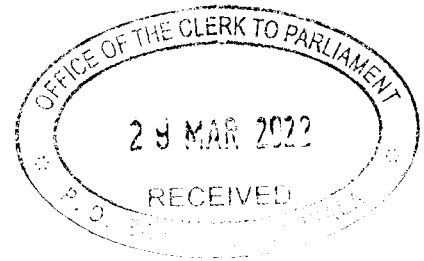




**OFFICE OF THE
LEADER OF THE OPPOSITION**



**ALTERNATIVE MINISTERIAL POLICY STATEMENT
THE PRESIDENCY
FY 2022 - 2023**

**HON. NYEKO DERRICK, MP
SHADOW MINISTER**

March 2022

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EXECUTIVE SUMMARY

Section 6E (4) of the Administration of Parliament Act (2006)¹ and Rule 147 of the Rules of Procedure of the Parliament of Uganda, 2021² empower and require Shadow Ministers to prepare and present Alternative Policy Statements to Parliament in response to various Ministerial Policy Statements presented by various Ministries, Departments and Agencies of Government (MDAs).

The office of the Presidency was established by the Constitution of Uganda under Articles 98 and 108 as a fully-fledged Ministry that provides leadership and governance on behalf of the Executive.

Article 99 (3) of the Constitution vests the executive authority to the President, who must ensure "a secure, well governed and developed nation by providing leadership in public policy, management and good governance..."

The Ministry of the Presidency, therefore, provides the basis and guidance on which the President exercises executive administration. The office is composed of number of entities, key among them, presidential advisors, Resident District Commissioners, and other bureaucrats.

In the current, majority of presidential advisors and RDCs are appointed for purposes of patronage and many have no known deliverables and are too many to be useful for purposes of advising the President. The Ministry also has a bloated list of employees duplicating roles which negatively impacts the national resource envelope.

In exercise of the role of keeping the government in check, the Shadow Minister for the Presidency and Security presents this statement with the hindsight that the Office of the President has continually fallen short of its constitutional mandate in light of its performance in the preceding Financial Years.

¹ Administration of Parliament Act (2006)

² Rules of Procedure of the Parliament of Uganda, 2021

List of Acronyms

BFP	Budget Framework Paper
BN	Billion
CAO	Chief Administrative Officer
Dev	Development
DISO	District Internal Security Officer
DRDC	Deputy Resident District Commissioner
ESO	External Security Organization
FY	Financial Year
GOU	Government of Uganda
ISO	Internal Security Organisation
M&E	Monitoring & Evaluation
MDA	Ministries Departments and Agencies
MPS	Ministerial Policy Statement
NALI	National Leadership Institute Kyankwanzi
NDPII	National Development Plan 2015/16-2019/20
NRM	National Resistance Movement
NVIF	Venture and Innovation Fund
OPM	Office of the Prime Minister
RDC	Resident District Commissioner
SMART	Specific, Measurable, Attainable, Realistic and Time bound
Trn	Trillion
UGX	Uganda Shillings

CHAPTER 1: BACKGROUND TO ALTERNATIVE POLICY STATEMENT

Section 6E(2) of the Administration of Parliament (Amendment) Act 2006 empowers the Shadow Minister for the Presidency and Security, Hon. Nyeko Derrick, to present the Alternative Policy Statement on the floor of Parliament for consideration and possible implementation. The Alternative Policy statement therefore responds to the Government Ministerial Policy Statements laid in Parliament by the Minister for presidency for the FY2022 /2023.

This Alternative Policy Statement is informed by other policies and legal documents including; the National Development Plan III, the National Budget estimate for the FY2021 /2022, NBFP FY2021 12022. Ministerial Policy Statement and the National Budget Framework Paper 2022/23 among others.

Legal Provisions for presenting Alternative Policy Statement

The authority to present the Alternative Policy Statement is derived from Section 6E of the Administration of Parliament (Amendment) Act, 2006 and Rule 147 of the Rules of Procedure of the Parliament of Uganda, 2021, and which requires and empowers the various Shadow Ministers to present Alternative Policy Statements on the floor of Parliament for consideration and possible implementation.

