



UGANDA BUREAU OF STATISTICS



JUSTICE, LAW AND ORDER SECTOR

Gender Statistics Profile

Uganda Bureau of Statistics
Statistics House
Plot 9 Colville Street
P.O. Box 7186, Kampala - Uganda
Tel: +256-41-706000,
Fax: +256-41-237553
Email: ubos@ubos.org
Website: www.ubos.org

Supported under the UN Joint Programme on
Gender Equality and Women Empowerment



November 2012

Justice, Law and Order Sector

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November 2012

Preface

The Management of the Uganda Bureau of Statistics is pleased to present the maiden Gender Statistics Profile for the Justice, Law & Order Sector. This report attempts to highlight the existing gender differentials and presents a contemporary overview of gender development issues and concerns in the sector. Gender Profiling for Statistics is part of the various efforts to increase availability of gender responsive data to inform policy and decision making.

The profile was based on desk review of the relevant literature, an in-depth analysis of the 2008 National Service Delivery Survey and relevant administrative data from the 2012 Uganda Police Force Statistical Abstract and the 2011 Annual Crime and Traffic Report. The exercise provided an opportunity for key players to gain practical skills and experience in data presentation. The main objectives of the exercise were to:

1. Establish the level of awareness of gender issues and concerns within the sector.
2. Generate gender responsive indicators for the Justice, Law & Order sector.
3. Repackage information to enhance availability and use of gender statistics by various stakeholders and;
4. Build skills of the Gender Focal Persons (GFP) to generate gender responsive statistics.

The United Nations Fund for Population Activities (UNFPA) and UN WOMEN are appreciated for providing financial support towards the profiling exercise while the facilitators, reviewers and authors are appreciated for their technical contribution.

This document is an addition to the knowledge base of gender statistics and is envisaged to inform decision making and policy development in the sector.



Ben Paul Mungyereza

Executive Director

Acknowledgements

The Management and Technical Staff of the Uganda Police Force (UPF) are appreciated for their valuable contribution towards the production of this Gender Statistics Profile for the Sector.

The effort and commitment of the core team that conceptualised, authored, reviewed, and coordinated the entire process cannot be underestimated. The respective teams included Ms Norah Madaya (Director, Statistical Coordination Services), Ms Grace Bulenzi-Gulere (Principal Officer, Statistical Coordination Services), Ms Rose Nalwadda (Gender Advisor), Ms Pamela Nabukhonzo Kakande (Senior Statistician, Social Statistics), Mr Alphonse Okurut (Statistician, Social Statistics) and Ms Marion Nyamaizi (UPF Statistician).

The contribution of Mr Steven Mugarura (Gender Statistics Specialist) and Dr David Baguma, Ph.D. towards consolidation of the document is also appreciated. Mr Alfred Geresom Musamali (Senior Officer – Editing) did the final proofreading, for which we are most grateful. The Statisticians, Ms Sharon Apio and Ms Rosette Navugga are recognised for the support services throughout the exercise.

Finally, the UNFPA and UN WOMEN, our development partners, are appreciated for providing the opportunity and support to deliver this assignment.

Without such concerted efforts the exercise would not have yielded a valuable document to contribute to the knowledge base of the diverse material on gender issues and concerns.

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Acronyms

CID	Criminal Investigation Department
DSIP	Development Strategy and Investment Plan
EPRC	Economic Policy Research Centre
EU	European Union
FPC	First Parliamentary Commission
GDD	Gender Disaggregated Data
IAEG	Inter Agency on Gender Statistics
ICPD	International Conference on Population and Development
IRC	International Research Centre
JLOS	Justice, Law and Order Sector
JPGWEW	Joint Programme on Gender Equality and Women's Empowerment
KCG-GS	Kampala City Group on Gender Statistics
LC	Local Council
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MoJCA	Ministry of Justice and Constitutional Affairs
MFPEd	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labour and Social Development
MPS	Ministerial Policy Statement
NDP	National Development Plan
NGO	Non-Governmental Organisations
NGP	National Gender Policy
NPA	National Planning Authority
NSS	National Statistical System
OPM	Office of the Prime Minister
PEAP	Poverty Eradication Action Plan
STATCOM	Statistical Commission for Africa
SDIP	Sector Strategic Investment Plan
UBOS	Uganda Bureau of Statistics
UGP	Uganda Gender Policy
UN	United Nations

UNCED	UN Conference on Environment and Development
UN-JGEWE	UN Joint Programme on Gender Equality and Women Empowerment
UPF	Uganda Police Force
UPHC	Uganda Population and Housing Census
WCARRD	World Conference on the Agrarian Reform and Rural Development
WCHR	World Conference on Human Rights
WSSD	World Summit for Social Development

Executive Summary

Development of the Gender Statistics Profiles is anchored in the Beijing Platform for Action, which underscores the need for gender analysis as one of the critical starting points for Gender Mainstreaming.

The main objectives of compiling the Gender Statistics Profile were to establish the level of awareness of gender issues and concerns within the sector; Generate gender responsive indicators for the sector; Repackage information to enhance availability and use of gender statistics by various stakeholders and Build skills of the Gender Focal Persons (GFPs) to generate gender responsive statistics. The profile provides a contemporary overview of gender and development concerns; as well as gender differentials in access, participation and use of services in the sector.

The Gender Statistics Profile for the Justice, Law & Order Sector (JLOS) was based on a desk review of relevant literature, an in-depth analysis of the 2008 National Service Delivery Survey (NSDS) and relevant administrative data from the 2012 UPF Statistical Abstract and the 2011 Annual Crime and Traffic Report.

According to the 2011 UPF Annual Crime and Traffic Report further Analysis, a higher proportion of male compared to female adults (15.9 and 14.7 percent respectively) were killed due to road accidents whereas the same proportion of male and female juveniles were killed by road accidents (23.9 percent).

Additionally, the NSDS 2008 reveals that the greatest proportion (20.6 percent) of households that had an issue/case in the last two years reported that the issue required the LC1 to be resolved. Among these households, 20.8 compared to 20.1 percent of male and female headed households reported that the issue required the LC1 while 9.9 and 8.7 percent of male and female headed households respectively reported that the issue/case required the UPF.

CHAPTER ONE INTRODUCTION

1.0 Background

The focus on gender for national policy analysis, programme formulation and development has not been adequately supported by gender responsive statistics. Gender statistics is about identifying, producing, disseminating, and analysing statistics to understand how gender issues affect individuals and society. Gender differences and how they affect the economic and social development of society are also displayed. This cross-cutting dimension of statistics is compiled, analysed and presented by sex, reflecting gender issues in society. Inadequate skills to analyse, interpret and package data are the major factors constraining the availability and use of gender statistics. Development of Gender Statistics Profiles was intended to improve data presentation and impart skills of interpretation and use of gender statistics for policy, planning, budgeting and programme implementation by Sectors and Local Governments.

