



Making policies work for women

# UGANDA UNSCR 1325 MONITORING REPORT

## September 2010

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## ACRONYMS

AC	Amnesty Commission
ACFODE	Action for Development
ADF	Allied Democratic Front
AMISOM	African Union Mission in Somalia
AU	African Union
BGOs	Bilateral Governments
BUWODA	Bushenyi Women development Association
CAOs	Chief Administrative Officer(s)
CAR	Central African Republic
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CEO	Chief Executive Officer
CEWIGO	Centre for Women in Governance
CID	Criminal Investigations Department
CSO	Civil Society Organization
DDR	Disarmament, Demobilisation, Reintegration
DPC	District Police Commander
DRC	Democratic Republic of Congo
EAC	East African Community
EASSI	East Africa Sub-regional Support Initiative
FGD	Focus Group Discussions
FGM	Female Genital Mutilation
GNWP	Global Network of Women Peace Builders
HIV/AIDS	Human Immuno Deficiency Virus/Acquired Immuno Deficiency Syndrome
ICCO	Interchurch Organisation for Development Cooperation
IDPs	Internally Displaced Persons
IGAD	Inter-Governmental Authority on Development
KDDP	Karamoja Disarmament and Development Plan
KIC	Kubere Information Centre
KIWEPI	Kitgum Women Peace Initiatives
LIWEPI	Lira Women Peace Initiatives
LIRWOCDI	Lira Rural Women's Children's Development Initiatives Shelter
LRA	Lord's Resistance Army
LUWODA	Luwero Women Development Association
MBAWODA	Mbarara Women's Development Association
MDGs	Millennium Development Goals
MFPED	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labor and Social Development
MP	Member of Parliament
NAP	National Action Plan
NCDC	National Curriculum Development Center
NDP	National Development Plan
NGOs	Non-Governmental Organization(s)
NRA	National Resistance Army
NUREP	Northern Uganda Rehabilitation Programme
NUSAF	Northern Uganda Social Action Fund
PRDP	Peace, Recovery and Development Plan (for northern Uganda)
PVP	People's Voice for Peace
RIVODEF	Rwenzori Islamic Voluntary Development Foundation
SGBV	Sexual Gender-Based Violence
SSP	Senior Superintendent of Police
TEWPA	Teso Women Peace Activists
TRC	Truth and Reconciliation Commission
UDHS	Uganda Demographic Household Survey

UGP	Uganda Gender Policy
UHRC	Uganda Human Rights Commission
UNSCR	United Nations Security Council Resolution
UNAMID	United Nations Advance Mission in Darfur
UNAMIS	United Nations Advance Mission in Sudan
UNHCR	United Nations High Commissioner for Refugees
UNFPA	United Nations Population Fund
UNLA	Uganda National Liberation Army
UNRF	Uganda National Rescue Front
UPDF	Uganda People's Defense Forces
UPF	Uganda Police Force
URA	Uganda Revenue Authority
UWONET	Uganda Women's Network
VAW	Violence Against Women.

## List of Participating Organizations and Institutions

1. Action for Development (ACFODE)
2. Advocates for Public international Law Uganda (APILU)
3. Centre for Conflict Resolution (CECORE)
4. Centre for Women in Governance (CEWIGO)
5. East African Sub Regional Support Initiative (EASSI)
6. Hope After Rape (HAR)
7. Interchurch Organisation for Development Cooperation (ICCO)
8. Isingiro District Local Government
9. Isis-Women's International Cross Cultural Exchange (Isis-WICCE)
10. Kabalore District Local Government
11. Kaberamaido District Local Government
12. Kitgum District local Government
13. Kitgum Women Peace Initiative (KIWEPI)
14. Kubere Information Centre (KIC)
15. Lango Female Clan Leaders Association (LFCLA)
16. Lira District local Government
17. Lira Rural Women and Children Development Initiative Shelter (LIRWOCDI)
18. Luwero District Local Government
19. Luwero Women's Development Association (LUWODA)
20. Makerere University Kampala (MUK)
21. Ministry of Gender Labour and Social Development (MGLSD)
22. National Union of Women with Disabilities of Uganda (NUWODU)
23. Participatory Rural Action for Development (PRAFORD)
24. Radio Apac
25. Rwenzori Islamic Voluntary Development Forum (RIVODEF)
26. Soroti District Local Government
27. Teso Women Peace Activists (TEWPA)
28. Uganda People's Defence Forces (UPDF)
29. Uganda Police Force (UPF)
30. Uganda Women's Network (UWONET)
31. United Nations Development Fund for Women (UNIFEM)
32. United Nations Population Fund (UNFPA)

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## I THE PROFILE OF WOMEN, PEACE AND SECURITY

### A. Nature of armed conflict in Uganda

The geographical position of Uganda places it at crossroads of armed conflicts in Sudan, Somalia and other countries of the Great Lakes Region<sup>1</sup>. In addition to its own internal conflicts, Uganda has found itself involved in other intra-state conflicts either in peace keeping missions as in Somalia and Darfur or as an antagonist such as in the Democratic Republic of Congo, Southern Sudan and Rwanda but also as a victim as was the case during the post-election conflict in Kenya.

Since political independence in 1962, Uganda has experienced civil strife triggered by political instability and military coups. In 1966, only four years after independence, the central government attacked the palace of the king of Buganda<sup>2</sup>, and forced him to flee into exile, abolished traditional kingdoms altogether, and declared Uganda a republic. That marked the beginning of the conflict between the central government and Buganda. In 1971 the then Army Commander, Idi Amin Dada, led a military coup that overthrew an elected government and led Uganda through an eight year reign of terror in which many people lost their lives. This regime was overthrown in the war of 1979 led by Ugandans in exile and supported by the Tanzanian army.

In 1981 a five year civil war broke out led by the current president, Yoweri Kaguta Museveni, protesting the rigging of the 1980 general elections. Thousands of Ugandans from fourteen districts that became known as the Luweero Triangle lost their lives during this period. But the longest and most devastating conflict, in terms of people and property, has been the more than 20 years of insurgency in northern Uganda that started in 1988, mounted by the Lord's Resistance Army (LRA) against the National Resistance Movement (NRM) Government. The LRA had its precursor in the Holy Spirit Movement, under Alice Lakwena, a self-proclaimed priestess whose rag tag forces were overrun and were forced into exile in Kenya.

All these conflicts resulted in the general destruction of the social, cultural, economic and political infrastructure of the country, with devastating consequences on populations. The effects of the LRA included large scale internal displacement of communities, general lawlessness, gross violations of human rights, violent abuse of the population especially women and girls as well as environmental degradation in settlement areas. It is largely the impact of this particular conflict on women, peace and security that is discussed in this report.

Among the reasons given by the LRA rebels for starting the war was the unfair distribution of resources between the north and the south of the country. Ironically, the conflict exacerbated the poverty levels in the north and affected women and men disproportionately. Although combat activities ceased following the peace talks held in Juba between LRA and the Government in 2006, rebel leader Joseph Kony refused to sign the Peace Agreement. Hence the current phase may be considered as post-conflict, but the likelihood of hostilities erupting again is always present. In some of the districts like Pader people still live in IDP camps for fear that Kony and his rebels may return. Kony and his fighters are indeed alive and well in the dense forests of the Central African Republic spreading terror and havoc among communities.

Western Uganda also experienced armed conflict from 2002 to 2007 as a result of rebel activities by various rebel forces some from Uganda and others from DR Congo, including the Allied Democratic Front (ADF) which operated in the Rwenzori sub-region. In the Karamoja sub-region, Lango and parts of Teso sub-region, there have been repeated incidences of insecurity caused by armed cattle rustling by the Karamajong<sup>3</sup>. The Government has mounted a disarmament exercise to disarm the Karamajong, who have in the past carried out raids to capture cattle from neighboring districts of Kitgum, Otuke, and the Teso region, and sometimes as far as Turkana, in Kenya. Other conflicts, albeit on a smaller scale, have included the Uganda

1 The countries of the Great Lakes region include Uganda, Kenya, Tanzania, RDR Congo, Burundi, Rwanda and the Central African Republic and

2 Buganda is the largest of the traditional kingdoms in Uganda and its king is known as the Kabaka

3 Karamajong are an ethnic group of agro-pastoral herders living in the North east of Uganda bordering Kenya

People's Army (UPA) based in Teso sub-region, the Itongwa group in central Uganda (1999-200) and an amalgamation of West Nile rebel groups which came together to sign an agreement with the government of Uganda in 2004, under UNRF II.

Root causes of conflicts in Uganda have been attributed to (i) regional and ethnic discrimination (ii) a lack of national identity (iii) a culture of violence and (iv) insecurity<sup>4</sup>. There is no region in Uganda that has not experienced some form of violent conflict during the last 30 years. The entire country can therefore be correctly said to be a post-conflict state.

## B. Impact of armed conflict on women in Uganda

In northern Uganda where conflict went on for over 20 years, the absence of security impacted mostly on women and girls. The same thing happened in West Nile, in the fourteen districts of the Luwero Triangle, the Rwenzori region<sup>5</sup>, and in Karamoja and Teso sub-regions. Women and girls were abducted by the rebels and turned into sex slaves; they were repeatedly raped by both rebel and Government soldiers; those not abducted had their noses, lips and ears cut off by the rebels, and young girls were forced into sex to survive. Women and girls suffered violent death through torture, some were burnt down in their huts, many were maimed and suffer permanent deformation including vaginal fistula, many contracted HIV/AIDS and other sexually transmitted diseases through repeated rape, and many of the women continue to suffer trauma and stigma from rape and torture as they are shunned by their spouses and communities. And yet many women also lost their husbands, sons, brothers and fathers. A great number of the abducted young girls and women returned with children fathered by their abductors, and on return they and their children have been shunned and live as outcasts in their communities.

In spite of the trauma, stress, hunger and suffering, during the years of armed conflict, it was the women that kept the communities together, fed the family, trekked long distances to get firewood and food. "Because the conflict threw the traditional division of economic roles and market segments in disarray, family survival came to depend heavily on women, as large numbers of men were caught up in the conflict through recruitment in Local Defence Units (militia in Acholi and amuka in Lango), by joining the UPDF, or being abducted by the LRA. Many others were killed. A trend towards alcoholism among men further contributed to their "demobilisation" as providers, while women risked their lives going out to cultivate in nearby areas or engaged in petty trade in the IDP camps<sup>6</sup>."

It was the women that kept the hope for peace alive. In Northern Uganda and the Teso region women advocated for negotiations for peace. They worked tirelessly as they lobbied for the peace agreement to be gender sensitive. Yet their efforts are often not acknowledged. In Gulu, for example, women are excluded from participating in the Acholi Elders Council (Ker Kwaro Acholi), an important cultural institution for peace making and reconciliation. After the 1980-1985 civil war, women parliamentarians in all districts facilitated the formation of Women's Development Associations. Some of these associations have since collapsed but a few like Luwero Women Development Association (LUWODA), Mbarara Women Development Association and Bushenyi Women Development Association (BUWODA) have survived.

During the Juba peace process of 2006, though not really represented on the official government delegation, women's organizations organized themselves into a loose coalition and were present in Juba as observers and in lobby groups to influence the peace negotiation processes. The women were thus able to influence the outcomes of the agreements as will be shown later in this report. (Women's organizations that formed the Women's Peace Coalition are listed in Annex 1)

In the planning of the post-conflict reconstruction process at the government level, the gender perspective was absent. Women are not specifically targeted for any specific interventions in the Peace, Recovery and Development Plan (PRDP, 2007-2010). Subsequently, the women's movement has responded by not only bringing this to the attention of Government but also by forming the National Women's Task Force for a gender responsive PRDP. Government has received the women's contribution positively and included the

4 CARE Uganda Conflict Mapping Report (February 2010).

5 Rwenzori region here refers to the district of Kasese, Bundubugyo, Kabalore, Kyenjojo, Kibaale and some parts of Kamwenge

6 Changing Fortunes: Women's Economic Opportunities in Post War Northern Uganda : Investing in Peace Issue No 3 (2010)

representatives of the task force on technical and working committees of the PRDP. In addition, women's community based organizations (CBOs) have formed District PRDP Task Forces in all PRDP districts and the District Local Governments have been cooperative and integrated these task forces in the district PRDP committees.

