206. This way, the Chairperson of the

Sectoral Committee would have better opportunity to explain the decisions of the sectoral committee to the Committee on National Economy and it in taking into consideration the views of the sectoral committee into consideration in making its report under rule 155(4).

*Furthermore, the Committee finds that although members of sectoral committees are in the House when the report of the National Economy committee is presented under rule 155(4), this is not sufficient enough representation to replace the role that a relevant sectoral committee would altogether play in consideration of a loan or guarantee request. The Committee notes that while all individual Members of Parliament are members of the House/plenary, Rule 156(1) provides that committees of Parliament are necessary for the efficient discharge of its functions. In a similar vein, therefore, the fact that all individual Members of Parliament are members of the House/plenary does not render Committees of the House irrelevant. **Indeed, Honorable Members sitting as a sectoral committee have opportunity to scrutinize the loan or guarantee request with all the special powers of committees as provided in rule 208. Therefore, a relevant sectoral committee as a whole would be in better position to scrutinize a loan or guarantee request than individual members of the sectoral committee participating in the general debate in the House.***

The Committee is of the view that the 14 days under rule 155(3) within which the sectoral committee is expected to consider the loan proposal before reporting to the National Economy Committee – are reasonable enough to allow the sectoral committee sufficient time to scrutinize the loan. At the same time, they are not too many as would bog down Parliament's work. In the event that a loan or guarantee request is urgent, the Presiding Officer of the House is not precluded from reducing the number of days.

(d) **Clarity of Rule 155**

The Committee is of the view that there is no ambiguity with rule 155. The rule is quite clear because in sub rule (2), it provides for the committal of a loan or guarantee request to a relevant sectoral committee under which the subject matter of the request falls. In sub rule (3), it is clear that the relevant sectoral committee shall thereafter report to the Committee on National Economy within fourteen days for consideration.

3.4 Concerns about Loans with Unfavourable Terms and Conditions

The Committee agrees with the Chairperson of the Committee on National Economy that there are indeed some loans that have continued to raise questions even after approval by the Committee on National Economy and by the House.

One example cited by the stakeholders was the loan of sh1.4 trillion Uganda Shillings guaranteed to SPV FINASI/ROKO in 2019 for the construction of a specialised hospital in Lubowa. The Committee's findings indicate that although the loan request was questioned at first, the Committee on National Economy okayed the loan in March 2019³, with a minority report pointing out red flags, such as the fact that the project violated the Public Finance Management Act, 2015, because it was signed without Parliament's approval. By July 2019, MPs were calling for the loan guarantee to be withdrawn.⁴ In August 2019, the Committee on National Economy and the Health Committee on an oversight mission, in the company of the Minister of Health, was denied entry to check the construction site⁵. Questions have continued to

³ Parliament News (2019). "Parliament approves govt request for international hospital". March 12, 2019

⁴ The Independent (2019). MPs want UGX 1.4 trillion loan guarantee for Lubowa hospital recalled. July 8, 2019 Available at <https://www.independent.co.ug/mps-want-ugx-1-4-trillion-loan-guarantee-for-lubowa-hospital-recalled/>

⁵ Observer (2019). "Minister, MPs denied access to Lubowa hospital construction site. August 6, 2019. Available at: <https://observer.ug/news/headlines/61555-minister-mps-blocked-from-accessing-lubowa-hospital-site>

be raised about the project, both locally and internationally, and as of May 2022, the construction has stalled, yet more financial requests were being made for the same. For example, during the plenary sitting held on Thursday, 14 April 2022, the stalled project came up as a matter of national importance, prompting the Speaker of Parliament to order a status report from government⁶.

The Committee notes that this loan was scrutinized, at committee level, solely by the Committee on National Economy – as there was, at the time, no requirement for sectoral committees to take part in the process of considering loan requests. This example shows the need for synergy and accountability between the sectoral committees and the National Economy committee on matters that are within the oversight mandate of the sectoral committees.

According to the Jubilee Debt Campaign⁷, transparency of debt information is beneficial for both borrowers and lenders, as well as citizens, as it leads to public debt audits and ensures loans to governments are used well in order to meet the Sustainable Development Goals, among other development agendas.

The Committee notes that research shows that current global debt volume is the highest in 50 years and triple that of global 2008 levels, with 60 percent of low- and middle-income developing countries classified as “highly debt vulnerable⁸.” While the role of debt in fulfilling developmental goals is important, it has been observed that the social cost of unsustainable debt can be devastating, particularly for women and marginalized groups. A report shows, for example, that in 2021, 25 of the world’s poorest countries spent more on debt service payments⁹ than on health, education and social protection combined. This calls for greater review of borrowing decisions to ensure that they fit well within Uganda’s developmental goals.