The process was supported by the United Nations Fund for Population Activities (UNFPA) under the UN Joint Programme on Gender Equality and Women Empowerment (UNJP-GEWE). One of the main outcomes was to strengthen government capacity for gender responsive planning, budgeting and programme management. The Uganda Bureau of Statistics (UBOS) was supported to contribute to this outcome by ensuring that the National Statistical System (NSS) collects, analyses and disseminates reliable and up-to-date Gender Disaggregated Data (GDD). Gender Statistics Profiles were compiled for the seven priority sectors under the UNJP-GEWE programme to increase availability and use of gender responsive data. The sectors include Agriculture, Education, Health, Water and Sanitation, Energy, Justice, Law and Order Sector (JLOS) and Local Government.

This profile was based on a desk review of relevant literature, an in-depth analysis of the 2008 National Service Delivery Survey (NSDS) and relevant administrative data from the Uganda Police Force (UPF) reports of the 2012 Statistical Abstract and the 2011 Annual Crime and Traffic Report. The Profile provides a contemporary overview of gender and development concerns as well as gender differentials in access to and use of services in the sector.

1.1 Purpose and Objectives

The main objectives of compiling the Gender Statistics Profile were to:

1. Establish the level of awareness of gender issues and concerns within the sector.
2. Generate gender responsive indicators for the JLOS sector.
3. Repackage information to enhance availability and use of gender statistics by various stakeholders and;
4. Build skills of the Gender Focal Persons (GFP) to generate gender responsive statistics.

1.2 Justification

The development of the Profile is anchored in the Beijing Platform for Action (BPfA), which underscores the need for gender analysis as one of the critical starting points for Gender Mainstreaming. Gender Statistics play an important role in revealing gender perspectives that are relevant to policy and programme processes. One of the main constraints faced by the Government in development planning, monitoring and evaluation is the absence of updated gender-responsive data. The data and information collected are dispersed to selected institutions but not widely disseminated. The development of this Gender Statistics Profile relates to the general importance of statistics and presents a unique requirement to promote the availability of gender responsive statistics. Most of the national statistical reports tend to provide aggregate indicators without detailing specificities addressed to gender requirements for development initiatives.

The gender profile provides a twofold benefit. To begin with, the sector is given an opportunity to analyse gender issues constraining development in the different socio-economic areas within its mandate and jurisdiction based on the relevant literature. Secondly, it provides one document as a source of gender-related information on JLOS. This is expected to contribute to Gender Mainstreaming for planning, budgeting and programme implementation processes. The UNJPGE indicator shows an increase in the relative budget expenditure on specific strategies and activities but the benefits to women and girls tend to be marginalised within the sector. The profile will also inform setting of targets and guide the allocation of resources for gender-related activities. This Gender Statistics Profile will contribute to the knowledge and database on gender issues in the sector. It will further enhance technical staff basic knowledge and capacity to incorporate gender dimensions in the plans, budgets and monitoring and evaluation

processes. Variations in the concepts and definitions¹ for gender statistics is another constraint affecting availability, comparability and effective use of the statistics. The process of developing the profile provides information and experience exchange among sectors.

1.3 Approach

The gender profiling exercise emphasised improvement in data presentation to cater for the various needs of data users. A desk review and documentation of relevant literature on the JLOS sector was carried out. This was followed by an in-depth analysis of data on Justice, Law & Order extracted from the 2008 NSDS and was complemented by an analysis of the relevant administrative data from the 2012 Statistical Abstract and the 2011 Annual Crime and Traffic Report from the UPF. Extracts were also derived on the level of gender awareness; status of gender statistics; capacity gaps; and recommendations from Focus Group Discussions constituted in UPF for the exercise. The exercise was designed to provide practical skills and experience of statisticians responsible for surveys and those responsible for generating administrative data; and GFP in gender analysis. Experimental learning methodologies were adopted for executing some of the tasks including:

- i. Identification and documentation of factors influencing gender inequalities in access and utilisation of resources in the JLOS sector.
- ii. Establishment of the quality of gender-related data generated through the available survey reports and administrative data in the sector.
- iii. Analysis of the existing data to establish the patterns and trends of gender issues and concerns addressed.
- iv. Identification of gender data gaps in the survey reports and administrative data.
- v. Development of the Sector Action Plan and further steps for advancing Gender Statistics within the Sector.

The interaction among sectors during the compilation of the profiles also facilitated harmonisation of the metadata for indicators generated by different sectors on similar issues. The forum provided stakeholders an opportunity to develop a roadmap for addressing data

¹ Concepts are terms and names of variables used in statistics and statistics production. The definitions guide the users in interpreting the statistics: what kinds of data are included in the statistics, which phenomena they do describe. A single term can have more than one definition, as the same concept may cover different meanings in different statistics (e.g. turnover, retention).

gaps. Overall, the profiling exercise greatly influenced the methodology and approach adopted in the development of this profile.

CHAPTER TWO MANDATE

2.0 Overview

This chapter presents the mandate of the Justice, Law and Order Sector for national development as expressed in the National Development Plan (NDP) 2010/11 to 2014/15 and the Uganda Gender Policy.

The Government of Uganda launched the Justice, Law and Order Sector (JLOS) reform programme in 2000, a sector wide approach to increase coordination and cooperation across key institutions involved in the administration of justice. The purpose of all this was to promote the rule of law, good governance, increase public confidence in the Criminal Justice System and to enhance the ability of the private sector to make and enforce commercial contracts. This framework has enhanced coherence in policy discussion, decision-making and resource allocation among participating institutions.

With support from various International Development Partners, this sector wide JLOS Reform Programme is coordinated through the Ministry of Justice and Constitutional Affairs (MoJCA). Other member institutions of JLOS include the Ministry of Internal Affairs, the Ministry of Local Government (specifically Local Council courts), the Ministry of Gender, Labour and Social Development (particularly probation services), the Directorate of Ethics and Integrity and the Judiciary. Specific departments include, amongst others, the Administrator General's Office, the Registrar General's Office, the Immigration and Permits Department, the Community Service Programme, the Judicial Service Commission, the Uganda Law Society, the Supreme Court, the Court of Appeal, the High Court, the Commercial Court, the Magistrates Courts, the Land Tribunal, the Centre for Arbitration and Dispute Resolution, the Uganda Police Force (including CID and Community Policing), the Uganda Prisons Services, the Directorate of Public Prosecution (DPP), the Tax Appeals Tribunal, the Law Reform Commission, the Legal Aid Services and the Uganda Human Rights Commission.

The above statements demonstrate that JLOS is no doubt an important sector with an equally big mandate. It requires, therefore, a lot of quality information to be generated regularly to facilitate correct standards and reforms needed for sustainable quality service delivery.

2.1 Role and main functions

Building upon the strong foundation of international legal and human rights principles, the government of Uganda has put in place various policy measures toward integrating gender into the justice delivery system. Key policy measures include the Constitution, the National Development Plan, the National Gender Policy and the National Action Plan on Women.

The Constitution of the Republic of Uganda, under Article 21 guarantees equality of all persons before and under the law in all spheres of political, economic social, and cultural life, and the enjoyment of equal of protection under the law in all respects.