The role of the women of Uganda in conflict resolution and peace building therefore cannot be overstated. Women have formed CBOs that are involved in peace building and skills development initiatives in every district in Northern Uganda<sup>7</sup>. For instance women in the Lango sub-region have formed the Lango Women Clan Leaders Association to enable them participate in decision making in traditional systems and to influence the participation of women in other aspects of development. Through such organizing, women have worked to counteract barriers to their participation in leadership, in peace building and in conflict transformation. For example, women in Lira under LIRWOCDI have established a protective shelter for survivors of sexual and gender-based violence (SGBV). In Teso, TEWPA, with a presence in all the district in Teso region, has achieved great success in conflict transformation initiatives.

### **C. Relevant legal and policy framework**

Uganda is a signatory to several international, regional and sub-regional instruments for promoting gender equality and women's empowerment; including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the UN Millennium Development Goals and the African Charter on Human and Peoples' Rights (1981). On June 22, 2010, Uganda ratified the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, commonly known as the Maputo Protocol.

The Government of Uganda has thus taken various measures to protect and promote women's rights. Affirmative Action is provided for in the constitution to rectify historical imbalances that did not favour women's effective participation in decision-making processes, even in the home. At parliamentary level, there is a provision for one woman member of parliament from each district, while the Local Government Act (1997) provides for women councilors to be at least one third of the total number of councilors at all levels from village to the district.

In order to implement provisions of the gender sensitive constitution, a National Gender Policy was developed in 1997 and reviewed in 2007. This policy seeks to mainstream gender concerns in development processes. However there is still a disconnect where sectoral policies are concerned. Most sectors, including the health sector, have no strategy to translate the national gender policy into sector plans to make them gender responsive. Subsequently, service delivery remains largely gender blind as challenges still remain at implementation level, across all sectors.

In addition to political participation, deliberate efforts have been made to increase the number of women occupying high profile decision-making positions in the public sector including, the Judiciary, the civil service and the security sectors. Despite this encouraging trend, women continue to suffer inequalities compared to their male counterparts, even at such high levels. The social construction of gender roles negatively affects women's participation in decision making processes in the public sphere. Levels of poverty and their gendered nature also act as obstacles to women's enjoyment of their rights, while the under-funding of the social sector negatively impacts on initiatives for promoting and protecting women's rights and improving women's livelihoods. Women's civil society organizations (CSOs) continue to lobby and advocate for gender budgeting and in some sectors like education, government has been receptive.

SGBV is widespread throughout the country and in various forms, including domestic violence, sexual harassment, human trafficking, rape and defilement. SGBV is intensified in conflict-ridden areas which underscore the need to include women in conflict resolution processes and peace building initiatives, in order to advocate for gender responsive post conflict rehabilitation and reconstruction programmes. Involvement of women in peace building and reconstruction efforts would ensure that the health and psychosocial needs of victims of SGBV are taken care of and not simply physical infrastructure as is the case now.

7 Lira Women Peace Initiatives, Kitgum Women's Peace Initiatives, Teso Women Peace Activists, People's Voice for Peace, and many others as shown in the index

Uganda was one of the first few countries to develop a National Action Plan (NAP) for the implementation of UNSCR 1325 and 1820, and the Goma Declaration which was launched in 2009. Uganda is also a member of various regional groupings such as the East African Community (EAC), the Inter-Governmental Authority on Development (IGAD), and the African Union (AU). These have formulated important gender policies that affirm the importance of protecting the rights of women and girls. The inclusion of humanitarian law in the training programme of peace keeping missions should go a long way in rectifying some of the abuses against women during conflict.

The National Action Plan (NAP) for implementing UNSCR 1325 and 1820 and the regional Goma Declaration establishes the overall implementation framework of these instruments and assigns responsibility to government, civil society and donors in the promotion of peace, prosperity and development for women. In addition, Uganda's National Action Plan for Women (2007), and the National Development Plan (2010-2015) carry provisions covering women's rights and mechanisms for ensuring women's participation in development and peace. Uganda is committed to the MDGs including MDG 3 which commits governments to 'Promote Gender Equality and Empower Women. Women's empowerment and issues of women protection and security must not be optional in government programmes and plans, including the NAP on 1325 and 1820. There must be deliberate efforts to address women, peace and security issues across the sectors.

Early 2010, three important sets of legislation were passed by parliament, namely, the Domestic Violence Act, the Prohibition of Female Genital Mutilation (FGM) Act and the Prohibition of Trafficking in Human Persons Act. A Marriage and Divorce Bill is before parliament while a proposed Sexual Offences Bill has been withdrawn with the excuse that most of the provisions in the bill are addressed by the Penal Code Act and the Domestic Violence Act.

Despite all these policies, and mechanisms, access to justice still eludes the victims and survivors of SGBV, as a number of legal processes and procedures continue to work against women. The requirement for proof of penetration in a rape case, in front of a full courtroom, embarrasses most women in this country. As a result many alarming cases of rape and defilement, during and after conflict, have gone unresolved, or taken so long to be resolved that the victims, have eventually given up hope of securing justice. In addition, the requirement for a qualified medical practitioner to confirm rape, in a country where the ratio of doctors to patients is 1 to 15,000<sup>8</sup> becomes unrealistic. The effect of this is that many women choose not to report SGBV cases at all.

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<sup>8</sup> Ministry of Health records

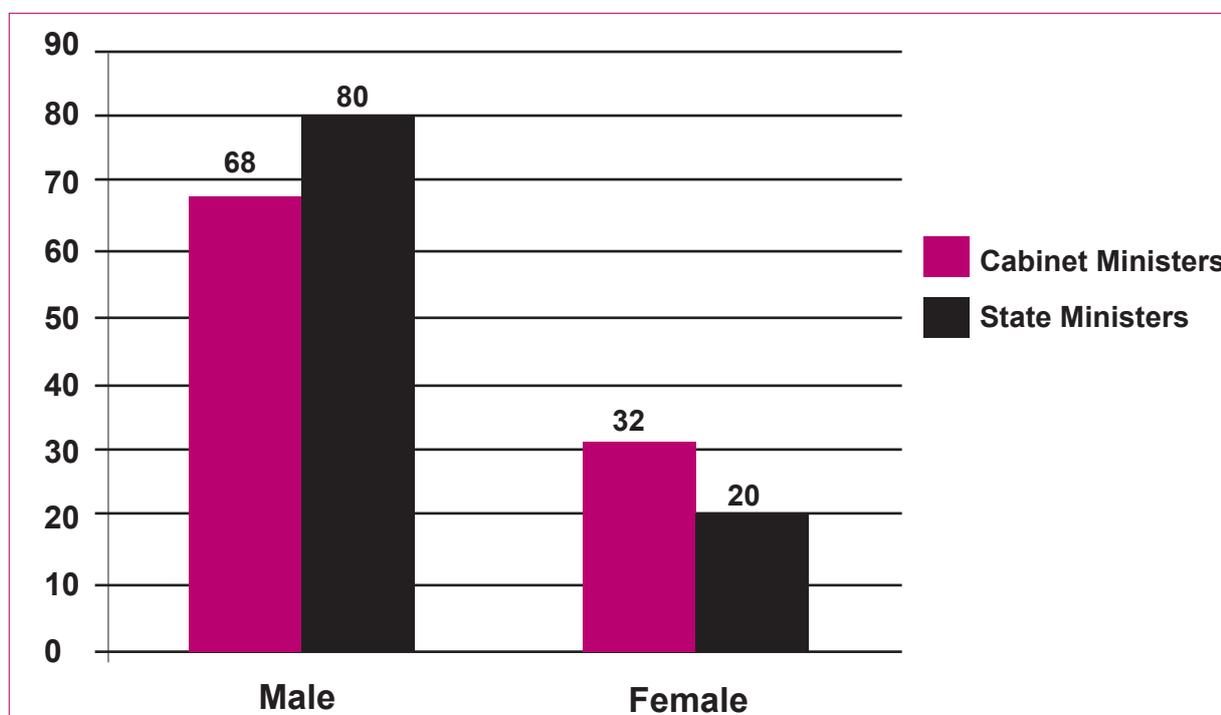
## II DATA PRESENTATION AND ANALYSIS

### A: PARTICIPATION

#### Indicator 1: Index of women’s participation in governance

This indicator looks at the percentage of women in senior positions in Cabinet, Parliament, Government ministries and departments, and senior positions in local governments. While women’s participation in leadership and decision making positions increased during the 1990s, in some cases the gains made have been lost over the years. For instance between 1997 and 2003, Uganda had a woman Vice President and when she resigned from office in 2003, she was replaced by a man. Currently the most senior woman in the country is the deputy speaker of the national parliament, and is followed by the Deputy Chief Justice. Only 32 percent (8 out of the 25) of senior ministers are women and 20 percent (9 out of 44) are ministers of state (junior ministers). Figure 1 below shows the current numbers of women ministers as compared to men (June 2010).

**Figure 1: Cabinet of Uganda: Senior Ministers and Ministers of State (junior ministers)**



Source: Cabinet of Uganda: <http://www.parliament.go.ug><sup>9</sup>

Women are in charge of key ministries of finance, education and agriculture. The education sector has had the largest share of the national budget since 2006 and the minister is rated one of the best performing ministers.

The general belief was that women’s participation in leadership and politics would lead to social transformation. However it is not clear what transformation has happened as a result of the increased numbers of women in the national parliament or in the local councils. Interviews with local level women revealed that the majority of women in Parliament are out of touch with the women’s movement and civil society and are even further removed from women in communities. Women on affirmative action do not realize or even appreciate that their constituency is actually women. There is need for them to work more with women in civil society to keep the women’s agenda on the table and to increase women’s voice in demanding equality and women’s empowerment.

<sup>9</sup> This figure is likely to change after the March 2011 elections.

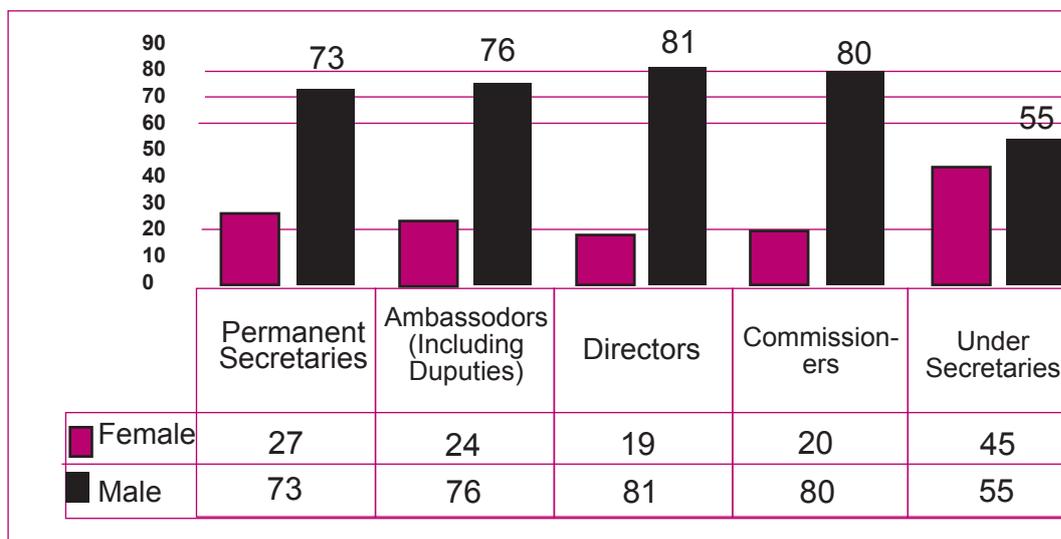
Focus Group discussions during the study revealed that in most post conflict areas, the status quo, where masculine identity depended on men’s ability to protect, provide for and rule, has been severely destabilized by conflict. As a result many women have gained more influence in the household and community. Men on the other hand have responded rather negatively by engaging in self-destructive habits and practices, including day long drinking, and being abusive spouses and fathers. Violence has become a means for men to assert themselves at a time of great social change and personal disempowerment. But what this translates into is that women are forced to take on an increased burden of caring for the family including payment of school fees, meeting hospital bills, and clothing the family, in addition to feeding them. The stressful combination of overwhelming domestic responsibilities and, seemingly “permitted” violence against women creates enormous barriers for women in the economic and political spheres. High levels of VAW send a signal to society at large regarding the women’s ‘place’, acting as a deterrent on political advancement whether women experience violence directly or not.