Section 6E (4) states: *"The Leader of the Opposition (LoP) shall study all Policy Statements of Government with his or her Shadow Ministers and attend committee deliberations on policy issues and give the party's views and opinions and propose possible alternatives. "*

The office of the Presidency was established by the Constitution of Uganda under Articles 98 and 108 as a fully-fledged Ministry that provides leadership and governance on behalf of the Executive.

Article 99 (3) of the Constitution vests the executive authority to the President, who must ensure "a secure, well governed and developed nation by providing leadership in public policy, management and good governance..."

In accordance with the above frameworks, I submit this Alternative Ministerial Policy Statement to Parliament for the Presidency portfolio for FY 2022/ 2023.

Sector Overview

The office of the Presidency was established by the Constitution of Uganda under Articles 98 and 108 as a fully-fledged Ministry that provides leadership and governance on behalf of the Executive.

Article 99 (3) of the Constitution vests the executive authority to the President, who must ensure "a secure, well governed and developed nation by providing leadership in public policy, management and good governance..."

Vision of the Presidency is: A secure, well governed and Developed Nation "while the Ministry is: "a secure, well governed and developed nation by providing leadership in public policy, management and good governance..."".

The Presidency currently covers the votes listed below, to which we have taken the liberty to add Special Regions under OPM;

- VOTE 001: OFFICE OF THE PRESIDENT
- VOTE 002: STATE HOUSE
- VOTE 003: OFFICE OF THE PRIME MINISTER – SPECIAL REGIONS
- VOTE 107: UGANDA AIDS COMMISSION
- VOTE 112: ETHICS AND INTEGRITY
- VOTE 158: INTERNAL SECURITY ORGANIZATION
- VOTE 159: EXTERNAL SECURITY ORGANIZATION

CHAPTER 2: SITUATIONAL ANALYSIS OF MINISTERIAL POLICY STATEMENT

2.1 Budget analysis

In the absence of the Ministerial Policy Statement, we apply ourselves to the National Budget Framework Paper (NBFP)

The Presidency and the attendant MDAs have consistently exhibited gross fiscal indiscipline and wasteful expenditure. Over the last Financial Years, the most recent being in FY 2021/2022 the sector was the direct or implicit beneficiary of a significant portion of a supplementary budget of US\$ 3,819 billion. The Supplementary Budget was funded from suppression within the GoU Budget at the expense of other priorities, additional Borrowing and external financing which only grew the country's debt burden. Apparently, supplementary financing was sought because it provides an avenue for avoiding scrutiny especially given the incredulous urgency that helps circumvent the rigorous processes and scrutiny of Parliament.

The NBFP 2022/23 portends a similar trend for the Sector in light of the country's struggle to recover from the impact of the COVID-19 pandemic, and the debt-to-gross domestic product (GDP) ratio that has hit the 50% ceiling renders it risky at the macro-economic level.³

The allocation features weak alignment to the NDP III with indiscriminate formation of entities that draw from the National Budget yet they duplicate role of already existing MDAs.

CONGRUENCE WITH THE THIRD NATIONAL DEVELOPMENT PLAN (NDP III)

The NDP III is the third in a series of plans that aim to implement the Uganda Vision 2040⁴ aspirations. The NDP III features 18 programmes, identified based on key

³ www.politicalfinanceafrica.org

⁴ Finance.go.ug

development issues⁵ of which Governance and Security is Program No. 16 under which the Presidency falls.

The Governance and Security Programme Working Group (PWG) is made up of 32 Government Ministries, Departments and Agencies in charge of: Constitutional democracy; Protection of human rights; The rule of law; Free and fair political and electoral processes; Transparency and accountability; Government effectiveness and regulatory quality; Effective citizens' participation in development processes; and Peace, defense and security of the citizens and the country.

The key issues highlighted in the NDP III that account for the weak adherence to the rule of law and existence of internal and external threats include; high crime rates. Low recovery rate of public funds from individuals implicated in corruption, weak policy, legal and regulatory frameworks for effective governance, low respect for and observance of human rights and fundamental freedoms, weak business support environment and weak societal security structure among others.

According to the National budget framework paper FY 2022/23 (Page 224), the government plans to reduce population on remand in prisons to below 50% as aligned to the NDP III (Develop appropriate infrastructure for legislation, security, justice, law and order). However, the proposed bail reforms by government would instead increase the population of Ugandans on remand that are presumed to be innocent until proved guilty.