Key and specific aspects of the Constitution that are supportive of eliminating gender related constraints in accessing justice could be summarized as follows:

1. The National Objectives and Directive Principles of State Policy.
2. Gender balance and fair representation of marginalised groups (Obj. VI).
3. Recognition of the role of women in society (Obj. XV).
 - a. Substantive Provisions of the Constitution:
4. All laws and customs that are inconsistent with the Constitution are void to the extent of the inconsistency (Art.2.2).
5. Women can confer citizenship to their children (Chapter 3).
6. Equality and freedom from discrimination (Art.21).
7. Rights of the family (Art.31).
8. Affirmative action in favour of marginalised groups (Art.32).
9. Rights of women (Art.33).
10. Rights of Children (Art.34).
11. Composition of Parliament (Art.78).
12. Principles for the exercise of judicial power (Art.126).
13. Composition of Local Government Councils (Art.180).

Whereas Article 274 of the Constitution requires that existing laws be repealed, modified or adapted to bring them in harmony with the Constitution, this has not been systematically done regarding the provisions listed above. Apart from the laws relating to representation in Parliament and Local Government Councils, all other laws and customs that reinforce gender

based discrimination and which limit women's access to justice are yet to be repealed or amended. Specific examples include the laws governing marriage and divorce.

It should also be noted that the Equal Opportunities Commission remains as the only constitutional body not yet established, fifteen years after the enactment of the 1995 Constitution.

The Justice, Law and Order Sector (JLOS) is pursuing a vision of "Justice for All" designed around a six-point agenda. This includes:

- i) promotion of the rule of law and due process;
- ii) fostering a human rights culture across JLOS institutions;
- iii) enhancing access to "Justice for All" especially the poor and the marginalised groups;
- iv) reducing the incidence of crime and promoting safety of persons and security of property;
- v) enhancing JLOS contribution to economic development; and
- vi) building institutional capacity to enhance service delivery.

CHAPTER THREE GENDER ENVIRONMENT

3.0 Background

This chapter focuses on the current gender institutional, policy and legal frameworks in the Justice, Law and Order Sector.

3.1 Institutional framework

The fact that the Government of Uganda is signatory to major international human rights instruments provides a positive and strong basis for a policy framework to integrate gender into the social, political, economic and legal spheres. The key instruments that are of particular relevance to gender and access to justice and to which Uganda ascribes include the Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the Convention on the Elimination of all forms of Discrimination Against Women, the Convention on the Rights of the Child and the African Charter on Human and Peoples' Rights.

Building upon the strong foundation of international legal and human rights principles, the Government of Uganda has put in place various policy measures towards integrating gender into the justice delivery system. Key policy measures include the Constitution, the NDP 2010/11 to 2014/14, the National Gender Policy and the National Action Plan on Women.

Gender Inequality: Uganda being a patriarchal society presents various challenges for equality of the sexes. A JLOS study on Gender and Access to Justice (2001) revealed that gender related barriers in accessing justice occur at different levels of substantive laws, the administration of law and the community where disputes occur. These barriers are interlinked and should be responded to comprehensively. The study further established that whereas there are factors that affect access to justice for both men and women, the structural gender inequalities and biases that permeate all levels of society invariably aggravate and in some cases increase the hurdles that women must overcome in order to access justice. The implementation of SIP II must therefore address the gender-based challenges of accessing justice within substantive laws, the administration of justice and the community level.

In addition;

- 1) Attitudes of law enforcement personnel towards gender issues.

- 2) Due to gender inequality women, constitute majority of the poor and are ignorant of their rights.
- 3) The cost of accessing justice is higher for women.
- 4) Women's rights to own land are limited by patriarchy and
- 5) Women more affected than men by long distances to JLOS institutions are some other reasons as to why a gender perspective has to be looked at in compiling Justice, Law and Order Sector statistics.

CHAPTER FOUR GENDER ANALYSIS

4.0 Introduction

This chapter deals with gender analysis of the UPF and the access, participation and use of the services in the Justice Law and Order Sector (JLOS).

Whereas the body of substantive and procedural law is rather broad and diverse involving civil and criminal aspects, law enforcement institutions are standard and provide the site for how men and women, groups and communities experience the enforcement of substantive law. Access to justice therefore relates to whether or not individuals, groups and communities realise de facto justice from the enforcement of substantive and procedural law as well as the quality of justice meted out on them by the justice delivery system.

4.1 Crime and Traffic Accidents

4.1.1 Traffic Accidents

Table 4.1 shows that a higher proportion of male adults were killed compared to their female counterparts (15.9 compared to 14.7 percent respectively) whereas the same proportion of male and female juveniles were killed. It further shows that the majority of male and female adults and juveniles were seriously injured.

Table 4.1: Comparison of Accident Victims by sex and severity

		% of		% of		%		%
	Male	Male	Female	Female	Male	% Male	Female	Female
	Adults	Adults	Adults	Adults	Juveniles	Juveniles	Juveniles	Juvenile
Killed	2,110	15.9	596	14.7	365	23.9	265	23.9
Seriously								
injured	9,786	73.8	2,968	73.1	981	64.3	703	63.4
Slightly								
injured	1,364	10.3	497	12.2	179	11.7	141	12.7
TOTAL	13,260	100.0	4,061	100.0	1,525	100.0	1,109	100.0

Source: 2011 Annual Crime and Traffic/Road Safety UPF report

4.1.2 Trends in Prosecutions and Crime

Overall, there were more male adults prosecuted than their female counterparts whereas a smaller percentage of male juveniles were prosecuted compared to their female counterparts from 2009 to 2011.

The trend among females prosecuted has reduced from 9.1 to 7.7 percent compared to an increase from 90.9 to 92.3 percent among males from 2009 to 2011. The trends among female juveniles showed a higher decrease of 1.7 (from 10 to 8.3 percent) compared to a 0.9 decrease among their male counterparts (from 4.1 to 3.2 percent) as depicted in table 4.2.

Table 4.2: Trends in Persons Prosecuted by Sex

Gender		YEAR					
		2009		2010		2011	
		Charged	%	Charged	%	Charged	%
Male	Adults	42,155	95.9	32,096	96.3	44,537	96.8
	Juvenile	1,801	4.1	1,242	3.7	1,453	3.2
	Total	43,956	100.0	33,338	100.0	45,990	100.0
Female	Adults	3,977	90.0	2,395	95.4	3,533	91.7
	Juvenile	444	10.0	115	4.6	321	8.3
	Total	4,421	100.0	2,510	100.0	3,854	100.0
Total	Male	43,956	90.9	33,338	93.0	45,990	92.3
	Female	4,421	9.1	2,510	7.0	3,854	7.7
	Total	48,377	100.0	35,848	100.0	49,844	100.0

Source: 2011 Annual Crime and Traffic/Road Safety UPF report

Among the crimes/incidences for which offenders were accused and charged, General crimes had the highest proportion (with 81.9 percent of males charged and accused compared to 83.7 percent for females) as shown in Table 4.3. Furthermore, corruption was the incidence for which the least number of offenders were accused and prosecuted among both males and females.