The views expressed during the focus group discussions confirmed that women’s economic empowerment tends to generate social tensions. Some men react negatively to women’s increased economic power and visibility.

Some women in survey agreed that some women may shun standing as candidates for election as a result of this hostility.

With regard to the civil service, the numbers of women still remain low despite the fact that Uganda has a reasonable repertoire of educated and capable women. Figure 2 below provides a comparison of women and men in the civil service in Uganda.

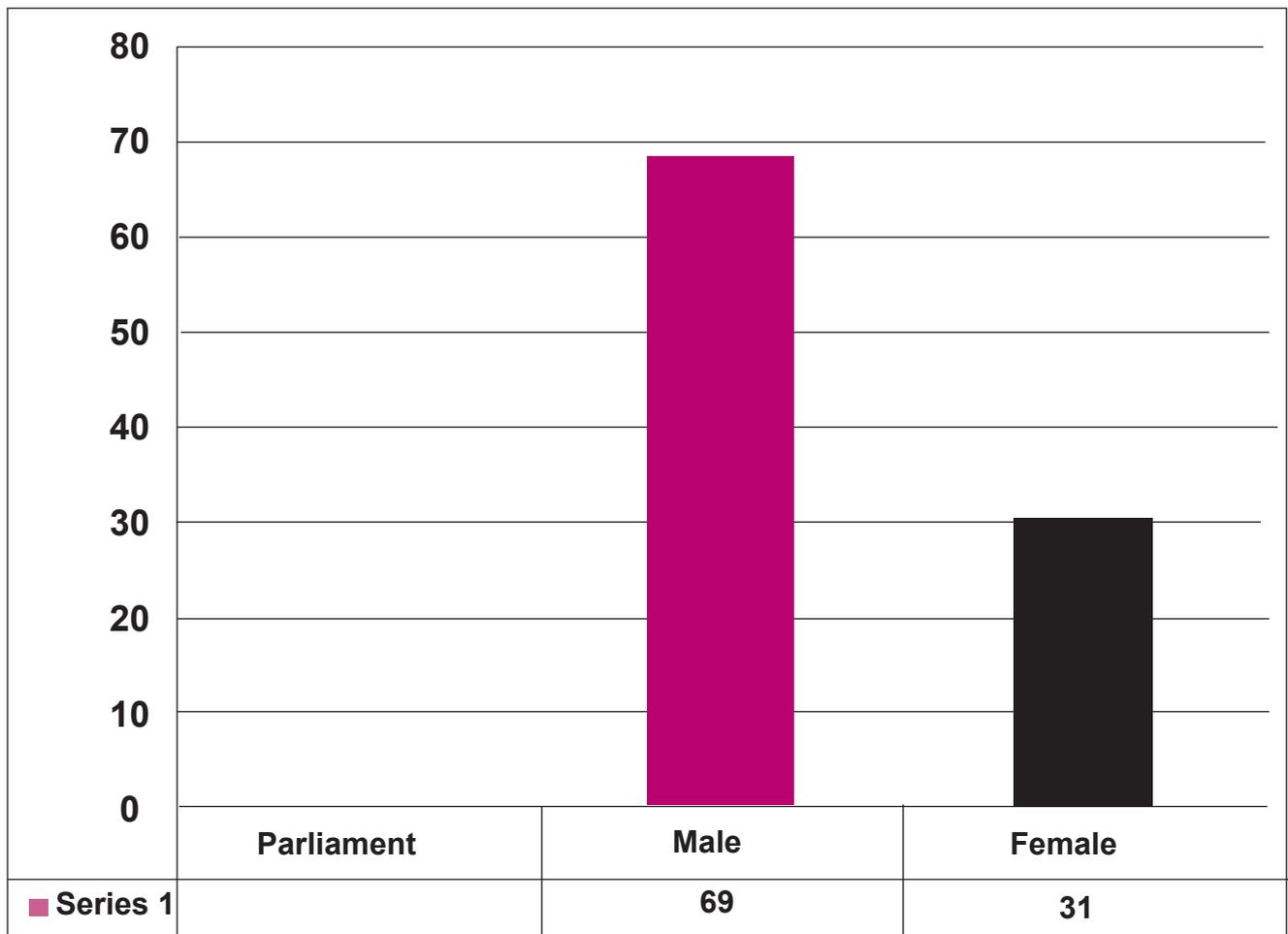
**Figure 2: Numbers of women and men in senior positions in the civil service in Uganda**



**Source:** Ministry of Public Service Records

Uganda’s Parliament comprises of 335 members with 105 of them women (31%). While the Speaker of Parliament is a man, his deputy is a woman. The numbers of women in parliament are boosted by the affirmative action which provides for a woman representative for each district. The current parliament has 79 women representing districts and only a smaller number of women won an election against a man for the direct constituency elections. A few other women have joined Parliament as representatives of special interest groups such as persons with disabilities 25% (1 out of 4), the army 20% (2 out of 10) and the youth 25% (1 out of 4).

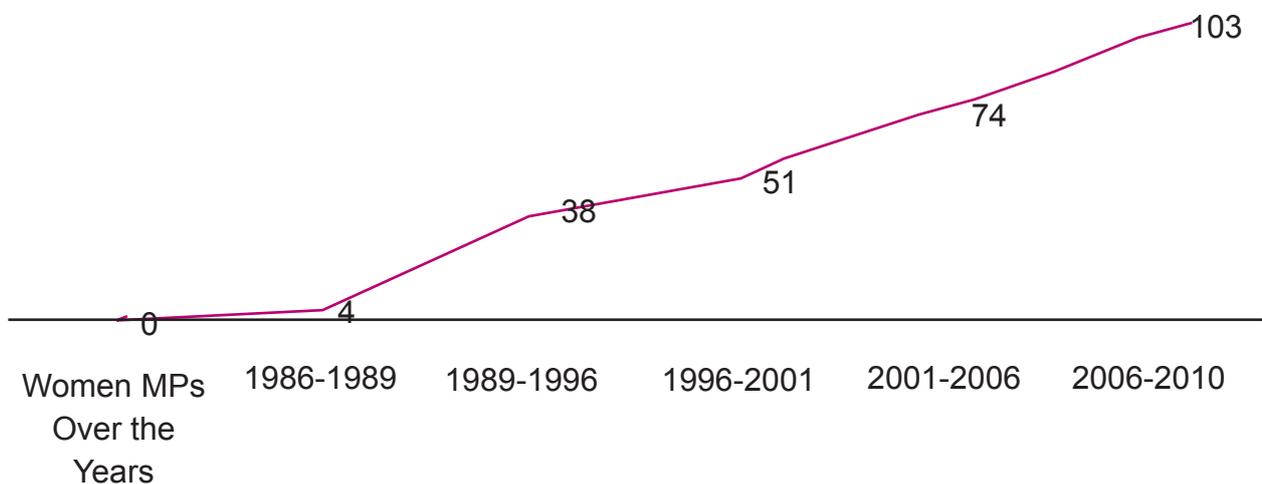
Figure 3: Composition of Uganda’s Parliament (2007)



Source: Parliament of Uganda: <http://www.parliament.go.ug>

Over the years, the numbers of women (not necessarily the index) in Parliament (2011 – 2016) have been increasing. In the next parliament women are guaranteed an extra 22 new seats as a result of the 22 newly created districts. But it must be noted that the number of male MPs will also rise. Figure 4 below shows the increasing trend of women in Uganda’s parliament since 1986.

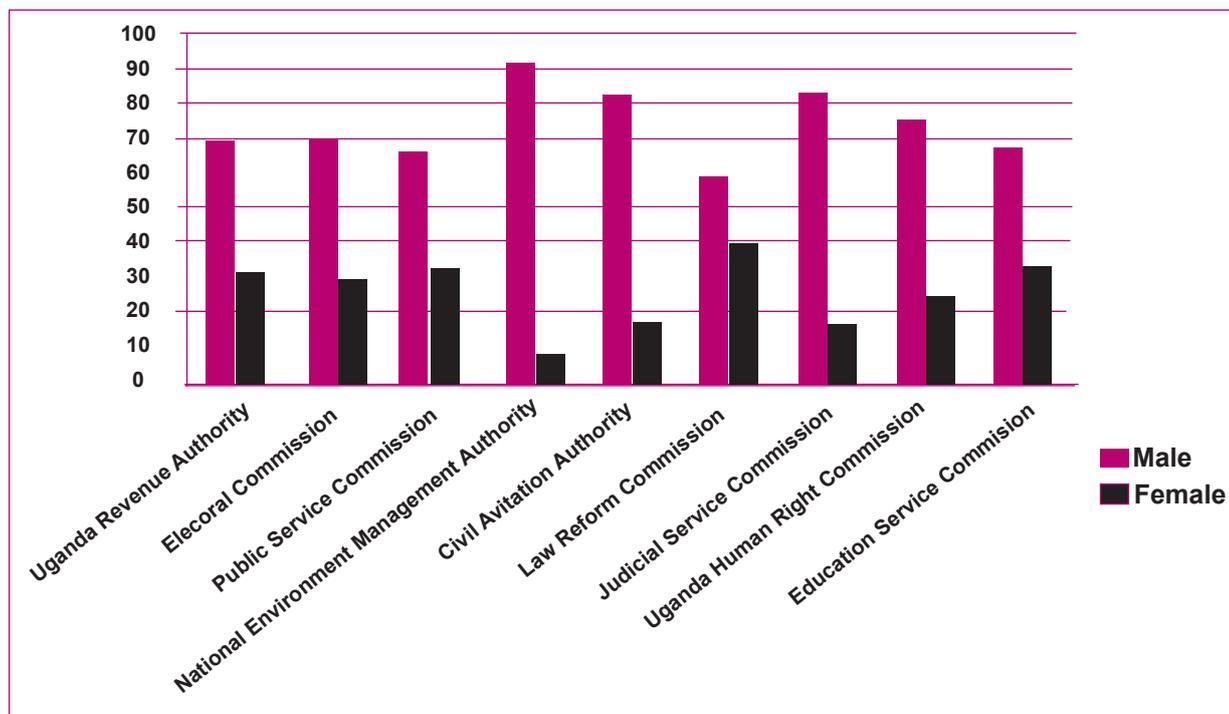
Figure 4: Women MPs over the years



The affirmative action in the Local Government Act (1997) provides for one-third women’s representation at all local council levels. However, when it comes to top leadership of local councils (Chairpersons, Speakers and Chief Administrative Officers<sup>10</sup>), which are the top leadership positions in local governments the numbers of women in leadership positions dwindle. For instance, as of June 2010, out of the 80 Chairpersons of districts, there was only one woman, out of a total of 80 district speakers only 9 (11%) are women and out of a total of 80 Chief Administrative Officers (CAOs) only 8 (10%) are women.