In the same document, the government prioritizes the investigation and prosecution of corruption cases before courts of law and yet on December 9, 2021, the President of Uganda cautioned Inspector General of Government (IGG), Beti Kamywa, to tread carefully when handling corruption in Uganda.

The president said "We are still lucky that our corrupt people are corrupt here, they steal the money, and put it here, you see a five-star hotel from corruption. Now if you only concentrate on the lifestyle, then they will take the money out and you

⁵ Issue No.4, June 2021; ACODE – Daniel Lukwago

will have no evidence here,". If the President's words are to be taken on by government, they would contradict the above priority. ⁶

NATIONAL BUDGET FRAMEWORK PAPER (NBFP)

The National Budget Framework Paper is the Government's overall strategy document for the budget, and provides the link between the Government's overall policies (identified in the National Development Plan) and the annual budget⁷.

The National Budget Framework Paper (NBFP) for FY 2022/23 was prepared in line with Section 9 (3) of the Public Finance Management Act, 2015 (Amended) and Section 9 (5) which requires the Minister of Finance, Planning and Economic Development (MOFPED) to seek approval by Cabinet and submit it to Parliament by 31st December⁸.

The National Budget Framework Paper (NBFP) for FY 2022/23 and the medium-term lays out planned interventions for Uganda's economic transformation, consistent with Government's Macroeconomic Objectives spelt out in the Charter for Fiscal Responsibility and the Strategic Objectives of the third National Development Plan (NDP III) whose overall goal is "Increasing household incomes and improving the quality of life of Ugandans"⁹ , under the "Full monetisation of the Ugandan Economy through commercial agriculture, industrialization, market access and digital transformation".

PROGRAM-BASED BUDGETING

Uganda has adopted the Program-Based Budgeting (PBB) which was thought to improve the link between budgeting and national strategic objectives as opposed to its predecessor, the Output-Based Budget system. The program-based budgeting structure is premised on the thought that it allocates resources by program or functional area, in alignment with the national development plan. Apparently in program budgeting, performance data informs decision making,

⁶ <https://www.independent.co.ug/kamya-museveni-and-corruption-fight/>

⁷ www.budget.go.ug

⁸ NBFP 2022/23

⁹ NBFP 2022/23

either as a direct input in budget allocation or as contextual information for budget planning¹⁰.

RESOURCE ENVELOPE

The total resource envelope for FY 2022/23 is projected to decrease by UGX 1,695.60 billion from UGX 44,778.80 billion in FY 2021/22 to UGX 43,083.20 billion. Domestic revenues are projected to amount to UGX 25,516 billion in FY 2022/23 of which UGX 23,755 billion is projected to be raised from tax sources and UGX 1,761 billion from Non-tax revenue sources. Additionally, 59.22 percent of the budget will be funded through domestic revenue while 40.7 percent will be from other sources like Grants (UGX 869 billion), External financing (UGX 3,536 billion), Domestic financing (UGX 2,836 billion).¹¹

PROGRAM NBFP CONSIDERATIONS FOR FY 2022/23

In the Program Budget Framework Paper FY 2022/23, the resource allocation to the Governance and Security Programme stands at **UGX 6,420.5 Billion**. Representing **24.7%** of the total **UGX 43.083.2** budget projection making the program the second most highly funded component on the Resource Allocation list¹².

However, much as good governance is essential in enabling holistic development¹³, there is lack of clarity in the NBFP in the proportion of funding that goes to this function since votes such as those of the Office of the President, State House, Ethics and Integrity, Internal and External Security Organisation under this program benefit from classified budgets and expenditures.

The NBFP features a proposed budget of **4,353.139 billion** for security while such items as Institutional Coordination are allocated 10% on average and much less of the total allocation.

VOTE 001 – OFFICE OF THE PRESIDENT

¹⁰ Global Delivery Initiative; Strengthening Budgeting for Sustainable Development: Uganda's Transition from Output-Based Budgeting to ProgramBased Budgeting

¹¹ NBFP 2022/23

¹² NBFP 2022/23

¹³ NBFP 2022/23

The Office of the President derived its mandate of is from Articles 98 and 99 of the Constitution of the Republic of Uganda which enjoin H.E the President and H.E the Vice President to uphold the Constitution of the Republic of Uganda and the laws of Uganda, promote the welfare of Citizens and protect the territorial integrity of Uganda.