Table 4.3: Persons involved in crime (offenders) who were accused and charged – 2011 (%)

Category	Case/ crime incidence	Accused & charged								
		Male			Female			Total		
		Adult	Juvenile	Total	Adult	Juvenile	Total	Male	Female	Total
1.	Homicides	2.7	3.9	2.7	4.5	2.3	4.2	2.7	4.2	2.8
2.	Economic crimes	6.0	0.9	5.8	4.7	4.8	4.7	5.8	4.7	5.7
3.	General crimes	81.6	90.8	81.9	86.3	63.3	83.7	81.9	83.7	82.0
	a) Sex related	10.5	34.5	11.3	0.9	33.6	3.6	11.3	3.6	10.7
	b) Child related offences	1.9	0.6	1.9	7.4	1.1	6.9	1.9	6.9	2.3
	c) Breakings	12.1	14.6	12.1	3.8	2.9	3.7	12.1	3.7	11.5
	d) Thefts	28.2	18.2	27.9	12.8	27.9	14.1	27.9	14.1	26.7
	e) Robberies	4.6	2.0	4.5	0.7	2.9	0.8	4.5	0.8	4.2
	f) Assaults	18.8	17.7	18.8	47.7	26.1	45.9	18.8	45.9	21.0
	g) Others	23.9	12.3	23.5	26.7	5.7	24.9	23.5	24.9	23.6
4.	Terrorism	0.1	0.0	64.0	0.0	0.0	64.0	0.1	0.0	64.0
5.	Political/media offences	2.5	0.5	2.4	1.3	27.4	4.2	2.4	4.2	2.6
6.	Corruption	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
7.	Narcotics/ Drugs	4.5	3.1	4.5	1.1	0.5	1.1	4.5	1.1	4.2
8.	Other laws	2.6	0.8	2.5	2.1	1.8	2.1	2.5	2.1	2.5
	TOTAL (%)	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
	GRAND TOTAL (NO.)	44,537	1,453	45,990	3,533	442	3,975	45,990	3,975	49,965

Source: 2011 Annual Crime and Traffic/Road Safety UPF report

Table 4.4: Persons involved in crime (offenders) who were accused and convicted – 2011 (%)

Category	Case/ crime incidence	Accused convicted								
		Male			Female			Total		
		Adult	Juvenile	Total	Adult	Juvenile	Total	Male	Female	Total
1.	Homicides	0.4	1.0	0.4	0.4	0.0	0.4	0.4	0.4	0.4
2.	Economic crimes	5.1	5.3	5.1	4.2	6.4	4.3	5.1	4.3	5.0
3.	General crimes	82.0	75.5	81.7	88.0	89.4	88.1	81.7	88.1	82.2
	a) Sex related	3.8	22.5	4.4	0.7	35.7	2.3	4.4	2.3	4.2
	b) Child related offences	1.9	0.7	1.9	6.2	0.0	5.9	1.9	5.9	2.3
	c) Breakings	12.0	16.6	12.2	3.1	2.4	3.1	12.2	3.1	11.4
	d) Thefts	29.9	23.2	29.7	11.7	14.3	11.9	29.7	11.9	28.2
	e) Robberies	1.7	0.3	1.7	0.5	2.4	0.5	1.7	0.5	1.6
	e) Assaults	21.6	27.8	21.8	54.0	45.2	53.6	21.8	53.6	24.5
	f) Others	29.0	8.9	28.4	23.8	0.0	22.7	28.4	22.7	27.9
4.	Terrorism	0.0	0.0	64	0.0	0.0	64	0.0	0.0	64
5.	Political/media offences	0.0	1.0	0.1	0.4	0.0	0.4	0.1	0.4	0.1
6.	Corruption	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
7.	Narcotics/ Drugs	5.2	4.3	5.2	1.7	0.0	1.6	5.2	1.6	4.9
8.	Other laws	7.3	13.0	7.5	5.3	4.3	5.2	7.5	5.2	7.4
	TOTAL (%)	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
	GRAND TOTAL	11415	400	11815	987	47	1034	11815	1034	12849

Source: 2011 Annual Crime and Traffic/Road Safety UPF report

4.2 Access, Participation and Use of JLOS Services

All data in the Justice, Law and order sector is not published or desegregated by gender. It is possible to have it desegregated and will be undertaken and presented in the gender analytical reports and will be beefed up with analysis of survey data.

The National Service Delivery Survey (NSDS) collects data intended to assess the performance of the JLOS, below are some of the findings on key indicators:

4.2.1 Availability of Administrative and Legal services

Table 4.5 shows the distribution of the distance to the nearest institution/court that is categorised into less than one kilometre, one to five km, greater than five but less than 10km and more than ten kilometres. The findings reveal that the Local Council 1 (LC1) is the institution reported by both male and female headed households (50.9 and 51.7 percent respectively) as the nearest institution. The Magistrate's Courts are reported as the furthest institutions i.e. more than 10km with by 19.5 percent of male headed households compared to 20.3 percent of their female headed counterparts. Twenty percent of the households reported the Uganda Police being a distance of 1 to 5 km from the households with 20.3 and 20.9 percent of male and female headed households respectively reporting the same.

Table 4.6 shows the distribution of the distance to the nearest court/institution by household headship. Findings reveal that among the households reporting the nearest institution/court being less than 1km, 24.6 were urban households compared to 75.4 of their rural counterparts. The least difference between the proportion of male and female headed households reporting institutions being less than 1km was in Kampala (8.1 and 9.1 percent respectively) whereas the greatest difference was in Eastern Uganda (25.6 and 20.5 percent respectively).

Table 4.5: Distribution of Distance to Nearest Institution/Court by Household Headship

Institution / Court	Less Than 1km			1-5km			>5-10km			More than 10Km		
	M	F	T	M	F	T	M	F	T	M	F	T
Customary Courts	14.4	13.4	14.1	4.0	4.7	4.1	1.2	1.8	1.3	2	2.2	2.0
LC 1	50.9	51.7	51.1	13.6	13.2	13.5	0.7	0.7	0.7	0.1	0.1	0.1
LC II	13.7	14	13.8	21.5	20.6	21.3	6.8	6.0	6.6	0.9	1.0	0.9
LC III	3.9	3.8	3.9	16.6	16.3	16.6	23.4	24.3	23.6	8.0	8.1	8.0
Uganda Police	11.0	11.4	11.1	20.3	20.9	20.5	21.7	24.4	22.4	7.3	9.0	7.6
Prisons	2.5	2.7	2.6	8.1	8.6	8.2	15.6	15.2	15.5	14.5	13.9	14.4
Magistrate's Courts	2.0	1.8	1.9	7.5	8.2	7.7	13.3	13.4	13.3	19.5	20.3	19.7
District land Tribunal	0.6	0.4	0.6	2.3	1.9	2.2	4.0	2.9	3.7	11.4	10.4	11.2
High Court	0.3	0.4	0.4	2.3	2.4	2.3	5.3	5.1	5.3	18.0	18.1	18.0
Administrator General	0.2	0.2	0.2	0.8	0.9	0.8	2.2	1.7	2.1	4.8	5.1	4.9
Directorate of Public Prosecutions	0.2	0.1	0.2	1.0	0.8	0.9	1.7	0.9	1.5	4.3	3.0	4.0
Uganda Human Rights Commission	0.2	0.1	0.2	1.3	1.2	1.3	2.6	2.4	2.6	6.2	6.2	6.2
Uganda Law Council	0.0	0.0	0.0	0.4	0.2	0.4	0.9	0.6	0.8	1.8	1.5	1.7
Uganda Law Reform Commission	0.0	0.0	0.0	0.3	0.2	0.2	0.6	0.6	0.6	1.2	1.1	1.2
Total	100	100	100	100	100	100	100	100	100	100	100	100

