



PARLIAMENT OF UGANDA



MINORITY REPORT OF THE SECTORAL COMMITTEE OF LEGAL AND PARLIAMENTARY

AFFAIRS ON POLITICAL PARTIES AND ORGANISATIONS (AMENDMENT) BILL, 2025

**OFFICE OF THE CLERK TO PARLIAMENT
PARLIAMENT BUILDING
KAMPALA-UGANDA**

MAY 2025

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1. INTRODUCTION TO THE MINORITY REPORT

This Minority report is presented pursuant to **Rule 215 of the Rules of Procedure of Parliament**. It dissents from the majority report of the Committee on Legal and Parliamentary Affairs on the Political Parties and Organisations (Amendment) Bill, 2025 moved privately by; the Hon. Nakut Faith Loru, District Woman Representative of Napak District and seconded by Hon. Mutembuli Yusuf (Bunyole East) and Hon. Afidra Ronald Olema (Tororo County).

2. DISSENT

The Bill is unconstitutional

The Minority observed that the Political Parties and Organisations (Amendment) Bill, 2025 contravenes the provisions of **Article 93 of the Constitution of Republic of Uganda** and **Rule 130 (1), (b) and (c) of the Rules of Procedure of Parliament of Uganda**. Extracts of the statement of justification of the clauses of Bill, signed and presented to the Committee by the Hon. Mutembuli Yusuf, MP Bunyole East, in paragraph 2, page 6 is reproduced below:

"The Bill in clause 2 proposes to institutionalize IPOD as an organ of the Consultative Forum. The Consultative Forum is currently created under Section 20 of the Principal Act. The National Consultative Forum shall have two organs; -

(a) The organ for political parties and political organisations with representation in Parliament which shall be known as the Inter-Party Organisation for Dialogue; and



(b) The organ for political parties and political organisations without representation in Parliament which shall be known as the Forum for Non-Represented Political Parties and Political Organisations.

This will ensure that Political parties represented in Parliament have their own organ within the National Consultative Forum where they will discuss their unique issue pertaining to them.


Likewise, there will also be a Forum for Non-Represented Political Parties and Political Organisations in which the non-represented parties also have their own organ to discuss issues pertaining to them.

The current council of the National Consultative Forum will remain for the purpose of enforcing the code and dealing with matters arising from the two organs."

The Hon. Mutembuli Yusuf was accompanied to the Committee by Mr. Sserwambala Kabagabe Lawrence, who signed his written submission as the Executive Director, Inter Party Organization for Dialogue (IPOD). Please pay attention to the following extracts from the written submission of Mr. Sserwambala.

"Today, I respectfully submit that it is time to give IPOD the dignity, durability and legitimacy it deserves by making it a legal entity under the laws of Uganda (Para. 5, pg 1).

I ask you, on behalf of IPOD and on behalf of all political parties represented in Parliament, to champion the legal institutionalizing of IPOD (Para.4, Pg 2). I also wish to add that institutionalizing IPOD is even more justified by the following (Para 5, pg 2).



As Statutory body, IPOD would be empowered to: -

- I. Enforce rules of engagement and ethical codes of conduct among political actors.***
- II. Institutionalize youth and women participation in political dialogue***
- III. Mandate the regular review of reforms, including those on electoral laws, political finance and civic education.***

Such statutory recognition would also offer a structured pathway for emerging political actors to engage with mainstream governance mechanisms, thereby expanding Uganda's democratic base. (Para 2 on pg 4).

A statutory IPOD would be better positioned to:

- I. Monitor, evaluate, and report on the implementation of the agreed-up reforms.***
- II. Interface formally with the Electoral Commission, Parliament and Executive to track progress***
- III. Mobilize technical and financial resources with greater autonomy and transparency.***

Currently, IPOD's operations are donor-funded and dependent on the voluntary participation of political parties... Institutionizing IPOD will:

- I. Provide it with a legal identity, defined governance structure and budgetary allocation from the national treasury...***
- IV. Promote continuity in leadership, programming and stakeholder engagement.***



A statutory foundation would help IPOD transition from a project-based entity to a Nationally owned and constitutionally anchored Institution (Para 2 on page 5)

Let IPOD be not just an Initiative, but an Institution (Concluding para on Page 6)

It is clear from the written submissions of the movers of the Bill and their one-man ally Mr. Sserwambala that the bill imposes a charge on the Consolidated fund. Parliament is estopped from proceeding on any bill or a motion for a bill that imposes a statutory charge on the consolidated fund. (Article 93 of the Constitution and Rule 130 (1) and (2) of the Rules of procedure of Parliament of Uganda)

Finding

The Minority finds that the Political Parties and Organizations (Amendment) Bill, 2025 privately moved by Hon. Nakut Faith, Hon. Mutembuli Yusuf and Hon. Afidra Olema violates Article 93 of the Constitution of the Republic of Uganda and therefore Unconstitutional.