Office of the President implements activities that fall under Governance and Security Program, Development Plan Implementation Program and Community Mobilization and Mindset Change Program.

Budget Performance Overview for Vote 001, H1 - FY 2021/22

Category	Approved Budget	Cumulative Release	Cumulative Expenditure	% of Budget Released	% of Release Spent
Wage	17.492	8.746	7.792	50.0%	89.1%
Non-wage	98.650	73.905	61.536	74.9%	83.3%
Dev-GoU	15.496	24.360	0.133	157.2%	0.5%
Arrears	9.886	9.886	9.886	100%	100%
TOTAL	141.524	116.897	79.347	82.6%	67.9%

In the FY 2021/22, Ushs 141.524 bn was appropriated to Vote 001 of which wage was Ushs 17.492 bn, non-wage recurrent was Ushs 98.65 bn, domestic development

category was Ushs. 15.496 bn and Arrears of Ushs. 9.886 bn. The Office of the President sought and had Parliament approve a supplementary budget of Ushs. 13.88 bn to cater for non-wage recurrent expenditure category in form of COVID-19 response (Ushs.6.94) bn), Court Awards (Ushs.3.94 bn), kick-starting the APEX Platform (Ushs. 3.0 bn) and development expenditure category in form of purchase of motor vehicles and furniture for Presidential Advisors (Ushs. 8.3 bn).

Budgetary Allocations for FY 2022/23 for Vote 001

Expenditure Category	FY 2021/22	FY 2022/23	%age change	MTEF Budget Projections			
	Approved	Indicative		2023/24	2024/25	2025/26	2026/27
Wage	17.492	17.494	0.01%	17.494	17.494	17.494	17.494
Non-Wage	98.650	96.725	(1.95)%	96.725	96.725	96.725	96.725
Dev't. GoU	15.496	15.496	0%	15.496	15.496	15.496	15.496
Total	131.638	129.713	(1.46)%	129.713	129.713	129.713	129.713

In the FY 2022/23, the total allocation is Ushs 129.713 bn, reflecting a 1.46% reduction against the FY 2021/22 approved budget.

Indicative allocations to non-wage recurrent expenditure category are indicated to experience a 1.95% reduction while wage expenditure category will experience an increment and Domestic Development expenditure category will be maintained at the FY 2021/22 approved levels.

ALLOCATIONS SOUGHT

- Budgetary Provision to the Ministry for Security of Ushs. 14.90 bn
- Procurement of Medals for Awards of Ushs. 4.23 bn
- Facilitation for Resident District Commissioners (RDCs) of Ushs. 12.2 bn
- Facilitation for 139 Presidential Advisors of Ushs. 8.3 bn
- Public Policy Executive Oversight Forum - Apex Platform of Ushs. 34.119 bn
- Monitoring the Mainstreaming Manifesto Commitments at Ushs. 4.05 bn

VOTE 002 – STATE HOUSE

The mandate of the State House is to facilitate effective and efficient support to the Presidency in the performance of its constitutional and administrative responsibilities.

Budget Performance Overview for H1 - FY 2021/22 for Vote 002

Category	Approved Annual Budget	Cumulative Release	Cumulative Expenditure	% of Budget Released	% of Release Spent
Wage	18.872	10.475	10.229	55.5%	97.7%
Non-wage	379.025	335.664	221.348	88.6%	65.9%
Dev-GoU	12.338	4.669	4.117	37.8%	88.2%
TOTAL	410.236	350.808	235.694	85.5%	67.2%

In the FY 2021/22, Ushs 410.236 bn was appropriated to Vote 002 of which wage was Ushs 18.872 bn, non-wage recurrent was Ushs 379.025 bn, while domestic development category was Ushs. 12.338 bn.

Budgetary Allocations for FY 2022/23

Expenditure Category	FY 2021/22	FY 2022/23	%age change	MTEF Budget Projections			
				2023/24	2024/25	2025/26	2026/27
				4	5	6	7

	Approved	Indicative					
Wage	18.872	18.872	0.0%	18.773	18.773	18.773	18.773
Non-Wage	379.025	371.023	(2.1)%	379.020	454.824	545.789	654.947
Dev't. GoU	12.338	12.338	0.0%	12.338	12.338	12.338	12.338
Ext. Fin.	0	0	0.0%	0	0	0	0
Total	410.236	402.234	(2.0)%	410.131	485.935	576.900	686.058

In the FY 2022/23, the total Ushs 402.234 billion, reflecting a modest reduction against the FY 2021/22 approved budget largely on account of projected reduction in allocations to non-Wage expenditure category.