Source: 2008 NSDS data set

Table 4.6: Distribution of Distance to Nearest Institution/Court by Household Headship by Residence/Region

Residence/ Region	Less Than 1km			1-5km			>5-10km			More than 10Km		
	M	F	T	M	F	T	M	F	T	M	F	T
Urban	24.4	25.3	24.6	22.2	25	22.9	14.7	16.1	15	7.1	8.8	7.5
Rural	75.6	74.7	75.4	77.8	75	77.1	85.3	83.9	85	92.9	91.2	92.5
Kampala	8.1	9.1	8.4	8.3	10.1	8.8	9.2	10.1	9.5	1.4	1.5	1.4
Central	24.8	26.5	25.3	22	24.8	22.7	26.8	29.3	27.4	33.7	35.3	34.1
Eastern	25.6	20.5	24.2	25.5	21.6	24.5	22.5	17.8	21.4	22.1	19.2	21.5
Northern	19.5	23	20.4	18.2	21.1	19	15	19	16	22.4	26.4	23.3
Western	22	20.9	21.7	25.9	22.4	25	26.5	23.7	25.8	20.4	17.6	19.8
Uganda	100	100	100	100	100	100	100	100	100	100	100	100

Source: 2008 NSDS

4.2.2 Use of Administrative and Legal Services

Increasing access to institutions of justice is taken to be a sign of confidence in the administrative and legal system. In the 2008 NSDS, information was sought from households on their knowledge of the different institutions that could handle their cases. Findings showed that about one in five Households had an issue or case which required LC I intervention in the period of 2004 - 2008. Although on the other hand, the 1999/2000 NSDS indicated that 14.1 percent of the women interviewed did not feel confident at all that they would get recourse and redress in their favour from formal institutions, as compared to 10.8 percent of men. However, this proportion improved in 2008 with more women feeling confident about the administrative and legal system.

According to Table 4.7, the greatest proportion (20.6 percent) of households that had an issue/case in the last two years reported that the issue required the LC1 to be resolved. Among these households, 20.8 compared to 20.1 percent of male and female headed households reported that the issue required the LC1 while 9.9 and 8.7 percent of male and female headed households respectively reported that the issue/case required the Uganda Police.

In terms of type of residence among rural households 3.3 and 3 percent of male and female headed households reported that the case/issue required some institution to be resolved whereas an equal proportion of both male and female headed households (1.3 percent) reported that the issue/case required the Prisons to be resolved.

Table 4.8 shows the distribution of households that had an issue that required the intervention of a court/institution that accessed the JLOS service. The findings reveal that 92.9 percent of the households that had an issue that required an LC1 accessed it while 93.8 and 90.7 percent of male and female headed households respectively accessed the LC1. Additionally 98.4 and 94.9 percent of male and female headed households respectively reported having accessed the Prisons.

Among Urban households, 93.7 and 92.4 percent of male and female headed households respectively that had an issue that required an LC1 accessed it. Furthermore, amongst all the regions, Northern Uganda depicted the greatest difference in the proportion of male and female households that reported having accessed an institution/court with 87.4 and 81.1 for male and female headed households respectively.

Table 4.7: Distribution of Households which had an Issue/Case that required Institutions/courts intervention in the last 2 years by Household Headship

Characteristic Institution/Court	Household Headship		
	Male	Female	Total
Customary courts	4.6	3.6	4.4
LC 1	20.8	20.1	20.6
LC II	3.4	3.5	3.4
LC III	3.1	2.7	3
Uganda Police	9.9	8.7	9.6
Prisons	1.3	1.3	1.3
Magistrate's Courts	2.1	1.8	2
District land Tribunal	0.6	0.6	0.6
High Court	0.3	0.4	0.4
Administrator General	0.3	0.7	0.4
Directorate of Public Prosecutions	0.2	0	0.2
Uganda Human Rights Commission	0.0	0.2	0.1
Uganda Law Council	0.0	0.0	0.0
Uganda Law Reform Commission	0.0	0.0	0.0
Residence			
Urban	3.4	3.5	3.4
Rural	3.3	3.0	3.3
Region			
Kampala	2.8	2.8	2.8
Central	4.3	4.3	4.3
Eastern	3.8	3.3	3.7
Northern	2.5	1.7	2.2
Western	2.8	3.1	2.8
Total	3.3	3.1	3.3

Source: 2008 NSDS

Table 4.8: Distribution of Households which had an Issue/Case that required Institutions/courts intervention in the last 2 years that accessed JLOS Services by Household Headship by selected characteristics

Characteristics	Household Headship		
	Male	Female	Total
Institution/Court			
Customary courts	94.0	92.2	93.6
LC 1	93.8	90.7	92.9
LC II	89.3	85.6	88.3
LC III	93.4	93.3	93.4
Uganda Police	92.2	91.3	92.0
Prisons	93.4	94.4	93.7
Magistrate's Courts	94.3	93.3	94.1
District land Tribunal	89.5	84.2	88.1
High Court	89.9	87.2	89.1
Administrator General	96.0	100.0	97.9
Directorate of Public Prosecutions	92.8	100.0	93.0
Uganda Human Rights Commission	100.0	100.0	100.0
Uganda Law Council	100.0		100.0
Uganda Law Reform Commission	100.0		100.0
Residence			
Urban	93.7	92.4	93.3
Rural	92.9	90.6	92.3
Region			
Kampala	94.7	89.1	93.0
Central	93.6	94.1	93.7
Eastern	93.3	91.0	92.8
Northern	87.4	81.1	85.8
Western	94.9	92.3	94.2
Total	93.0	91.0	92.5

Source: 2008 NSDS

4.2.3 Time taken by JLOS Institution/Court to resolve case

Table 4.9 reveals that among the households for which it took the Institution/Court less than one month was taken to resolve the issue/case; 75.4 and 75 percent of male and female headed households respectively reported the Uganda Police, 70.6 and 76.5 percent of male and female headed households reported Prisons while 44 and 14 percent of male and female headed households reported the High Court.

Furthermore, among the Institutions for which the Case is Pending; 11.1 and 9.3 percent of male and female headed households respectively reported the Uganda Police, 10 and 8.3 percent of male and female headed households respectively reported the Prisons whereas 15.4 and 62.1 percent of male and female headed households reported the High Court.