⁶Hansard, April 14, 2022

⁷This organisation tracks and advocates for debt justice and fairness. Details available at: www.jubileedebt.org.uk

⁸www.undp.org/blog/tracking-three-divergencies-2022

⁹<http://news.un.org/en/story/2021/04/1088852>

The Committee observes that notwithstanding the limitations faced by the Committee on National Economy, Parliament should be in position to scrutinize loan and guarantee requests with utmost due diligence to ensure that the country gets the best deals possible. To this end, the Committee is further buttressed in its view that scrutiny of loans and guarantees will benefit from the input of both sectoral committees and the Committee on National Economy.

3.5 Amendment of Rules of Procedure of Parliament

The Committee notes that rule 155 –which, among others, provides for sectoral committees to take part in the consideration of loans and guarantee requests– was introduced in the Rules of Procedure at the tail end of the 10th Parliament.

The Committee makes the following observation with respect to a stakeholder's view that the rules of procedure of Parliament should be tried and tested for at least the duration of half of Parliament's term, before they can be reviewed.

Article 94(1) of the Constitution states:

"Subject to the provisions of this Constitution, Parliament may make rules to regulate its own procedure, including the procedure of its committees".

Rule 175(1)(c) tasks the Committee on Rules, Privileges and Discipline to:

"review these rules from time to time and to make such recommendations to the House for amendment, as the committee considers necessary for the satisfactory functioning and efficient transaction of the business of the House and its committees".

Additionally **rule 175(1)(d)** requires the rules' committee to *"examine and advise the House on amendments proposed to these rules, by Members or other committees of the House"*.

In this instance, the Committee on Rules was tasked by the House to review Rule 155 on consideration of loans and guarantees.

Rule 156 provides for committees of Parliament as follows:



- (1) In accordance with article 90 of the Constitution, the House shall appoint Committees of Parliament necessary for the efficient discharge of its functions.***
- (2) For the avoidance of doubt, these Rules shall prescribe the powers, composition and functions of committees.***

Although the Committee was tasked to review rule 155, the Committee found it necessary to propose amendments to rule 178 (functions of the Committee on National Economy) and rule 189 (functions of sectoral committees).

The Committee observes that the Rules of Procedure of the Parliament of Uganda are subject to an almost continuous process of amendment that is necessitated by the Constitution and the Rules themselves.

Therefore, the Committee urges Members of the House to appreciate that the review of the Rules of Procedure is a continuous process –as and when need arises– aimed at aiding the House in the best execution of its work.

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4.0 CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

Based on the foregoing observations, the Committee concludes as follows:

- (i) Sectoral committees should remain involved in the process of considering loans and guarantees.
- (ii) A sectoral committee should be concerned with aligning a loan proposal to the sector policies and budgets.
- (iii) This role of sectoral committees should be aligned to the specific roles of sectoral committees as provided in the Rules of Procedure.
- (iv) It would remain up to a given sectoral committee to decide which documents are relevant for it to scrutinize a proposed loan or guarantee, subject to rule 155 (5) – (7).

4.2 Recommendations


The Committee makes the following recommendations:

- (i) **Involvement of Sectoral Committees in Consideration of Loans and Guarantees**

The Committee recommends that Sectoral committees should continue being involved in the consideration of loans and guarantees.

- (ii) **Rule 155 – Consideration of loans and guarantees**

The Committee recommends that rule 155 be maintained as is, without amendment.



However, the Committee encourages a Chairperson of a "relevant" sectoral committee to not only present their report to the Committee on National Economy, but further to ensure to attend the meeting of the Committee on National Economy at the point when it is considering the report of the Sectoral Committee, subject to rule 206.

(iii) Rule 178 – Functions of the Committee on the National Economy

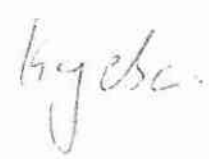


The Committee recommends that rule 178(2)(b), which currently reads, "to examine the terms and conditions of the loan" – be amended for clarity. This way, it will be obvious to a reader that the loan referred to is the proposed loan under rule 155(1).

The Committee further recommends that the rule is amended to ensure consistency of the words "loan and guarantee requests".

(iv) Rule 189 – Functions of Sectoral Committees

The Committee recommends the insertion of a new paragraph to reflect that a sectoral committee shall have a function to scrutinize loan requests and guarantees that fall under the purview of its sector in order to ensure consistency/alignment with the sector's policies and budgets.