Figures from the Ministry of Public Service show that when it comes to senior positions in statutory bodies, there has been a marked increase in the number of women in leadership positions though the number remains low compared to men. For instance out of eight sampled statutory bodies, the Law Reform Commission leads with two women out of five (40%) commissioners. The Public Service Commission has 33% (3 women out of 9 commissioners), the Education Service Commission 33% while Uganda Revenue Authority (URA) a body responsible for tax collection has 29% women including, board, commissioners and assistant commissioners combined. The Commissioner General of this tax body is a woman whose public rating of job performance is very high. Other statutory bodies lie between 15% and 28%. The figure below indicates the numbers and percentages of women in selected statutory bodies.

**Figure 5: Numbers of women and men in the leadership of selected statutory bodies in Uganda**



In the Office of the Prime Minister, a team of 20 technical officers, including the Permanent Secretary, Director, Commissioners, Assistant Commissioners, Under Secretaries and Principal Officers, has only three women (15%) which is a clear indication that women are still at the periphery of the public service in Uganda. Women in top positions in the public service who were interviewed attributed their success to very hard work. They agree that for a woman to reach the top, she has to work twice as hard as a man and that once at the top she has to prove, on a daily basis, that she actually deserves to hold the position through even harder work. They agreed that public performance standards expected of a woman in top positions are much higher than those expected of a man.

<sup>10</sup> Chief Administrative Officer (CAO) is the senior most public servant of a district is also the accounting officer of the district. CAOs report directly to the Ministry of Public Service for day- to- day issues and to the Ministry of Finance and Economic Planning, for financial matters.

## Indicator 2: Women in peace negotiating teams

During 1997 and 2000, Ms Betty Bigombe, who was then District Resident Commissioner for Gulu District initiated a peace process with the rebels of the LRA. She involved religious and district leaders as well as community leaders (both men and women) in this process and trained them in negotiation skills. She pioneered peace negotiations with the LRA. Although the process was not conclusive, it resulted in a number of peace building initiatives at community level, and increased people's demand for peace negotiations between the LRA and the government.

Despite this and the fact that Uganda has been in conflict of some nature for the last 40 years and the most affected persons have been women and children, government still does not appreciate the importance of women's participation in peace negotiation processes. The information available on peace negotiation and peace agreements indicates that women have not been deliberately included on peace negotiation teams by government. Where women have been included, it has been by default rather than by deliberate action. For instance on the negotiation team with the Uganda National Rescue Front II (2002), a rebel group that had been operating in the West Nile region since the early 1980s, there were a total of 32 delegates from both sides and the only woman on the delegation was the then Minister of Gender, Labour and Social Development (MGLSD). In the recent peace negotiations with the Lord's Resistance Army (LRA) the government side had only one woman on the team and this was only after the Women's Coalition for Peace met President Museveni over the non-presence of women on the negotiation team. The LRA on the other hand, had two women on their team, one of whom was the deputy team leader.

It must be noted that the amount of activism that was carried out by the women's peace coalition had great impact. These women were not part of any official delegation, but they worked tirelessly behind the scenes to provide information and data to the negotiating team. They provided evidence of the sexual violence meted out to the women by both the rebels and government soldiers. They brought to the attention of the government delegation the need for medical interventions for women who had suffered multiple gang rapes and had virginal fistula and other medical challenges. They made sure the agreement was cognizant of the women's need to ensure issues of 1325 and 1820 were integrated in the peace protocol.

## Indicator 3: Women's participation in the justice and security sector

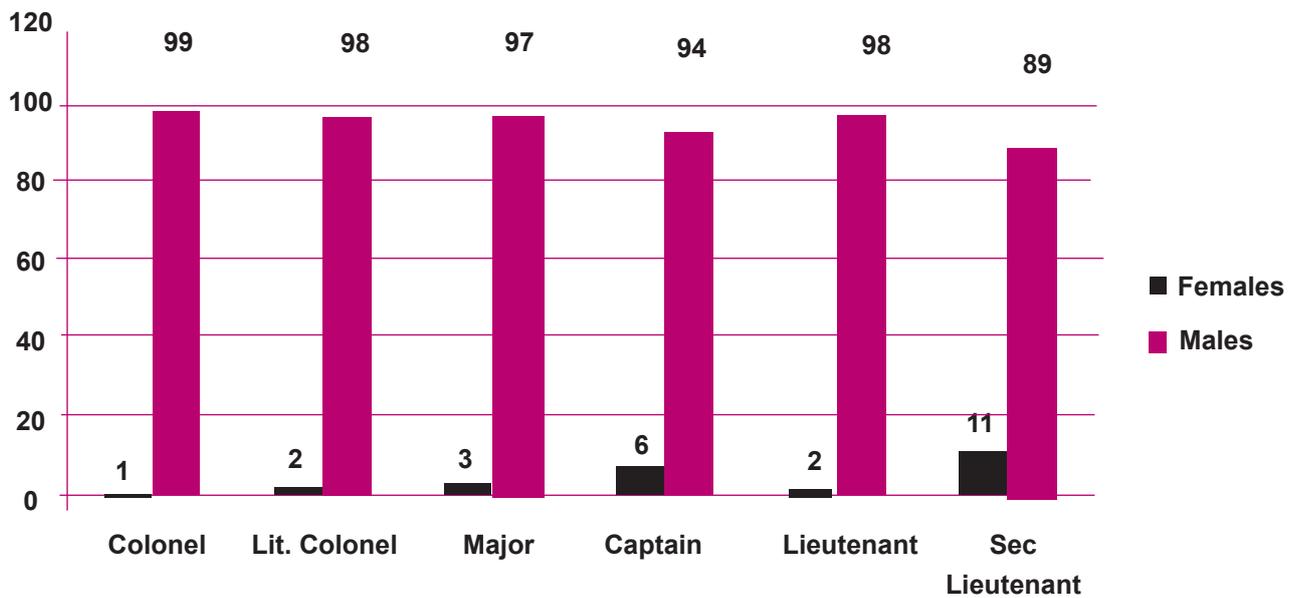
### The Judiciary

Data available shows that in the Judiciary, the top leadership is male dominated while women make up the bulk of the lower cadre. The Chief Justice of Uganda is a man while his Deputy is a woman. While the Principal Judge is male the Chief Registrar is a woman. Uganda has 6 Judges of the Supreme Court of whom 2 (33%) are women. Of the six (6) Judges of the Court of Appeal, 2 (33%) are women; while 9 (24%) out of 29 Judges of the High Court are women; Out of the seven (7) Registrars only one (14%) is a woman. Uganda has fourteen (14) Registrars and 5 of them (36%) are women. 13% (1 out of 8) Assistant Registrars are women; 33% (11 out of 22) Chief Magistrates are women, and 47% (54 out of 116) of the Magistrate Grade I are women<sup>11</sup>.

### The Military

The Uganda People's Defense Forces (UPDF) has a total of 1,566 female soldiers. Data on the corresponding number of male soldiers was withheld with the explanation that it compromises national security to release information on actual size of the defence force. However for a few selected ranks, numbers of male and female soldiers were provided for comparison. These are presented in figure 6.

Figure 6: Percentage of women in high ranking positions in the military



Source: Uganda People’s Defence Forces

An interview with the Chief of Personnel and Administration of the UPDF (male) provided some explanation for the low numbers of women in the military. He mentioned that women in the military are often forced to cohabit to avoid sexual harassment from their male colleagues, and that because there are no family planning services in the barracks, unplanned pregnancies are very common. He said that male combatants are often unsupportive of the children they have fathered in such relationships, and that most military men will be happy to live with a woman who is not their wife as long as the woman does not get pregnant. To make matters worse, when women soldiers are pregnant, they cannot be deployed for combat operations, and this is held against them when considering officers for promotion. He confirmed that a majority of women in the military are single mothers who face difficulties when they have to leave small children without the care of an adult. This was corroborated by information from women in the military who also informed the research team that when troops are deployed in combat operations, the male combatants use their female colleagues for sex. They even refer to them as *dry rations*<sup>12</sup>. The women in uniform expressed their distress at the fact that the Uganda women’s movement has hitherto not engaged with them.

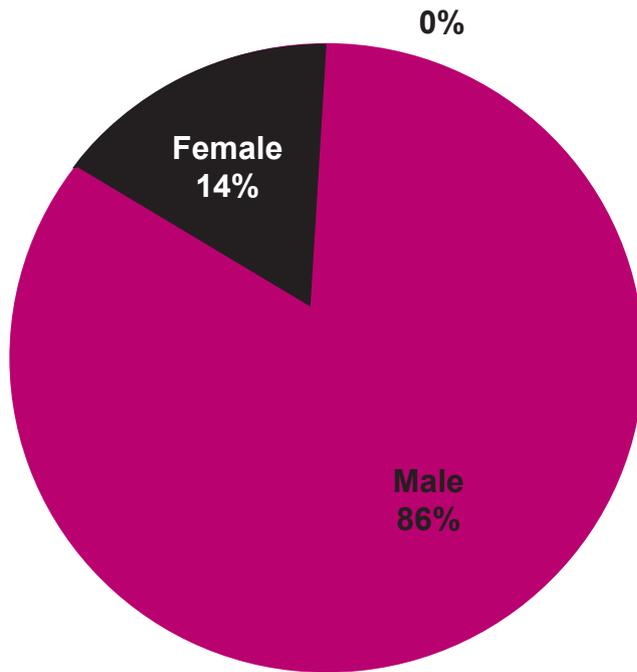
Other constraints to women in the military that were pointed out during the study include low levels of education, family commitments and marriage. When women soldiers get married to their male counterparts it becomes difficult to deploy the women when they have young children. The husband on the other hand will easily be employed and will thus qualify for promotion much faster than their wives.

## Police Department

Figures from the Uganda Police Department show that the police force is comprised of 38,001 officers of whom 5,252 (14%) are women. The highest career rank in the Uganda Police Department is that of the Assistant Inspector General of Police. Above that rank are two positions of Inspector General and Deputy Inspector General of Police which are political appointments. Currently, these two positions are occupied by men. There are twelve officers at the level of Assistant Inspector General of Police, two (16%) of whom are female. Figure 7 below indicates the numbers of women compared to men in the Uganda Police Force.