Table 4.9: Among households that accessed JLOS services in last 2 years, Percent distribution of time taken to resolve the issue/case by household headship by selected characteristics

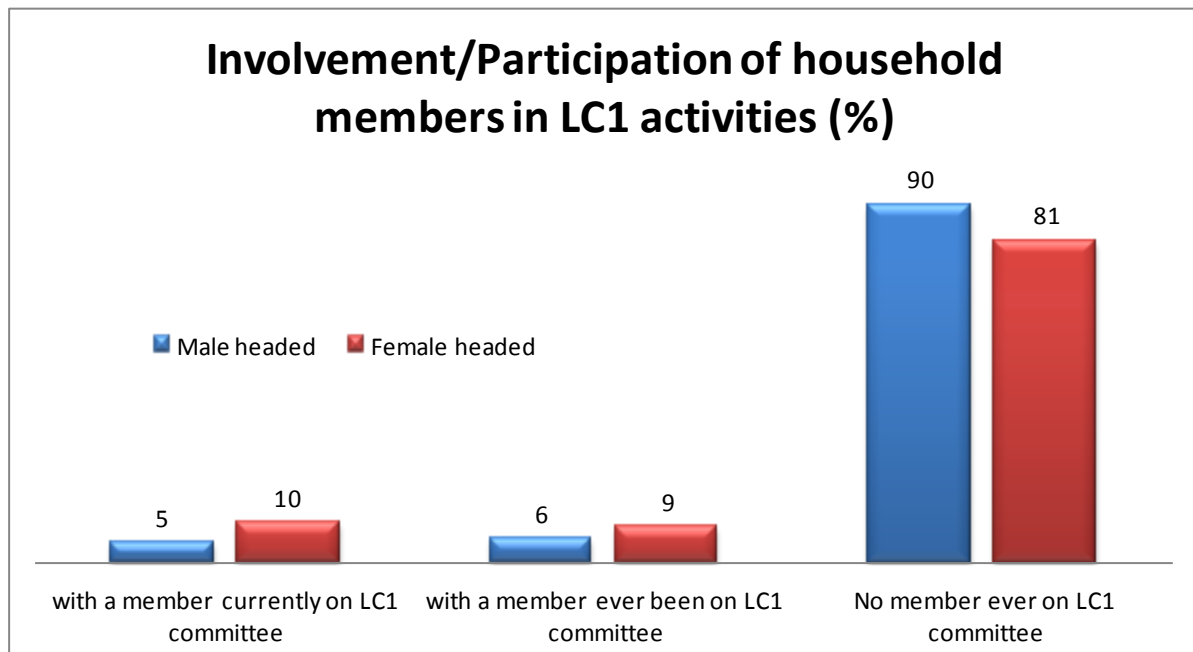
Characteristic	Household Headship														
	Male					Female					Total				
	less than one month	1 to 6 months	7 to 12 months	12 moths	Case pending	less than one month	1 to 6 months	7 to 12 months	12 moths	Case pending	less than one month	1 to 6 months	7 to 12 months	12 moths	Case pending
Institution/Court															
Customary courts	83.9	8.2	1.2	1.6	5.1	82.0	7.0	2.6	1.0	7.5	83.5	7.9	1.5	1.5	5.6
LC 1	86.3	6.9	0.6	0.4	5.9	83.0	9.8	0.2	0.8	6.2	85.4	7.7	0.5	0.5	6.0
LC II	76.0	13.1	1.2	1.5	8.1	72.9	16.4	2.6	2.1	6.0	75.2	14.0	1.6	1.7	7.5
LC III	69.7	13.7	3.1	2.7	10.8	63.4	20.3	2.4	4.2	9.6	68.2	15.3	3.0	3.0	10.5
Uganda Police	75.4	11.6	0.9	1.0	11.1	75.0	13.0	1.9	0.7	9.3	75.3	12.0	1.1	1.0	10.7
Prisons	70.6	13.6	4.9	0.9	10.0	76.5	13.5	1.8	0.0	8.3	72.2	13.5	4.1	0.7	9.5
Magistrate's Courts	40.6	28.0	7.1	8.2	16.1	35.0	21.3	13	11.4	19.4	39.2	26.4	8.5	9.0	16.9
District land Tribunal	14.0	28.6	2.3	15.0	40.1	28.1	26.9	0.0	13.0	32.0	17.6	28.1	1.8	14.5	38.0
High Court	44.0	29.5	0.0	11.1	15.4	14.0	23.8	0.0	0.0	62.1	35.5	27.9	0.0	8.0	28.7
Administrator General	17.6	16.4	4.9	19.9	41.2	39.4	35.8	9.3	0.0	15.5	28.3	25.9	7.0	10.2	28.6
Directorate of Public Prosecutions	45.0	24.2	0.0	0.0	30.9	0.0	100.0	0.0	0.0	0.0	43.7	26.4	0.0	0.0	30.0
Uganda Human Rights Commission	47.5	52.5	0.0	0.0	0.0	61.1	21.8	0.0	0.0	17.1	58.0	28.7	0.0	0.0	13.3
Total	77.6	10.7	1.4	1.6	8.8	75	12.8	1.8	1.7	8.7	76.9	11.2	1.5	1.6	8.8

Source: 2008 NSDS

4.3.1 Membership to Local Council 1 (LC 1)

Based on the qualitative survey findings to back up the quantitative it was established the Local Council 1 (LC 1) was considered the most relevant in terms of local responsibility and lowest levels of corruption. This is in spite of the fact that less than 10 percent of household members were members of an LC 1 Committee. Female headed households reported more participation in LC 1 activities (10%) than the male headed households.

Figure 1: Proportion of Female headed Households that participated in the LC 1 activities



Source: 2008 National Service Delivery Survey.

CHAPTER FIVE DATA QUALITY AND GAPS

This chapter presents issues related to data quality and gaps for both the administrative and survey data.

5.0 Introduction

The National Gender Policy enshrines the framework for mainstreaming gender into all government policies and development programmes. Among the strategies for achieving the policy objectives is promotion of a holistic and integrated approach to development planning to ensure that gender issues in the various sectors are adequately defined, analysed and addressed. The other is promotion and carrying out of gender oriented research to identify gender concerns.

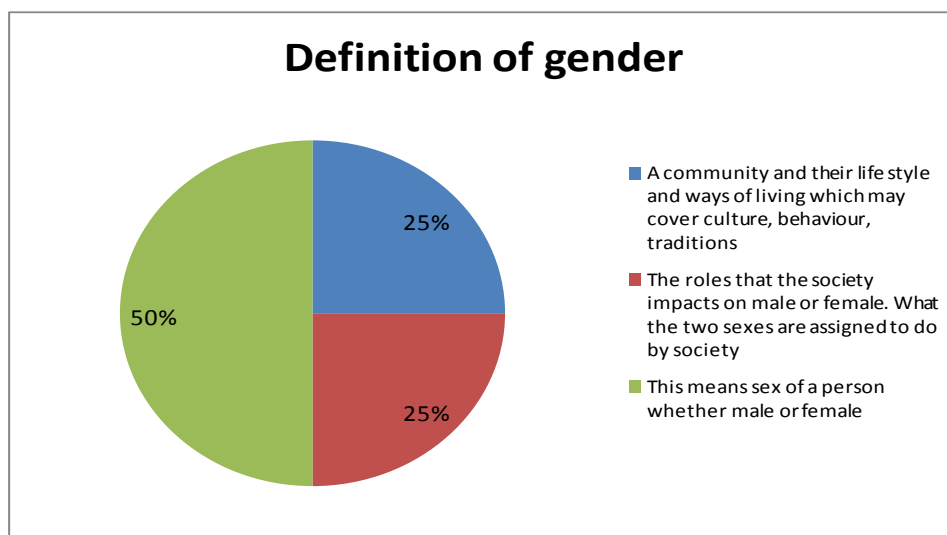
Whereas the National Gender Policy has been in place since 1997, it is difficult to assess the impact it has had. Since its inception, the policy has not been supported by an implementation framework with the attendant resources. As currently framed, the policy lacks the “teeth to bite” and is evidently under-utilised.