Overthrow of legal mandates of other Institutions

The Minority observes that the private member's bill, the Political Parties and Organisations (Amendment) Bill, 2025 intends to overthrow the legal mandates of various institutions conferred by the Constitution and Acts of Parliament. A patient analysis by the Minority observed that Parliament, Electoral Commission, National Youth Council, National Women Council amongst others will be relegated to the subordination of IPOD.



- The mandate to carry out legal reforms is an exclusive preserve of Parliament under Article 79 of the Constitution.
- The Mandate to enforce rules of engagement and code of conduct amongst Political Parties is a preserve of the Electoral Commission.
- The Mandate to institutionalize women and youth in political spaces in preserve of Women and Youth Councils.

The recent policy of the NRM Government as told to us here in Parliament by the Hon. Minister of Public Service, is that MDA are being rationalized for efficiency and effectiveness by elimination duplications and wastefulness.

Finding

The Minority finds that the Bill interferes with both Constitutional and Statutory mandates of the Parliament, Cabinet, Electoral Commission, National Youth Council, National Women Council and potentially amends by infection several Acts of Parliament which will likely plunge Government into conflicts and confusions. It is further found that provisions of Bill appear to contradict the Government Policy of Rationalization; specifically, on halting creations of new bodies, organs, councils, secretariats etc.

Lack of public participation and consultation with Political Parties.

The Minority observed that the movers of Political Parties and Organization (Amendment) Bill, 2025 did not consult the Political Parties represented in Parliament and those outside.



In fact, the motion seeking leave of Parliament to move a Private Members Bill was sought and granted to the Movers of the Bill on 13th May 2025 at 5pm, Order Paper listing the Bill for 1st Reading on 14th May 2025 was released on 13th May 2025 before the Bill was published. The Bill was published in Gazette on 14th May 2025 and introduced to the House on same day. The Hon. Chairperson of the Committee of Legal and Parliamentary Affairs scheduled and indeed Committee held the meeting with Movers on 15th May 2025 and here today, we present a report having interfaced with only the movers of the Bill.

It therefore raises serious suspicion that the regulator of Political Parties (Electoral Commission), the Supervising Ministry (Justice & Constitutional Affairs), the Political parties represented in Parliament (NRM, NUP, FDC, UPC, DP, JEEMA and PPP) were never consulted by neither the Movers nor the Committee. No other stakeholder including Members of Parliament who had sought albeit in futility to move Private Members Bills on reforms touching political parties and elections were accorded any opportunity to submit before the committee.

The House may recall, the vehement submission by the esteemed founding former First Son of Uganda, the Hon. Jimmy James Michael Obote, MP Lira City East and Party President of two-time Party in Government; the UPC (1962-71 & 1984-85), who is also a member/Former Chair of IPOD. In his submission on the record of this House, the Hon. Jimmy James Michael Akena Obote labelled the bill, DIABOLICAL. The Minority finds it necessary to recast the dictionary meaning of the word DIABOLICAL as below: -

“Characteristic of the Devil, or so evil as to be suggestive of the Devil”

“Disgracefully bad or unpleasant”



The Minority invites the House to pay kind attention and consider the concerns of the Party President of UPC and also recall the concerns of our Hon. Colleague Asuman Basaliwa, the Party President of JEEMA in as far as implementation of Sections 14 of the Political Parties and Organisations Act. There is no doubt in my mind, that the leaders of the other Political Parties in IPOD who are not members of this House; the Hon. Kyagulanyi Robert Sentamu of the Official Opposition-NUP, the Hon. Amuriat Patrick Oboi of FDC One Uganda One People, the Hon. Nobert Mao of DP Truth & Justice and Mr. Magera George William of PPP, if given opportunity, would all equally oppose this Bill which has been moved without their views.

The minority also observes that the regulator of Political Parties is the Electoral Commission with powers to sanction Political Parties and Organisations. The sanctions available to Electoral Commission includes deregistration, which is equivalent to death sentence on the Political Party of Organization. The Minority is of the considered view that the Electoral Commission has all the tools, should it be necessary to deal with any Political Party which is found culpable. The Minority did not receive any single evidence of any complaint filed by the Movers to the Electoral Commission, and further that the EC failed to act on such imaginary violations.

Finding

The Minority finds that the Bill is DIABOLICAL and miserably falls short of the meeting the provisions of Articles 8A of the Constitution as far as public participation in enactment of legislation. It is further found that the speed at which the Political Parties and Organisations (Amendment) Bill, 2025 is being rushed is



greatly disconnected with the urgency required and expected of Parliament to solve the contemporary challenges facing Ugandans in areas of creation of decent jobs, improvement in healthcare services, provision of quality education, delivery of fair and speedy justice amongst others.