12 Dry Rations would normally refer to supplies of beans and maize meal, which the UPDF gives to soldiers in combat operations

Figure 7: Composition of the Uganda Police Force by gender



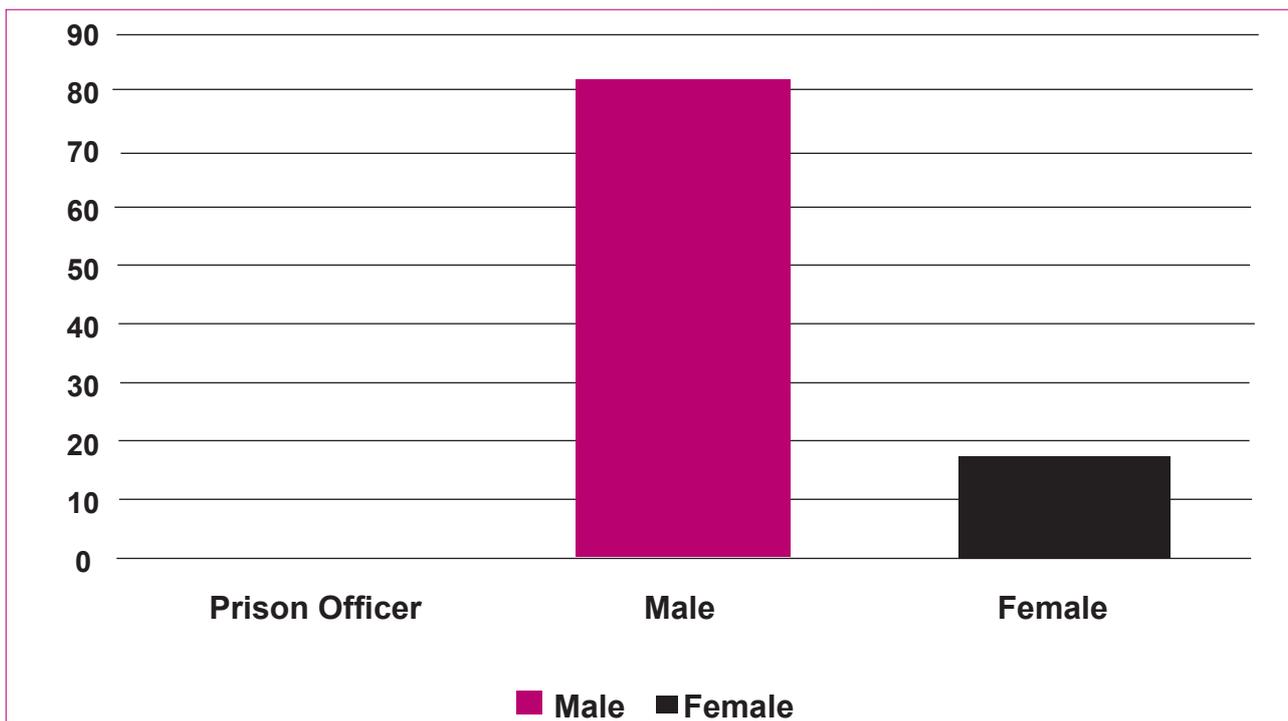
Source: Uganda Police Headquarters, Kibuli.

### Uganda Prisons Department

18

The Uganda Prisons Service has a total of 7,143 officers of whom 1,276 (18%) are female. The highest rank for a woman in the Uganda Prison’s department is that of Assistant Commissioner of Prisons, the second highest rank in the department. The first and second highest ranks are those of the Commissioner General and Deputy Commissioner General of Prisons, which are political appointments and are both held by men.

Figure 8: Composition of the Prison Service by gender – Uganda



Source: Uganda Prisons Department

Indicator 4: Percentage of women in peace keeping missions disaggregated at all levels

Table 1: Military and Police: Uganda's Contribution of troops to UN missions by gender as of June 30th, 2010.

UN MISSION	DESCRIPTION	MALE	FEMALE	TOTAL	Uganda's Total Contribution	GRAND TOTAL
UNAMID	Individual Police	102	14	116	119	21687
	Experts on Mission	2	1	3		
UNMIL	Individual Police	10	4	14	14	9307
UN MIS	Individual Police	5	12	17	25	10614
	Experts on Mission	5	3	8		
UN MIT	Individual Police	14	3	17	17	1466
UNOCI	Experts on Mission	3	0	3	6	8524
	Contingent Troops	2	0	2		

Source: UN Report of Peacekeeping Missions, June 30th2010.

Table 2: Military and Police; Total Troops on UN Missions as of June 30th, 2010

	Military							Police							GRAND TOTAL
	Military Experts			Military Troops			Military Total	Individual Police			Formed Police Unit			Police Total	
	m	f	Total	m	f	Total		m	f	total	m	f	total		
UNAMID	242	9	251	16568	450	17018	17269	2254	326	2610	1744	64	1808	4418	21687
UNMIL	125	8	133	7660	150	7810	7943	455	65	520	703	141	844	1364	9307
UN MIS	450	17	497	9312	129	9441	9938	568	108	676				676	10614
UN MIT	30	2	32				32	819	57	876	551	7	558	1434	1466
UNOCI	179	14	193	7092	99	7191	7384	374	317	391	749	0	749	1140	8524

Source: UN Report of Peacekeeping Missions, as of June 30th2010

According to the Ministry of Defence Records, Uganda has contributed a total of 4,083 troops to the AMISOM mission in Somalia, of whom 83 (2%) are women.

As Table one above shows, Uganda has also contributed contingent troops, experts and Police Officers to peace keeping missions. Apart from UNOCI, women have been represented in each mission. The research team was informed that the number of women peacekeepers on a mission is limited by the quota set by the coordinating institution. In addition, the level of education of women in the military limits their opportunities to qualify as part of peacekeeping missions. A comparison between the total figures for each mission in which Uganda is contributing (Table 2 above) and what Uganda has contributed (Table 1) reveals Uganda is doing well.

The research team found that the same barriers that women face in the military also come into play when it comes to selecting women for peace keeping missions. Issues of single motherhood and low level education do hinder women's deployment on peacekeeping missions. The stereo-typing of women also come into play- that women cannot carry heavy loads and march long distances as compared to the men.

Also that ‘women are delicate and the ‘fair sex’ and men would not like to see them roughing it up in while peacekeeping’ as mentioned by the UPDF chief of personnel in an interview. The Chief of Joint Forces explained that peace keeping is a new phenomenon in the UPDF, only five years old, as the UPDF was in the past too busy involved in its own wars to spare any soldiers for peace keeping. He believes that the number of women on such missions will increase as the UPDF gains more peacekeeping experience.

Police Department and Prisons Department - Information available from the Uganda Police Department indicates that the department has been deploying officers to international peace keeping missions since 2004. Police from Uganda have been deployed to Darfur, East Timor, Kosovo, Liberia and Southern Sudan. In all the missions, the majority of the peacekeepers has been male officers. The mission to Kosovo had been closed and information pertaining to this particular mission was unavailable. Deployment of Prisons personnel is a more recent development. Table 3 indicates the numbers of personnel from the Police and Prisons Departments respectively by sex, deployed to various missions. The years to which they were deployed were not provided.

**Table 3: Numbers of Police and Prison Officers deployed to various missions 2004 –2010**

Name of mission	Police			Prisons			Comments
	m	f	% women	m	f	% women	
Darfur	102	14	12	-	-		
East Timor	14	3	18	-	-		
Kosovo	-	-	-	-	-		Mission closed
Liberia	10	4	25	3	0	00	
Southern Sudan	5	12	71	4	1	25	
<b>Total</b>	<b>131</b>	<b>33</b>	<b>20</b>				

*Source: Uganda Police Force and Uganda Prisons Service records*

Peacekeeping forces are still largely a male domain. Interviews with women police officers revealed that being deployed to international missions means earning more money which makes the process of selecting those to be deployed very competitive. While the women said that since fewer women occupy decision making positions in the forces, men are more inclined to select their male colleagues before they think of the female officers. However, this was refuted by the Human Resource Officer in the Police Department during the interview. He mentioned that both women and men are nominated for deployment and it is the UN coordinating agency that interviews and selects those most qualified for deployment. He also mentioned that there is no UN requirement for a specified number of women to be included on a peace keeping mission, a rather interesting finding. It was mentioned by a male officer during the interviews that police women deployed to missions have performed very well and that in future there is likely to be more women deployed to peace keeping missions than have been in the past

**Indicator 5: Number and percentage of women participating in each type of constitutional or legislative review (including security sector review)**

**Table 4**

Nature/type of legislative review	Year	Coordinating institution	Participation			
			Total	Women	Men	%Women
Uganda Law Reform Commission	<b>Various</b>	Uganda Law Reform Commission	<b>5</b>	<b>2</b>	<b>3</b>	<b>40</b>

Constitutional Review Commission	2004	Ministry of Justice and Constitutional Affairs	12	3	9	25
Comprehensive Defence Review	2000	Uganda People's Defence Forces	8	3	9	38
Uganda Police Review	2010	Uganda Police Force	13	2	11	15

The Law Reform Commission is the statutory body responsible for undertaking law related research on a continuous basis and making recommendations on necessary legal reforms. The last constitutional review was undertaken from 2003-2005 and amendments are reflected in the constitution (Amendment) Act of 2005.

In addition to the Law Reform Commission, Government institutes special and time bound commissions to review specific sectors. Such was the case with the Defence Review Commission of 2001-2005 that resulted in the White Paper on Defence Transformation. This commission had a total of eight commissioners of whom 3(37%) were women. It was also stated during the interviews that one of the women was actually a senior officer in the Army, while the other two were civilian. This made the women in uniform feel that they were not adequately represented on the review team. As a result issues affecting women in the military were not specifically addressed in the Defence White Paper. There will be need for civil society to increase engagement with women in the military to ensure that on the next defence review, women in uniform are adequately represented and that their issues are integrated in the resulting White Paper.

#### **Indicator 6: Percentage of civil society organizations in task forces on UNSCR 1325 and 1820**

Government established the SGBV Reference Group under the leadership of the Ministry of Gender, Labour and Social Development. Both government, the UN and international and local NGOs are represented on this reference group. Membership to the reference group is open. Initially the group had 34 members of whom 14 (44%) were CSOs. But the numbers have since surged and the group has split up along thematic groups.

In 2009 civil society organizations formed the UNSCR 1325 CSO Taskforce that brings together 35 organizations to monitor the implementation of the National Action Plan on UNSCR 1325 and 1820 as well as the regional Goma Declaration (2009). The Goma Declaration recognizes sexual violence as a war crime and a threat to regional security and national development. The Declaration also recognizes that sexual violence increases the spread of HIV/AIDS. It is under the auspices of this Task Force that CEWIGO led Uganda civil society organizations in the process to monitor implementation of UNSCR 1325 as part of activities to mark the 10th anniversary of this landmark resolution. This effort is part of a global process coordinated by the Global Network of Women Peacebuilders(GNWP). In Uganda CSOs that are members of the GNWP in addition to the Center for Women in Governance (CEWIGO) are Teso Women Peace Activists (TEWPA), Kitgum Women Peace Initiatives (KIWEPI), Lira Women Peace Initiatives (LIWEPI), Luwero Women Development Association(LUWODA) and Lira Rural Women and Children Development Initiative Shelter (LIRWOCDI).

At the national level, the 1325 Task Force also works hand in hand with the National Women's Task Force for a gender responsive PRDP, and links with the Ministry of Gender, Labour and Social Development as well as UNIFEM and UNFPA. We believe that with the creation of UN Women, the work of the Task Force on 1325 and the PRDP Task force will get even more support. The 17 member Women's National Task Force ensures that implementation of the PRDP is gender responsive and this, in a way, compensates for the limited presence of CSOs in the design of the plan. The Women's Task Force for a gender responsive PRDP sits on each of the PRDP working committees and is represented on the high level 88 member Technical Committee.

Other UNSCR 1325 relevant task forces include the UN Joint Programming on Gender which is made up mainly of UN agencies, and on which one Uganda CSO out of the 13 members sits. This is specifically a UN committee and includes one national women’s CSO.

## B: PREVENTION AND PROTECTION

### Indicator 7: Percentage of SGBV cases reported, investigated, referred, prosecuted and penalized

Gender-based violence, particularly violence against women (VAW), is widespread in Uganda and includes domestic violence, sexual harassment, trafficking, rape and defilement. The UDHS of 2006 indicated that 60 per cent of women aged between 15 and 49 have suffered physical violence, 39 percent of women have suffered sexual violence, while 16 per cent have experienced violence during pregnancy. Gender-based violence is intensified in conflict-ridden areas, underscoring the need to include women in conflict resolution processes and peace building initiatives.

**Table 5: SGBV cases for 2009**

2009	Reported	Investigated	Referred	Prosecuted	Penalized
1.Domestic Violence	-	-	-	-	-
2. Rape	619	619		228(37%)	12(5%)
3. Marital Rape	-	-	-	-	-
4. Defilement <sup>13</sup>	7360	7360	-	4351(56%)	467(11%)
5. Early marriage	-	-	-	-	-
6. Forced marriage	-	-	-	-	-
7. Indecent Assault <sup>14</sup>	550	550		291(52%)	79(27%)

**Source:** Police records, CID Headquarters, Kibuli, Kampala

Records from the police department do not indicate any incidences of domestic violence. This is because domestic violence was regarded as violence of a general nature until very recently when the Domestic Violence Act was passed. Information from the Criminal Investigation Department (CID) only specifies three categories, namely rape, defilement and indecent assault. The Uganda law does not recognize marital rape and as a result this violation is not reported. Early marriages are sometimes captured under defilement (sexual contact with a person below the age of 18 years). The research team was informed that reporting of early marriages was very rare. During Focus group discussions with women, the research team learnt that girls forced into early marriages do not have avenues for reporting, because they fear their parents.