Note: Although the data in this chapter refer to JLOS, the data was only collected from the Uganda Police Force.

5.1 Gender Awareness in JLOS

Staff of the JLOS were asked to tell their understanding of the term gender, from the figure it is evident that only a quarter (25%) can correctly define the term gender.

Figure 5.1: The definition of gender based on the opinion of the respondents



Members could clearly make a distinction between sex and gender except for a few who could not distinguish what gender is as shown in the table

Table 5.1: Distinction between sex and gender

SEX	GENDER
<ul style="list-style-type: none"> • It is biological role and does not change • Male, female • Means someone is either female or male 	<ul style="list-style-type: none"> • Changes with time and differs from society for example man or woman can be the family leaders • It is communities and their behaviour in terms of culture, and others • Male, female

The following were identified as gender issues of concern to the institution:

- i. Deployment-one cannot be deployed where they come from unless on request.
- ii. Few women representing police at policy level. We have two women only.
- iii. Selective deployment.
- iv. Separation of male prisoners.
- v. Access to just for vulnerable groups especially female inmates.
- vi. In recruitment-we set minimum qualifications for example, senior six but in Karamoja region a warrior will be applied because the available people do not suit.
- vii. Recruitment (1/3 of them should be female though not put in practice).
- viii. Separation of families- police staff can be deployed anywhere in Uganda and sometimes very far from their families except for couples/married.

There was an agreement that institutional plans/programs be put in place and operationalised in the Uganda Police Force to address gender issues. These include the following:

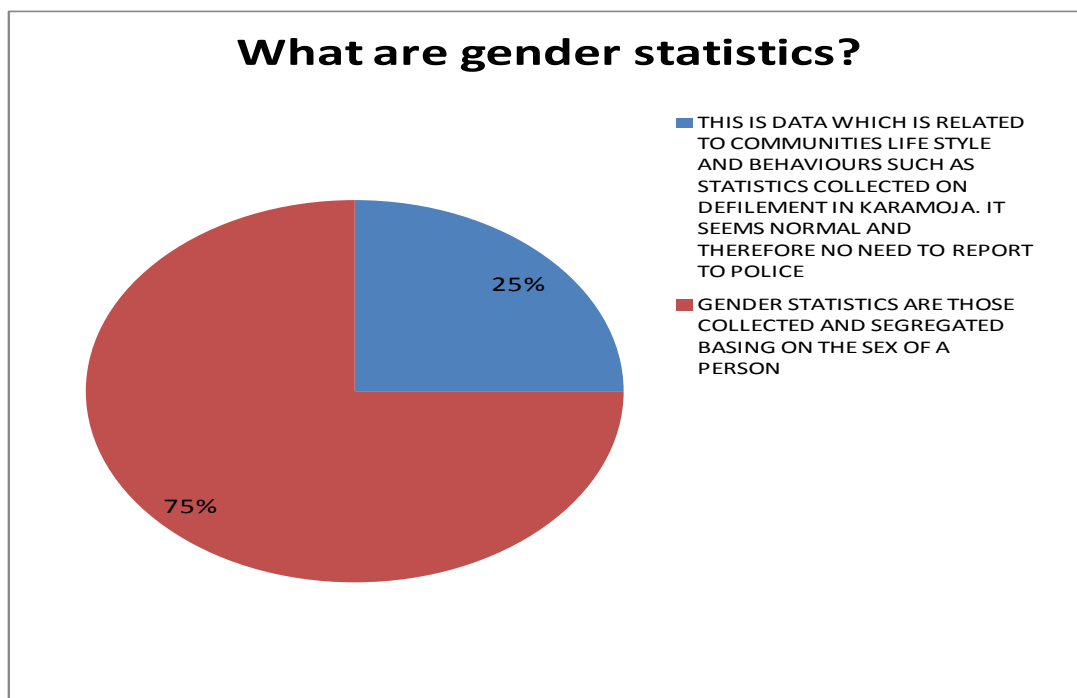
- i. Democratic governance and accountability programme to develop skills of police men on how to address human rights.
- ii. Directorate of political commissariat has the department of gender and family protection so they move out to sensitize e the community about crime, rights and others.
- iii. Women promotion has been embarked on for women to hold senior positions.
- iv. Affirmative action in recruitment (adjust eligibility conditions).
- v. Provision of basic necessities like sanitary towels to ladies inmates.
- vi. Working on the gender policy for police, including special diet for breast feeding mothers.
- vii. Separation of families and petitions are/were made and considerations are underway.
- viii. Police is developing a gender department as part of the efforts by Police Advisory Committees (PAC).

5.2 Gender Statistics production

This section displays an appreciation of the Access and Use of Gender statistics based on the existing data.

Figure 3 shows that three quarters (75%) of the respondents view gender statistics as statistics that are collected and disaggregated based on the sex of a person. Only one quarter cannot rightfully define gender statistics.

Figure 5.2: Respondents view of what gender statistics is



The potential users of gender statistics from UPF include Management of the institution, Stakeholders such as development partners and JLOS stakeholders, line ministries, among them the MGLSD, MoH, MFPED, local Governments, the Uganda Prison service, Researchers , academia, the NGOs and the UPF.

The UPF suggests that in order to meet user needs, the following processes or approaches can be used: User requests, Design questionnaires and inform on data needs, Data requests by students (though secretive), Conducting surveys to ascertain user needs, Use observations to tell the data gaps and Conduct interviews to get data user needs.

Information from the UPF can be accessed through the following channels: Internet/ website, Data requests addressed to the Inspector General of Police (IGP), / media, publications, mobile phones, fax machine, formal requests to and from the management and institutional visits.

All data at UPF is collected by gender and the staff of UPF thinks that the following classifications or categories should be considered when compiling gender statistics: Age, sex, tribe because police officers cannot be deployed where they come from, geographical location of current deployment, qualification/ level of education, whether the inmates are convicts or

remands, the type of offences committed and which prison they are in i.e. according to their classification, maximum prison, medium prison, low security.

5.3 Data Sources

The Annual Crime Report is the main source of information for the Justice, Law and order sector. The main data sources for statistics on crime include: the Uganda Prisons Services, Uganda Police Force; Criminal Investigation, Traffic and Marine departments, the Uganda High court and JLOs Secretariat.

5.4 Types of Data

The type of data/ information compiled by UPF and the frequency of data collection is shown in the table

Table 5.2 Type of data /information compiled by the UPF and the Frequency of data collection

TYPE OF DATA COMPILED	FREQUENCY
Crime	daily
Fire incidents	daily
Human resource/personnel	monthly
Personnel (data on CID deployment)	monthly
Motor vehicles-fleet	monthly
Prisoners-social economic data	monthly
Crime	quarterly
Traffic	quarterly
Fire and emergency response	quarterly
Child and family (domestic violence, conflict, child labour)	quarterly
Domestic Violence	quarterly
Rehabilitation and reintegration	quarterly
Absence of human rights in prisons both for staff and inmates	quarterly
Access to justice	annually
Child abuse	
Child neglect	
Child labour	
Missing/abandoned children	
Children in conflict with law	

Data on spatial analysis has never been compiled by UPF because the data collection tools do not cater for it. There is need to collect data at parish level because complaints and issues requiring police intervention concentrate at the lowest administrative level (village) where crimes are committed.