Rt. Hon. Speaker and Hon. Members, I beg to report.



5.0 PROPOSED AMENDMENTS

PROPOSED AMENDMENTS TO THE RULES OF PROCEDURE OF PARLIAMENT

Rule 178: Functions of the Committee on National Economy

The Rules of Procedure of Parliament are amended in Rule 178 subrule 2 -

(a) by substituting for paragraph (b) with the following-

“(b) to examine the terms and conditions of a proposed loan or guarantee request”;

(b) by substituting for paragraph (c) the following-

“(e) to assess the performance of existing loans, and guarantees by Government;

Justification

1. To clearly provide that the mandate of the committee on National Economy is to examine the terms and conditions of a proposed loan or guarantee request; and
2. To ensure consistency in the use of the words ‘loan and guarantee requests’

Rule 189: Functions of Sectoral Committees

Rule 189 of the Rules of Procedure is amended by inserting a new paragraph immediately after paragraph (g) the following-





“to examine the efficacy of the proposed loan or guarantee request that falls under the mandate of the sectoral committee in accordance with the sector’s policies and budget”

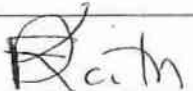

Justification

To give the sectoral committees the mandate to examine the efficacy of loan and guarantee requests that fall within the mandate of sectoral committee.

**Report of the Standing Committee on Rules, Privileges and Discipline on Proposed
Amendments to the Rules of Procedure of the Parliament of Uganda**

May 2022

	Name	Constituency	Party	Signature
1.	Hon. Abdu Katuntu	Bugweri County	INDEP	
2.	Hon. Fr. Charles Onen	Laroo-Pece Division	INDEP	
3.	Hon. Achayo, Juliet Lodou	Ngora County	NRM	
4.	Hon. Adidwa Abdu	Bukooli County South	INDEP	
5.	Hon. Adome, Francis Lorika	Moroto Municipality	NRM	
6.	Hon. Akumu, Catherine Mavenjina	Older Persons, Northern	NRM	
7.	Hon. Aleper, Margaret Achilla	DWR Kotido	NRM	
8.	Hon. Atim Ogwal, Cecilia Barbara	DWR Dokolo	FDC	
9.	Hon. Bingi, Patrick Nyanzi	Butemba County	NRM	
10.	Hon. Kabuura, Derrick	Bushenyi-Ishaka	NRM	
11.	Hon. Kahunde, Hellen	DWR Kiryandongo	NRM	
12.	Hon. Kamara, John Nzeyimana	Bufumbira North	NRM	
13.	Hon. Kanushu, Laura	PWD National	NRM	
14.	Hon. Katoto, Mohammed	Katerera County	NRM	
15.	Hon. Katusabe, Godfrey	Bukonzo West County	FDC	
16.	Hon. Kauma, Sauda	DWR Iganga	NRM	
17.	Hon. Kayemba, Geoffrey Ssolo	Bukamansimbi South	NUP	

18.	Hon. Kunihiro, Faith Philo	Dwr Kyenjojo	NRM	
19.	Hon. Malende, Shamim	Kampala District	NUP	
20.	Hon. Masaba, Karim	Industrial Division	INDEP	
21.	Hon. Musana, Eric	Buyaga East County	INDEP	
22.	Hon. Mutembuli, Yusuf	Bunyole East	NRM	
23.	Hon. Nakazibwe, Hope Grania	DWR Mubende	NRM	
24.	Hon. Nalule, Asha Aisha Kabanda	Butambala District	NUP	
25.	Hon. Namboze, Teddy	Mpigi District	NUP	
26.	Hon. Nebanda, Florence	DWR Butaleja	NRM	
27.	Hon. Nyakato, Dorothy	DWR Kitagwenda	NRM	
28.	Hon. Okiror, Bosco	Usuk County	NRM	
29.	Hon. Okot, Boniface	Youth Northern	NRM	
30.	Hon. Opiyo, Samuel	Kole County North	INDEP	
31.	Hon. Otingiwa, Isaac Ismail	Padyere County	NRM	
32.	Hon. Ssebikaali, Yoweeri	Ntwetwe County	NRM	
33.	Hon. Tibasiimwa, Joram	Older Persons Western	NRM	
34.	Hon. Timuzigu Kamugisha Michael	Kajara County	NRM	
35.	Hon. Twinomujuni, Francis Kazini	Buhaguzi County	NRM	
36.	Hon. Wakayima, Musoke	Nansana Municipality	NUP	