The family and child protection unit in police stations visited were unanimous over reasons for lack of reporting of rape and loss of interest in reported cases by families. Sometimes the key witnesses are coerced into withdrawing the case by family members; sometimes the perpetrator is a “powerful” man such as a local leader, a teacher, a headteacher, the village’s richest man, an uncle or even a father of the girl; sometimes the family cannot find the money to take the victim for medical check-up or transport the police to the crime scene. So the family chooses to negotiate a settlement with the perpetrator. At the same time, the requirements and procedures for proving rape and defilement cases are long and costly. A police surgeon is required to examine the survivor. However the ratio of doctors to patients in Uganda is very low, 1:15,000<sup>14</sup> and there are always many patients waiting in long queues to see the doctor. Many doctors are

also reluctant to leave patients waiting to spend long hours in courtroom as witnesses of victims of sexual violence. Because the court process takes so long in this country, even years, few doctors are willing to take

13 Defilement refers to sexual intercourse (with or without consent) with a minor below the age of 18

14 Ministry of Health records

on such responsibility at their own expense and that of their patients. Doctors in private practice (who are more accessible) require to be paid before they can carry out the examinations and yet most of the victims may not have the money.

More cases of indecent assault are reported and successfully prosecuted and penalized because the sentences are less severe.

Accountability for sexual violence is frustrated by difficulties in meeting the requirements for prosecution, including the standard of proof and community perceptions of gender based violence as a private affair. In a number of cases, the victims lack the courage to reveal that they have been raped, while others just keep quiet, because of the stigma attached. They do not know that they are victims, not the ones in the wrong. And because of poverty, many families negotiate for a little money which the perpetrator eagerly pays and gets away with the hideous crime. SGBV in Uganda is tried by the High Court and many people do not know that it should not be simply a matter of negotiating for less than US\$ 200 when a young daughter has been raped.

A survey done by Action for Development (ACFODE) in 2009 seems to suggest that community attitudes and perceptions towards rape and other forms of sexualized violence are sometimes ambivalent, if not downright unsupportive of the victims. “The community looks at issues of sexual violence as none of their business. They do not have any preventive measures in place. Even survivors are not given any help<sup>15</sup>. ” This goes to explain the low levels of reporting and prosecution. If there are no witnesses coming from the community, it would make it difficult for official systems, which are often remote and removed from community to follow up and apprehend the offenders. Social attitudes and the low status of women make prevention and protection very difficult.

A survey done by International Alert in Northern Uganda reveals that domestic violence is identified by women of Northern Uganda as the second most significant challenge faced by women in the home, next to poverty<sup>16</sup>. Other researchers exploring the effects of conflict on masculinity identity in detail have highlighted not only increased VAW, but also alcoholism, militarism, criminality and suicide<sup>17</sup>. The researchers point out that the widespread problems of alcoholism and violence against women should not be seen as part of men’s intrinsic nature, but as a result of fractures in men’s sense of themselves; they have to figure out how to relate to the increase in women’s economic power , coupled with a decreased in their own. Such profound social problems require long term efforts to help normalize gender equality and women’s empowerment, and promote reconciliation.

From the field interviews and Focus Group Discussions, some of the challenges cited in reporting, investigating and prosecuting SGBV cases include: harassment of the victim during the process of reporting, bribery and corruption, suspects being released before investigations are complete, and stigmatization of the victim. Girls fear that if they report cases of defilement, no man will marry them, while children that are defiled are threatened with death. Married women do not report incidents of rape for fear of being shunned and divorced by their husbands. The community tends to isolate and stigmatize the victim, rather than the perpetrator.

There is a lot that police can do where SGBV is concerned. They can gather forensic evidence, they can follow up medical reports, they can demand an increase in the number of police surgeons, they can deal with witnesses who do not want to cooperate. They can also participate in community sensitization to reduce the tendency of families negotiating for a little money when their daughter has been defiled.

And indeed the research team established that there is a lot that the police department has done. They have established a child and family protection unit at each police station in the country. Some of the officers may not be adequately sensitized or even trained in dealing with SGBV issues but they are working hard to arrest suspects whenever there is a reported case. Interviews with police officers in different police stations

15 Sexual and Gender Based Violence in Uganda: Experience of sexual violence among women and girls in Pallisa and Kisoro Districts.

16 International Alert: Changing Fortunes: Women’s Economic Opportunities in post war Northern Uganda. Investing in Peace Issues No 3.

17 See C. Dola (2002). Collapsing Masculinities and Weak States- A case study of Northern Uganda’ in F Clever (Ed) Masculinities Matter! Men, Gender and Development. London: Zed Press.

revealed that the police do try to investigate these cases but are often frustrated by lack of transport, lack of personnel, lack of basic stationery, and uncooperative witnesses.

They are also frustrated by the court processes that go on for long periods. And for the many of the remote police stations, it is not easy to transport themselves and witnesses to the regional headquarters where the high court seats.

The challenges are simply too many. Participants at the validation workshop for this research suggested that more sensitization of the political leadership was necessary to facilitate the police department adequately.

**Indicator 8: Number and quality of gender responsive laws and policies**

**Table 6: Uganda’s gender sensitive laws and policies**

	Laws	Provisions
1	The Constitution of the Republic of Uganda 1995	<p><b>Chapter 3 :20(1)</b> guarantees fundamental and other human rights freedoms  <b>Chapter 3:21 (1)</b> guarantees that all persons are equal before the law in all spheres of political, economic, social and cultural life and in every other respect and shall enjoy equal protection under the law.</p> <p>Chapter 4 section 21 (2) prohibits discrimination ‘against any person on grounds of sex, race, religion,ethnic origin, tribe, birth, creed or religion, social or economic standing, political opinion or disability.</p> <p><b>Chapter 4 Section 33 on the rights of women specifies:</b></p> <ol style="list-style-type: none"> <li>(1) full and equal dignity with men</li> <li>(2) enhancing the welfare of women</li> <li>(3) protection of women and their rights taking into account their unique status and maternal functions</li> <li>(4) equal treatment with men including equal opportunities in political, economic and social activities</li> <li>(5) The right to affirmative action to redress the imbalances created by history, tradition or custom.</li> </ol>
2	The Land Act	Provides for a joint ownership of the matrimonial home and property, and prohibits either the husband or the wife from selling of matrimonial property without the consent of the other and the children
3	The Equal Opportunities Commission Act 2007	Articulates the composition and mandate of Equal Opportunities Commission to give effect to the State’s constitutional mandate to eliminate all forms of discrimination in access to social services, employment opportunities and governance structures, and redressing imbalances which exist.
4	The Domestic Violence Act	Provides for protection and relief of victims of domestic violence; remedies for the punishment of perpetrators of domestic violence; provide s for procedures and guidelines to be followed by court in relation to protection and compensation of victims of domestic violence; provides for the jurisdiction of court including the issue of protection orders and provide for enforcement of orders made by the court; to provides for empowering the family and children’s court to handle cases of domestic violence and for related matters provides for the protection and relief of victims of domestic violence and establishes the nature of punishment for perpetrators.
5	The Anti-Trafficking in Human Persons Act	Prohibits the relocation of human persons for purposes of slavery or other forceful activity

6	The Penal Code Act	Has various provisions to address issues of criminal and civil nature including sexual offences and assault
7	The Education Act	Provides for the education of all children, girls and boys without discrimination and for separate sanitary facilities in all co-education schools and colleges for the comfort of female pupils and students
8	The Marriage and Divorce Bill	Seeks to provide for fairness in marriage and in the dissolution of marriage
9	Female Genital Mutilation Act	Prohibits the practice of female genital mutilation and provides for punishment of the perpetrators of FGM.
10	The National Women's Council Act	Provides for the composition of the National Women's Council, the District women's Council, the National and District Women's Council Executive Committees
11	The Elderly and People with Disabilities Act	Provides for elimination of discrimination against the elderly persons and persons with disabilities, and provides for mechanisms to address the existing inequalities.
12	The Children's Act	Provides for the protection and promotion of the rights of all children- boys and girls.
13	HIV Bill	Tabled in Parliament in May 2010 the Bill contains measures to curb the spread of HIV/AIDS, and penalties for persons living with HIV/AIDS who knowingly infect others with the disease It also seeks to provide for mandatory testing pregnant women, their partners, as well as perpetrators of sexual violence, and drug users for HIV/AIDS The bill also seeks to prohibit discrimination against any person living with HIV/AIDS in employment or education.

	Policies	Provisions
1	Affirmative Action in Politics	Guarantees one woman member of Parliament for each district and 30% representation of women on all levels of local government councils
2	Affirmative Action in Education	Guarantees an extra 1.5 points for girls leaving high school to increase their chance of joining university as a measure of eliminating the historical and cultural imbalances in higher education.
3	The Uganda Gender Policy 2007	Provides the framework and guidelines for mainstreaming gender in the public sector
4	Universal Primary Education	Makes it mandatory for all school going age children, both boys and girls. This has not only helped increase school enrollment but has guaranteed access to education for girls from poor families.
5	Universal Secondary Education	Provides for secondary education of all children that qualify for secondary education. Under this policy government gives grants to support all children in one secondary school per sub county.
6	The National Action Plan for implementation of UNSCR 1325, 1820 and the Goma Declaration	The NAP provides a framework for the implementation of the UNSCR 1325 and 1820 and the Goma Declaration and divides responsibility between government, civil society, and the developing partners

7	The National Development Plan	This is the overall 5-year development plan for Uganda. The plan among other things, lists 'Gender issues, cultural practices, attitudes and perceptions' as one of five top national constraints to development. This is the strongest indication to date, that the country is ready to address impediments to women's development and the plan includes measures to address gender inequality and sexual violence.
8	The National Equal Opportunities Policy 2006	Addresses the challenges of exclusion, inequities, and affirmative action that underlie the rights and freedoms of marginalized and vulnerable groups and individuals
9	The National Action Plan for the National Equal Opportunities Policy 2009-2013	Provides a framework and guidelines for operationalizing the Equal Opportunities Policy

From the data provided above it is clear that the issue for Uganda is not lack of gender sensitive laws or policies. The problem is that the existing laws are actually not being used. While we have a co-ownership clause of the matrimonial home in the Land Act for example, few women have taken advantage of it. Many women, on the other hand, continue to be chased away from their homes with only the clothes on their backs and sometimes with small children, and they return home to their old parents or their bigger children and the cycle of poverty continues, while society looks on. As the UNIFEM Country Manager for Uganda said during the data validation workshop, a study on the use of the existing gender sensitive legislation in Uganda would provide interesting findings.

**Indicator 9: Number and nature of provisions/recommendations in the Truth and Reconciliation Commissions (TRC) and other transitional justice reports.**

Uganda's history has been marked by conflicts linked to the fragmented nature of the country's politics along religious and ethnic lines. From British rule to subsequent governments, regime change has mostly occurred through the barrel of the gun. As new governments have taken power, citizens have perpetually been unsure of how long the incumbent government will last and how it will take its exit. Table 6 indicates some of the transitional justice mechanisms that have been put in place over the years.