ALLOCATIONS SOUGHT

- Pending Presidential Donations at Ushs. 83.033bn
- Poverty Alleviation Initiatives (27 Model Villages) at Ushs. 2.0 bn
- Retooling State House at Ushs. 39.358 bn

According to the NBFP FY 2022/23, UGX 402 billion is projected for State House which is comparably lower than UGX 410 billion in the FY 2020/21. However, the figure is expected to rise since State House is on record for seeking indiscriminate supplementary budgets as was the case in FY 2021/22 the entity State House sought and obtained UGX 272 billion to fund Kiira Motors and UGX104 billion for classified expenditure¹⁴. This has been a common trend for the sector since in 2020 the entity had its budget revised to **UGX 861.339 billion** on account of a supplementary budget of **UGX 451.091 billion**. As of December 2020 FY 2020/21, **UGX 723b billion** was paid out¹⁵.

¹⁴ www.parliament.go.ug/news/4844/mps-approve-shs38-trillion-supplementary-budget

¹⁵ www.politicalfinanceafrica.org/2021/03/25

Goals (SDGs). The country is also implementing the Presidential Fast Track Initiative (PFTI) on Ending the AIDS Epidemic by 2030¹⁷.

The NBFP presents a budget proposal of UGX 10.60 Billion which is unrealistic and casts doubt on the quality of performance for the Commission. Besides, the Commission prioritises such items as Administrative and Support Services as well as Human Resource Management, Outreach and Compliance, Research, Advocacy and Communication. However, existent challenges after 40 years of the prevalence of HIV/AIDS in Uganda like the fight against stigma are not accorded significance in the budgetary proposals.

UAC reports that HIV incidence and new HIV infections in Uganda have dropped significantly in the last decade, with new infections falling by 52% from the 2010 levels while AIDS related deaths fell by 60%. However, there is still more to be done to meet the Sustainable Development Goals target of 75%.

Critically, early into the lockdown, the media reported reports of child neglect and abuse - physical, sexual, and psychological. The situation and Impact of COVID 19 on School going Girls and Young Women in Uganda reports that between March 2020 and June 2021, there was a 22.5 per cent increase in pregnancy among girls aged 10-24 seeking first antenatal care from 80,653 to 98,810. This implies reckless and therefore unsafe sex practice with high exposure and infection incidence. This calls for vigilance on the part of UAC and Government to avert catastrophe.

It is worth noting, however, that the activities and performance of Uganda AIDS Commission have been hampered by inadequate funding at the expense of classified expenditures to entities under the same sector¹⁸.

VOTE 112 – ETHICS AND INTEGRITY

The Directorate of Ethics and Integrity is mandated to rebuild Ethics and Integrity and coordinate National Efforts in the fight against corruption and consequences of moral decadence.

¹⁷ The National HIV and AIDS Strategic Plan 2020/21 – 2024/25

¹⁸ Uganda AIDS Commission Ministerial Policy Statement FY 2021/22

Budget Performance Overview for H1 - FY 2021/22

Category	Approved Annual Budget	Cumulative Release	Cumulative Expenditure	% of Budget Released	% of Release Spent
Wage	3.253	1.905	1.467	58.6%	77.0%
Non wage	6.233	2.703	1.968	43.4%	72.8%
Dev-GoU	0.650	0.100	0	15.4%	0%
TOTAL	10.136	4.709	3.435	46.5%	72.9%

In the FY 2021/22, Ushs 10.136 bn was appropriated of which wage was Ushs 3.253 bn, non-wage recurrent was Ushs 6.233 bn and Development expenditure category was Ushs. 0.65 bn.

As of end of H1- FY 2021/22 (December, 2021), total releases amounted to Ushs 4.709 bn and actual expenditure amounted to Ushs. 3.435 bn. The released funds performed at 46.5% against the approved budget while actual expenditure registered a performance of 72.9% absorption rate.