The matrix below shows the different types of data / information that is supposed to be compiled at the UPF but has not compiled for some time and the reasons as to why it is not collected.

DATA/INFORMATION	REASONS FOR NOT COMPILING	
	Irregularities in submission of the reports by the districts	Limited funds and shortage of skilled staff
Daily situation reports on crime and traffic accidents	X	
Housing census in prisons		X
production census in prisons		X

5.5 Gender Statistics and capacity needs

5.5.1 Information, knowledge and skills

Staff from UPF does not have sufficient knowledge, information and skills to compile gender statistics. This is partly due to lack of exposure to specialised training on gender. Currently, UPF - Officers faces challenges in compiling/ generating gender statistics and these include:

- Having to manually compile data which takes a lot of time.
- Having limited skills among the data clerks or collectors.

5.5.2 Capacity gaps

The staff at UPF indicates that there are capacity gaps that exist but they could not mention which ones in particular.

The staff also suggested the following as ways in which capacity gaps in relation to production of gender statistics can be addressed:

- Training of staff/persons to collect the data.
- Bench marking visits.

- Training and thereafter have refresher trainings.
- Bench marking visits to places or countries that are experienced in gender statistics handling.
- The four bullets above should be reduced to two because they recommend the same issue of capacity gaps.

5.5.3 Production of gender statistics

Members of UPF suggested that within the institution, production of gender statistics can be promoted through the following ways:

- i. Through advocacy:-to state its importance with different stakeholders.
- ii. Increased funding for gender statistics.
- iii. Training of staff involved and conducting bench marking visits.

Selected Members of UPF also suggested that the use of gender statistics can be enhanced through the following ways:

- i. Conducting advocacy.
- ii. Training of staff on the importance of gender statistics.
- iii. Conducting bench marking visits to share experiences.
- iv. Increase/avail funding to support these gender activities.

Members of UPF anticipate challenges in promoting the compilation of gender statistics because there are:

- Limited skilled data collectors and this can affect the quality of data collected.
- Limited advocacy to let staff appreciate gender statistics and this can affect the exercise/its promotion.

CHAPTER SIX CONCLUSIONS AND RECOMMENDATIONS

This chapter presents the conclusions and recommendations on the status of gender equality in the sector.

6.0 Conclusions

Traffic Accidents: A higher proportion of male adults were killed compared to their female counterparts (15.9 compared to 14.7 percent respectively) whereas the same proportion of male and female juveniles were killed.

Trends in Prosecutions and Crime: Overall, there were more male adults prosecuted than their female counterparts whereas a smaller percentage of male juveniles were prosecuted compared to their female counterparts from 2009 to 2011. The trend among females prosecuted reduced from 9.1 to 7.7 percent compared to an increase from 90.9 to 92.3 percent among males from 2009 to 2011. The trends among female juveniles showed a higher decrease of 1.7 (from 10 to 8.3 percent) compared to a 0.9 decrease among their male counterparts (from 4.1 to 3.2 percent).

Offenders who were accused and charged: Among the crimes/incidences for which offenders were accused and charged, General crimes had the highest proportion, with 81.9 percent of males charged and accused compared to 83.7 percent for females. Corruption was the incidence for which the least number of offenders were accused and prosecuted among both males and females.

Distance to the nearest institution/court: Findings revealed that the Local Council 1 (LC1) is the institution reported by both male and female headed households (50.9 and 51.7 percent respectively) as the nearest institution. The Magistrate's Courts are reported as the furthest institutions i.e. more than 10km with by 19.5 percent of male headed households compared to 20.3 percent of their female headed counterparts. Twenty percent of the households reported the Uganda Police being a distance of 1 to 5 km from the households with 20.3 and 20.9 percent of male and female headed households respectively reporting the same.

Use of the institution/court services: The greatest proportion (20.6 percent) of households that had an issue/case in the last two years reported that the issue required the LC1 to be resolved. Among these households, 20.8 compared to 20.1 percent of male and female headed households reported that the issue required the LC1 while 9.9 and 8.7 percent of male and female headed households respectively reported that the issue/case required the Uganda Police. Furthermore, 92.9 percent of the households that had an issue that required an LC1 accessed it while 93.8 and 90.7 percent of male and female headed households respectively accessed the LC1. Additionally 98.4 and 94.9 percent of male and female headed households respectively reported having accessed the Prisons.

Time taken by the institution/court to resolve the case: Of the households for which the Institution/Court took less than one month to resolve the issue/case, 75.4 and 75 percent of male and female headed households respectively reported the Uganda Police, 70.6 and 76.5 percent of male and female headed households reported Prisons while 44 and 14 percent of male and female headed households reported the High Court.

Furthermore, among the Institutions for which the Case is Pending; 11.1 and 9.3 percent of male and female headed households respectively reported the Uganda Police, 10 and 8.3 percent of male and female headed households respectively reported the Prisons whereas 15.4 and 62.1 percent of male and female headed households reported the High Court.

Membership to LC 1: Based on the qualitative survey findings to back up the quantitative it was established the Local Council 1 (LC 1) was considered the most relevant in terms of local responsibility and lowest levels of corruption. This is in spite of the fact that less than 10 percent of household members were members of an LC 1 Committee. Female headed households reported more participation in LC 1 activities (10%) than the male headed households.

6.1 Recommendations

In order to to ensure availability of quality gender statistics for planning, monitoring and policy formulation, the Justice, Law and Order sector should:

- i. Ensure accuracy and completeness of data.

- ii. Utilise the findings of Justice Surveys to identify critical gender issues relevant to each of the components of the JLOS and adjust the work plans accordingly.
- iii. Sensitise the UPF, Legislature, Prisons Service and Legal Aid providers on Gender issues at all levels.
- iv. Increase knowledge and understanding of human rights among women and men so that they can identify violations, demand, access, seek redress and enjoy their rights.
- v. Conduct a gender analysis exercise of existing laws.
- vi. Attach a technical gender expert to support the JLOS on gender and the law and task force to develop a JLOS gender strategy. Institute a gender audit mechanism within the FPC to review the content of the law and check for discriminatory provisions and gaps.
- vii. Integrate cross cutting issues such as Gender HIV/AIDS in JLOS Strategic Framework.
- viii. Design engendered data collection tools and ensure routine data collection to provide regular information.
- ix. Establish systems to address GBV, VAW, and FGM to track and inform gender statistics.

Other additional comments or recommendations for promoting Gender statistics production and its use in the National Statistical System include: strengthening of a gender working group; Identification of stakeholders within gender and JLOS; Organising meetings and workshops during which standard operating procedures for gender statistics are presented; and design data collection tools for gender statistics that can be used across all departments and sector.

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