**Table 6: Nature and number of provisions on women's rights**

<i>Nature of reconciliation/transitional Justice initiative</i>	<i>Year Nature of provisions/recommendations On women's rights</i>
1. Commission of Inquiry into violations of human rights 1962-1986	1994 The report recommends reparations for victims of sexual violence. The report, however has never been implemented a.
2. West Nile peace process - AROPIC19	2002 Women were taken as part of 'vulnerable group' whose security and protection were provided for during the peace and reconciliation process.
3. Agreement on Comprehensive Solutions between the Government of the Republic of Uganda and the Lord's Resistance Army/Movement	2007 Article 5 provides for gender equality in access to opportunities Article 12 provides for special assistance to vulnerable groups through special assistance programmes. In particular, to protect, resettle and promote the advancement of child-headed households, widows, traumatized children, persons with disabilities and persons with HIV/AIDS

## 2. West Nile peace process - AROPIC<sup>18</sup>

The transition from conflict to peace in Uganda has always been about the winner takes it all. The outcome was much different in the case of UNRF II because an enabling environment was created between the negotiating parties, the affected communities were involved and pushed for government and the rebels to negotiate meaningful peace. The Juba Peace Talks between the Government of Uganda and the Lord's Resistance Army (LRA) of Joseph Kony, on the other hand, lacked trust on both parties and the Final Peace Agreement (FPA), and is yet to be signed by Joseph Kony and President Yoweri Museveni.

### **Indicator 10: Extent to which gender and peace education are integrated in the curriculum of formal and informal education**

Despite Uganda's long history of conflict, this study found that gender and peace education are not integrated in Uganda's education curricula at all. The secondary and primary education curricula are based on the National Aims of Education as specified in the Government White Paper on Education Policy Review Commission Report (1992). These aims are broad and focus on national unity, patriotism, cultural heritage and inter-dependence. Moral, spiritual, civic issues and promoting scientific technical and cultural knowledge, skills and attitudes needed to enhance individual and national development are also mentioned, but the curriculum is totally silent on gender and peace education. The curriculum for primary education has just been revised and finalized in 2010 and education. Civil society should look out for the revision of the secondary school curriculum that is scheduled for 2011, to ensure integration of gender and peace education.

The functional literacy manuals developed by the Ministry of Gender, Labour and Social Development (MGLSD) contain elements of gender and conflict resolution. In order to positively influence gender perceptions of learners and inculcate the culture of peace, it is important to integrate gender issues and peace education in both the teacher training curricula and the learners' curricula at different levels.

### **Indicator 11: Percentage of women (versus men) who receive economic packages in conflict resolution and reconstruction processes**

Interviews with the Amnesty Commission revealed that economic packages provided during conflict and in post conflict reconstruction processes included food and non-food items. A wide range of food items including maize meal, cooking oil and pulses are provided. Non-food items include blankets, mattresses, cooking pots, water containers and sometimes sanitary materials for women. Some agencies like the Uganda Red Cross Society provide 'Mama Bags' containing the most important items for child delivery and for the mother and baby. The agencies that provide these items include UNHCR for refugees and IDPs, Uganda Red Cross, Save the Children Uganda, Action Aid and World Vision.

The government's policy is to give out non-food and food items to a household, taking a woman as the representative of the household. This ensures that the provisions are in the hands of women. A man may have more than one household in cases of polygamy. Even when a man has one wife, he may have a girl-friend and experience shows that when such a man receives items for the family, he may take some to the girl-friend, which reduce what is available to the rest of his family. To avoid such divisions of meager supplies both the wife and girlfriend would receive supplies, if the girl friend had children. It had also been established that some men in IDP camps have been known to sell off food and non-food items to buy alcohol leaving the families without the essential necessities.

<sup>18</sup> Aringa-Obongi Peace Initiative

**Table 7: Economic packages by gender, provided by Amnesty Commission**

Institution/Provider	Nature of economic package	Number of recipients		
		No.	Female	Male
Amnesty Commission	<b>Non-food items:</b>	25,971	5,845 (22.5%)	20,106 (77.5%)
	- mattress			
	- blanket			
	- jerrycan			
	- plate (2)			
	- saucepans (2)			
	Seeds: - 5 kgs beans - 5 kgs maize			
	Tools: - 3 hoes			
	Cash allowance: 243,000 UGX plus 20,000 “ for transport			

**Source:** Amnesty Commission, Uganda

Since 2000, when the Amnesty Commission was established, a total of 25,971 ex combatants have benefited from economic packages as listed in table 7 above. The women who have benefitted are mainly widows, single parents, the elderly and disabled. Distribution of items is gender biased with women receiving packages first, especially those with children. The high figure for men was explained by the fact that men form the majority of the ex-combatants. Of the numbers who have received the resettlement package, 50% are from Gulu and Kitgum, while the rest are divided between Kasese, Soroti, and Lango.

The provision of the amnesty economic package is still ongoing and depends on when ex combatants report to selected points to receive the amnesty through an ‘act of forgiveness,’ by renouncing their disagreeable activities. The research team was informed that the reporting points could be any of the following (i) UPDF unit, (ii) Police post, (iii) Sub-county chief (iv) Local council executive and (vi) Religious leader.

Verbal reports were made of incidences where Government has provided iron sheets to people returning from IDP camps to their original locations. However, only men are said to have been given iron sheets for roofing houses, a clear indication that government officials do not really understand or consider the gendered nature of conflict and post-conflict situations. The resettlement package for West Nile was separate, and consisted of Uganda shillings 200,000 (about 100 US\$) iron sheets, a bicycle and a mattress. This was under an agreement signed between UNRF II and the Government of Uganda in 2002. This particular package did not target women. However, lessons were drawn from this experience to improve on subsequent resettlement packages so that they could target women, especially widows of the ex-combatants.

## C: PROMOTION OF A GENDER PERSPECTIVE

### Indicator 12: Gender issues addressed in peace agreements

Two major peace agreements have been considered for the purposes of the monitoring exercise. These are: (i) Peace agreement between Government of Uganda and Uganda National Rescue Front II (UNRF II) and The Juba set of peace agreements between Government of Uganda and the Lord’s Resistance Army (LRA). The final comprehensive agreement however, has not been signed by the LRA although elements of various protocols are already being implemented by the Government of Uganda. Table 8 below indicates the status of the gender issues in these agreements:

**Table 8: Key gender issues addressed in the Juba Peace agreements**

Kind of Agreement/support	Year	Key gender issues addressed
1. Peace agreement between Government of Uganda and Uganda National Rescue Front II (UNRF II)	2002	Not specific on gender issues
2. Agreement on Accountability and Reconciliation between the Government of Uganda and the Lord's Resistance Army	2007	<p>Uganda Women's Peace Coalition lobbied for priorities of women to be integrated in the Juba agreement. These included material support to returnees, and victims of war. As well, special centers for treatment and psychosocial rehabilitation of victims of sexual violence were negotiated and included in the agreement on Accountability and Reconciliation Article 10 and 11 quoted below:</p> <p>Article 10. Gender :In the implementation of this agreement, a gender-sensitive approach shall be promoted and in particular, implementers of this Agreement shall strive to prevent and eliminate any gender inequalities that may arise....</p> <p>Article 11. Women and girls:In the implementation of this agreement it is agreed to:</p> <ul style="list-style-type: none"> <li>(i) Recognize and address the special needs of women and girls.</li> <li>(ii) Ensure that the experiences, views and concerns of women and girls are recognized and taken into account.</li> <li>(iii) Protect the dignity, privacy and security of women and girls.</li> <li>(iv) Encourage and facilitate the participation of women and girls in the processes for implementing this agreement." </li></ul>
3. Agreement on Disarmament, Demobilization and Integration between GoU and LRA	2007	Article 2.14: "The Parties shall ensure that the DDR process fully incorporates the special rights and needs of women. In particular, Security Council Resolution 1325 on Women, Peace and Security (2000) and clauses 10 and 11 of the agreement on Accountability and Reconciliation shall be observed".

Although there were no specific provisions for gender issues in the agreement between the Government of Uganda and UNRF II, documentation on the process indicates that there was strong lobby by the wives of rebels who were left behind in the community. The women were instrumental in bringing about disarmament of their husbands. The research team was also informed of the existence of tight community cohesion in the West Nile situation that led to a critical mass of powerful players towards the sustenance of the peace process, including elders and religious leaders. The communities were tired of 'an absence of peace' and lobbied and mobilized with a coherent voice, with women standing out very strongly. In all the post-conflict communities and in areas just emerging from conflict in Uganda, there has been a proliferation of women's community based organizations (CBOs) involved in peace building processes and raising voices against SGBV.

During the Juba peace, Ugandan women mobilized and lobbied aggressively. With support from UNIFEM, a women's peace coalition was formed and worked throughout the period of the peace talks to raise women's concerns and interests in the process. Though there were limited numbers of women in the official delegations, women's organizations were represented in Juba and made women's voices heard. The outcome of their effort was a more gender responsive comprehensive peace agreement. Most aspects of the agreement are already being implemented.

*The Women's Peace Caravan: Some 100 women activists from five organizations took part in the women's peace caravan supported by UNIFEM in November 2006. The purpose of the caravan was to:*

- *Raise awareness and mobilize women's organizations in Uganda to support the peace process*
- *Create a space for women at the peace negotiation table*
- *Strengthen solidarity with women in Northern Uganda for the promotion of a peaceful resolution to the ongoing conflict.*

*In over four days, women throughout Uganda mobilized in support of the peace process in Northern Uganda and their representation at the peace table. The Women's Peace Caravan was met by community leaders, local and national government representatives, religious leaders and community members in each of the districts it stopped in. The message was loud and clear: women of Uganda were tired of war and wanted peace with full participation in negotiation process. Even more encouraging was the unified support from both men and women in support of the peace process. While the journey in Uganda concluded in Kitgum, the Peace Torch would eventually continue to Juba pending a resumption of the peace talks which were at the time on recess*

Some of the gender issues negotiated under the Juba Comprehensive Peace Agreement have been integrated into the Peace, Recovery and Development Plan (PRDP 2007/10). The plan received strong international NGO input such as World Vision, CARE International in Uganda and Oxfam. Although gender concerns are not adequately emphasized, the continuing lobbying and monitoring by the National Women's Task Force on a Gender Responsive PRDP is beginning to register some results. For instance since its formation the Task Force is represented in the PRDP governance structures and is a member of the PRDP Monitoring Committee (MMC), the KIDDP Committee, the Northern Uganda Data Centre (NUDC) Committee and is also a member of NUSAF.

### **Indicator 13: Number and percentage of pre-deployment and post deployment programmes for military and police incorporating SCR 1325 and 1820, international human rights instruments and international humanitarian law**

Uganda has contributed to peace keeping missions in various countries including East Timor, Southern Sudan and Darfur, Liberia and Somalia. During the study, the research team were told that training for UN peace keeping missions is undertaken by the UN. Uganda has the largest number of soldiers with the AMISOM in Somalia. A recent training done for AMISOM for 4,083 troops for deployment to Somalia in February/March 2010 is reported to have covered such topics as cordon and search, convoy escort, checkpoint monitoring, short range shooting, self-defense, vehicle maintenance, media management and building relationships with civilians. The training was conducted by French and Belgian instructors. The source did not mention any topics related to issues contained in UNSCR 1325 and 1820. The monitoring team was unable to secure concrete information on the numbers of training programs incorporating UNSCR 1325 and 1820. But provisions have been made in the NAP for training of peacekeeping missions on gender issues and the provisions of UNSCR 1325 and 1820 before deployment.

It should be noted that this particular deployment is now targeted by a terrorist group in Somalia the Al Shabaab, who also bombed two locations in Kampala on the evening of July 11, 2010 killing over 75 largely young men and women who were watching the final 2010 world cup match between the Netherlands and Spain. The terrorist group has issued warnings that it will continue attacking specific targets in Uganda until the Ugandan troops on the AMISOM are recalled. The response from the African Union has been to increase the number of peacekeeping troops in Somalia, even as fighting rages on.