Budgetary Allocations for FY 2022/23 for Vote 112

	FY 2021/22	FY 2022/23	% age change	MTEF Budget Projections			
	Approved	Indicative		2023/24	2024/25	2025/26	2026/27
Wage	3.253	3.250	(0.1)%	3.250	3.250	3.250	3.250
Non-Wage	6.233	5.90	(5.3)%	5.90	5.90	5.90	5.90
Dev't. GoU	0.650	0.650	0.0%	0.650	0.650	0.650	0.650
Ext. Fin.	0	0	0.0%	0	0	0	0
GoU Total	10.136	9.800	(3.3)%	9.800	9.800	9.800	9.800

In the FY 2022/23, the total allocation to Vote 112 is Ushs. 9.80 bn, reflecting a 3.3% reduction in allocation against the FY 2021/22 approved budget largely on

account of 47.9% reduction in non-wage expenditure category while wage and development expenditure categories remain unchanged.

ALLOCATIONS SOUGHT

- Coordination of Inter Agency Forum (IAF) Activities at Ushs. 1.2 bn
- Dissemination of Anti-Corruption laws at Ush 3.0bn

Despite the existence in Uganda of a robust anti-corruption system, Uganda has consistently been ranked highly among the most corrupt countries in the world. According to Transparency International's Corruption Perceptions Index (CPI), on a scale of least to most corrupt, Uganda ranked no. 151 out of 176 and 151 out of 180 countries in 2016 and 2017 respectively.¹⁹ In 2018, the country was ranked no. 149 of 180 and most recently in 2019 it was ranked no.137 out of 180 countries. The gravity of the vice is further amplified by the colossal sums of public funds lost every year. It has been estimated that as of 2006, Uganda was losing up to USD 950 million to corruption per year, which figure kept growing to USD 1 billion in 2017.²⁰

The high degree at which cases of corruption are rising has been blamed on the lack of political will to tackle the vice. With high ranking government officials involved, there is active interference the investigation and prosecution processes. Relatedly, it is inevitable that anti-corruption institutions are not afforded support to implement the relevant laws.

There is also need to grow that Anti-Corruption Court circuit to the regional level and even decentralise it further, as well as equip and staff its appeal function to facilitate the timely disposal of cases on corruption.

Funding consistent to the threat that corruption poses to society should be prioritised for the vice to be contained.

¹⁹ See Transparency International, Corruption Perceptions Index

²⁰ Global Integrity Report 2006: Uganda

VOTE 158 – INTERNAL SECURITY ORGANIZATION (ISO)

Internal Security Organization is derive its mandate from Section 3, CAP 305 of the Laws of Uganda to collect and process intelligence information on internal threats and to recommend to H.E the President or any other authority as the President may direct on what action should be taken on the basis of such intelligence information.

Budgetary Allocations for FY 2022/23 for Vote 158

Expenditure Category	FY	FY 2022/23 Indicative	% age change	MTEF Budget Projections			
	2021/22 Approved			2023/24	2024/25	2025/26	2026/27
Wage	45.201	45.201	0.0%	45.201	45.201	45.201	45.201
Non-Wage	47.908	47.610	0.0%	47.610	47.610	47.610	47.610
Dev't. GoU	5.411	5.411	0.0%	5.411	5.411	5.411	5.411
Arrears	18.822	0	0.0%	0	0	0	0
Total	117.042	97.92	0.0%	97.92	97.92	97.92	97.92

In the FY 2022/23, the total indicative allocation to ISO is Ushs 97.92bn, reflecting a 0.7 % reduction against the FY 2021/22 approved budget ceiling. Internal Security Organization falls under Governance and Security Program.

ALLOCATIONS SOUGHT

- 345 Motor Vehicles and 2,252 Motor Cycles at Ushs. 65.5 bn
- Recruitment and Training for 200 Operative Officers at Ushs. 5.39 bn
- Facilitation to Internal Intelligence Collection by ISO of Ushs. 101.0 bn
- Purchase of Technical Equipment to counter Cyber threats at Ushs. 53.52 bn

In the guise of national security, security agencies have been used to spy, obtain information and curtail activities of actors that challenge incumbencies world over. Their legal existence is however shrouded in ambiguity. They duplicate the roles of the Police and other traditional security agencies like the military and Police Special Branch which hitherto executed the tasks well. There is need to review their