Unreasonableness and Irrationality of the Bill

The main justification of the Bill is stated by the Movers to be, to condition or obtain commitment of the Political Parties and Organisations to principles of **Tolerance, Dialogue and Peaceful Co-existence**. This justification is shallow, unreasonable and irrational. At registration, Political Parties carefully chose their own principles embedded in their Constitutions which guides them, and these are registered with the Electoral Commission. In the absence of express provisions in the Constitution of Political Parties, the recourse is to the National Objectives and Direct Principles of State Policy and Articles 29, 69-76 of the Constitution of Republic of Uganda.

Finding

The Minority finds that the Political Parties and Organisations (Amendment Bill) 2025 is frivolous, vexatious, unjustified, unreasonable, irrational falls acutely short of the Constitutional parameters set out in the National Objectives and Direct Principles of State Policy

CONCLUSION

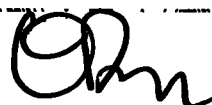
The Minority having found that; -



1. the provisions of the Bill have the effect of imposing a charge on the Consolidated Fund Contrary to Article 93 of the Constitution of Republic of Uganda,
2. the Bill interferes with both Constitutional and Statutory mandates of the Parliament, Cabinet, Electoral Commission, National Youth Council, National Women Council and potentially amends by infection several Acts of Parliament,
3. the Bill contradicts the Government Policy of Rationalization on creation of new expenditure centers such as the two organs proposed in the bill,
4. the Bill is DIABOLICAL and miserably falls short of the meeting the provisions of Articles 8A of the Constitution as far as public participation in enactment of legislation.
5. the Political Parties and Organisations (Amendment Bill) 2025 is frivolous, vexatious, unjustified, unreasonable, irrational.

Now therefore recommend to Parliament as follows; -

- (a) That no question be proposed upon the Political Parties and Organisations (Amendment) Bill, 2025.
- (b) Motions seeking leave to introduce private members Bills should be subjected to rigorous scrutiny by way of extensive debates on the justification for the peculiar circumstances to warrant grant of leave.
- (c) The Minister of Finance, Planning and Economic Development be cautioned to execute the mandate of the ministry diligently and avoid night escapades of issuance of defective Certificate of Financial Implication.
- (d) Parliament avoids entangling and entertaining motions and bills arising out of petty quarrels and disagreements between individuals and institutions.



(e) Business Committee of Parliament should convene on more regular basis to conduct business as provided in the Rules of Procedure of Parliament.

It is hereby reported,

Om
Oduh Jonathan
MP ERSE GOSIA EAST

**SIGNATURE SHEET FOR THE MINORITY REPORT OF THE COMMITTEE OF LEGAL AND
PARLIAMENTARY AFFAIRS ON THE POLITICAL PARTIES AND ORGANISATIONS
(AMENDMENT) BILL, 2025.**

NO.	NAME	CONSTITUENCY	SIGNATURE
1	Hon. Baka Stephen Mugabi	Bukooli North	
2	Hon. Teira John	Bugabula North	

3	Hon. Nkwassibwe Zinkuratire Henry	Ruhaama	
4	Hon. Werike Peter Christopher	Bubulo West	
5	Hon. Fox Odoi Oywelowo	West Budama North East	
6	Hon. Lokii Peter Abrahams	Jie County	
7	Hon. Pamela Nasiyo Kamugo	DWR Budaka District	
8	Hon. Kamusiime Caroline	DWR Rukiga District	
9	Hon. Achayo Juliet Lodou	Ngora	
10	Hon. Okiror Bosco	Usuk	
11	Hon. Oseku Richard Oribo	Kibale	
12	Hon. Okia Joanne Aniku	DWR Madi Okollo	
13	Hon. Kitembo Noeline	DWR Kibaale	
14	Hon. Silwany Solomon	Bukooli Central	
15	Hon. Musinguzi Yona	Ntungamo Municipality	
16	Hon. Remegio Achia	Pian	
17	Hon. Malende Shamim	DWR Kampala	
18	Hon. Lubega Medard Ssegona		
19	Hon. Ssekitoleko Robert	Bamunanika County	
20	Hon. Patrick Nsanja	Ntenjeru South	
21	Hon. Adeke Ann Ebaju	Soroti City	
22	Hon. Alum Santa Sandra O.	DWR Oyam	
23	Hon. Asuman Basalirwa	Bugiri Municipality	

24	Hon. Niwagaba Wilfred	Ndorwa East	
25	Hon. Katuntu Abdu	Bugweri County	
26	Hon. Barnabas Tinkasiimire	Buyaga West	
27	Hon. Zijjan David Livingstone	Butembe	
28	Hon. Lumu Richard Kizito	Mityana South	
29	Hon. John Baptist Nambeshe	Manjiya County	
30	Hon. Mathias Mpuuga	Nyendo-Mukungwe	
31	Hon. Jonathan Odur	Erute County South	
32	Hon. Najjuma Sarah	DWR Nakaseke	
33	Hon. Odoi Bernard	Youth MP, Eastern	
34	Hon. Akampurira Mbabazi Prossy	DWR Rubanda	