Although the final peace agreement between the LRA and the government was not signed, the provisions that were signed are legally binding on both parties. Neither Government nor the LRA can continue using the fact that Kony did not sign as an excuse for not implementing what was agreed and signed. And CSOs in Uganda must continue to monitor implementation of this landmark protocol.

**Indicator 14: Allocated and disbursed funding to CSOs (including women's groups marked for women, peace and security projects and programs)**

The research team was unable to establish the levels of funding for CSOs for women, peace and security issues. Organizations interviewed (largely members of the 1325 Task Force) were unwilling to reveal the size of their budgets. It must be noted that it is not only national civil society organizations that receive funding for women, peace and security issues but even international NGOs such as CARE International, World Vision, Plan International, Oxfam, Action Aid and ACORD implement interventions on women, peace and security especially in Northern Uganda.

In the case of the Centre for Women in Governance, while the total budget for the year 2010 was US\$ 342,936.17, a total of US\$207,132 is what was secured. All CEWIGO funds go to women, peace and security related programmes. CEWIGO spends a maximum of 15% of its budget on administration. .

**Indicator 15: Allocated and disbursed funding to governments marked for women, peace and security projects and programs.**

The government budgeted \$ 606,519,297 for PRDP over a period of three years with about 30% for the first two years and about 39% for the third year. Each year the government releases 30% of the total PRDP budget. The other 70% is supposed to be contributed by development partners, some of whom have fulfilled their pledges, while others have yet to. The 30% contribution by government is meant for the reconstruction of the physical infrastructure including roads, schools and other government institutions plus the strengthening of state authority. The 70% contribution from donors is what was agreed would go into 'software' including the restoration of the bodily integrity of the women survivors of SGBV, as well as provision of psychosocial support.

A gender audit of the PRDP is being undertaken by UWONET and this study should give an indication of any financial resources available for women, peace and security projects within the plan. It is also necessary to carry out an analysis of the PRDP budget and track how the funds have been used. For the current financial year (2010/2011) the budget for Ministry of Gender, Labour and Social Development (MGLSD) is 0.5% of the total budget of the country, an increase from 0.34% for the last financial year.

### III CONCLUSIONS AND RECOMMENDATIONS

#### A. Conclusions

Armed conflict in Uganda has had devastating impact on women and girls in Uganda, has impoverished the economy, destroyed the social and moral fabric of society and run down the infrastructure. It is important for governments both national and local to constantly be conscious of the fact that conflict affects women differently from the way it affects men and therefore the need for specific interventions to address women's needs in post conflict situations should never be underrated. Many women that were subjected to rape and other forms of SGBV may live with the trauma for the rest of their lives if they do not get help.

Uganda has made tremendous progress towards gender equality over the last 20 years. The country has one of the most gender sensitive constitutions in the world, has many laws and policies in place to address gender imbalances and women's empowerment. The challenge remains at the implementation level. Because many government bureaucrats do not really appreciate gender issues, planners do not adequately provide for interventions that specifically address women's needs in sector policies, in sector plans and budgets. The result is that the well-meaning laws and policies largely remain on paper. Government priorities for post conflict areas continue to focus on physical infrastructure even as the dignity and bodily integrity of the woman continues to be violated. So government continues to focus on physical infrastructure such as building of schools while the school drop-out rate for girls continues to rise in post conflict areas.

Uganda has also made great strides in ensuring women's participation in leadership and decision making. The provision of a woman MP for each district, and for 30% women's representation in Local councils has brought many women into positions of leadership, the hitherto invisible have become very visible, and as a result society is gradually accepting the inevitable; that women make as good leaders as men. Women who have been appointed in top positions in statutory bodies have done a commendable job and should be applauded. This should make government alert to women's ability to successfully lead statutory bodies. Even while women in the public service top positions must work extra hard to prove their legitimacy, there is nothing wrong with hard work. It is evident that the majority of women in the public service are in the bottom rung. However in the Judiciary, women's representation in top leadership positions falls below 30%.

The women in Uganda's public service top positions have proved beyond reasonable doubt that they can deliver results. The example of Uganda Revenue Authority that has been transformed by a woman Commissioner General, and helped Uganda reduce dependency on donors, and the Uganda Investment Authority that continues to progress in attracting investors and creating jobs and is headed by a woman to mention but a few. The public service structure therefore needs a shake up so that it moves with the times and ensures at least 30% women's representation in all levels of top leadership, in each ministry, department, and agency.

While affirmative action both at the level of parliament and local government has increased numbers to a critical mass of women, the expected social transformation has remained elusive. In a number of cases appointment of women to leadership positions is perceived as doing them a favour for which they should be grateful. On the other hand, women's activism for 'political space' has been more reactive than proactive. There is more emphasis on capacity development to get more women for empowerment to participate rather than supporting them to be more assertive and to reclaim what belongs to them by right.

In terms of prevention and protection of women against sexual and gender based violence, a lot still remains to be done. The police department and particularly the Child and Family Protection Unit is trying to do a good and difficult job with meager resources. The number of High Court Judges is small making prosecution of SGBV cases take a long time and leading to witnesses losing interest in the case. At the same time, the law enforcement officers including the police and the local councils are not familiar with the provisions of UNSCR 1325 and 1820, and the Uganda NAP is not yet popularized. Knowledge and internalization of laws and policies and as well as international instruments that protect women against SGBV would go a long way to enhance prevention and protection.

Uganda has been elected Chair of the United Nations Security Council for the significant month of October 2010 as the UN marks the 10th anniversary of UNSCR 1325. This is significant and is in recognition what Uganda has achieved towards women, peace and security. But it is also an opportunity for the country to take advantage of this achievement walk the talk by effectively implementing the good laws and policies that protect the dignity and bodily integrity of a woman.

Early marriages, inability to space births and the inevitable high fertility rate is very common in post conflict regions. Reproductive health agencies should be encouraged to establish service points to help the women to space the births.

The women of Uganda have played a commendable role in conflict transformation. They have come together in associations, coalitions, networks and task forces to get their voices heard through various initiatives and fora. This they have done despite the poverty, the trauma, and the meager resources at their disposal. They have held communities together. They have lighted a candle for peace even in difficult circumstances. This is the transformative element of conflict. It is one good example of women’s participation in conflict management, peace building, and decision making which are essential elements of UNSCR1325. The Women’s coalition for peace influenced the Juba peace process. They transported themselves to Juba, kept themselves in Juba, until the peace document was completed. The women’s caravan carried the peace torch to Juba. Such efforts must not be scorned for they show that women are important stakeholders in conflict resolution and conflict transformation.

Uganda is also making an effort to deploy women in uniform for peace keeping missions- from the UPDF, the police and the prisons. As one respondent said during the interviews, the women on peace missions are doing a great job. We should therefore expect to see more women deployed in peace keeping missions in the future. The Uganda women’s movement is being challenged to integrate their sisters in uniform. Whether they are in the UPDF, in the Police or Prisons department, they are women and have special needs that are not understood leave alone appreciated, in those male dominated spheres. And there are wives of soldiers as well, with the hunger to be recognized by the women’s civil society movement. They have organized themselves into an association to make their voices heard. They are not simply sitting down and complaining.

One alarming finding was the fact that Uganda’s formal education curricula do not integrate gender and peace education. Neither the primary school curriculum, the secondary school curriculum, nor the curriculum of tertiary institutions and colleges does. One conclusion we could draw from this is that policy makers in the education sector and the National Curriculum Development Center are not aware of the importance of peace education. With such a post conflict country, where the potential for conflict is always present, it is essential to integrate peace education in the formal education curriculum.

## B. Recommendations

### A: Women’s Participation in Governance

1	Civil society must hold women on affirmative action accountable to women. As the women’s movement concretizes the women’s agenda for the period 2011-2016, they must share it widely with women who will have been elected in parliament and in district councils in the 2011 elections	Women’s CSOs
2	Avail the women’s agenda to all newly elected women MPs and district councilors soon after the general elections in 2011	Women CSOs
3	Government should review the affirmative action policy with a view to increasing women’s representation to 50 percent at all levels of governance since women comprise over 51 percent of Uganda’s population.	MGLSD
4	Government must review the Public Service policies as far as women’s representation is concerned so they too achieve a minimum number of at least 30% like other agencies of government.	Public Service Commission

5	Women on affirmative action seats in parliament and in district councils must be mindful of the fact their constituency is the women of Uganda, and must therefore work more with women in civil society to keep the women's agenda on the table.	Women MPs, Women District Councillors
6	Development partners should support women's organisations to document success stories and experiences of women in politics. Donors should also avail adequate funding for women's organisations that help to build the capacity of women's community based organisations.	Development partners
7	Government needs to recognise the important role women play in peace negotiations, in peace building and in conflict transformation. Therefore government must, as a policy always include at least a third women representation on peace negotiation teams.	Executive, Parliament
8	The percentage of women in uniform in top positions is very small. Government needs to implement a policy that motivates and promotes women in uniform for they bring unique qualities to the forces. Development partners should support such efforts.	Executive, Ministry of Defence
9	Government should appoint more women as heads of constitutional and statutory bodies and also on boards of such bodies. The number of women in such positions is still small compared to the men.	Executive
10	Women's organisations that have not been part of task forces and coalitions for issues on women peace and security need to get on board. It is in numbers that voice will increase.	Women's CSOs
11	Train women on assertiveness and, campaign skills, public speaking, negotiation, lobbying, advocacy, fundraising and gender mainstreaming to increase and strengthen women's political participation	CSOs
12	Increase funding for women's CSOs engaged in women's capacity building for political life and monitoring of recovery programmes	Donors
13	Mobilise women and men to vote for women and work with women MPs to promote women focused politics	

## B: Prevention and Protection

Action	Responsibility	
1	Develop a plan of action for coordinated monitoring of the implementation of the NAP, as well as advocacy and M&E capacity development for CBOs that work on women, peace and security	CSO 1325 Task Force
2	Support a study on the utilization of gender sensitive laws and policies in Uganda	CSOs , Donors
3	Sensitize local district authorities on UNSCR 1325 and 1820 and the NAP and support processes for them to develop District Action Plans, and also sensitize law enforcement agents because VAW takes place at the local level.	CSOs
4	Strengthen advocacy capacity of women's CBOs that focus on women, peace and security Issues	National level women CSOs
5	Strengthen the institutional capacity of the Family and Child Protection Unit in the Uganda Police Department to carry out their duties efficiently.	MFPED, Ministry of Internal Affairs
6	Design and implement medical interventions including psychosocial support for women in post conflict areas in time for the next budget cycle	Ministry of Health, NGOs
7	Increase engagement with women in uniform	Women's CSOs

<b>8</b>	Support financing for implementation of the NAP for 1325 and 1820	Government, Development partners
<b>9</b>	Finance implementation of the NAP	Government, donors
<b>10</b>	Implement all areas of the NAP	Relevant Ministries, CSOs, donors

### C: Promoting a gender perspective

	Action	Responsibility
<b>1</b>	Integrating gender and peace issues into the education curricula at all levels and auditing such curricula for gender before they are published	NCDC, MGLSD,
<b>2</b>	Subject each new development programme including Sector Strategic Plans and Annual Work plans and budgets to gender audits	All Ministries, departments and agencies
<b>3</b>	Integrate gender issues in all future peace agreements	Government
<b>4</b>	Monitor and ensure that all post and pre deployment training for troops going for peace keeping missions incorporate 1325, 1820 and other international human rights instruments.	Government , UNDP, CSOs to monitor
<b>5</b>	Re conceptualise the role of women in post conflict reconstruction and acknowledge, analyse and reflect in programme design the critical role played by women in economic recovery programmes.	Government
<b>6</b>	Train local authorities and officials at district and sub county levels in gender sensitive planning and budgeting	CSOs
<b>7</b>	Develop planning and monitoring tools for both conflict and gender impacts of development interventions	Ministry of Finance

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