

SQUEEZING WATER OUT OF A STONE?

Working and living conditions of the Uganda Police Force personnel and their implications on observance of human rights



**A research report by the
Uganda Human Rights Commission
2022**

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Published by

UGANDA HUMAN RIGHTS COMMISSION

Head Office - Rume Towers, Plot 19 Lumumba Avenue, P.O. Box 4929, Kampala
Tel: +256-414-348 007/8 Toll free: 0800 100766 Email: uhrc@uhrc.ug Website: www.uhrc.ug



FOREWORD

The Uganda Human Rights Commission (UHRC) is the National Human Rights Institution with the constitutional mandate to protect and promote human rights in the country. On the other hand, the Uganda Police Force (UPF) is mandated under Article 212 of the Constitution to: Protect life and property; preserve law and order; prevent and detect crime; and cooperate with the civilian authority and other security organs established under the Constitution and with the population generally.

In addition, the UPF is obliged under Article 20 (2) and 221 of the 1995 Constitution of Uganda to respect human rights. Article 20 (2) states: “The rights and freedoms of the individual and groups enshrined in this chapter shall be respected, upheld and promoted by all organs and agencies of Government and by all persons”. Article 221 states: “It shall be the duty of the Uganda Peoples Defence Forces and any other armed force established in Uganda, the Uganda Police Force and any other police force, the Uganda Prisons Service, all intelligence services and the National Security Council to observe and respect human rights and freedoms in the performance of their functions”.

Since its inception in 1996, the UHRC has worked closely with the UPF in an effort to improve the understanding and appreciation of the personnel of their constitutional human rights obligations to enhance compliance with a view to fostering human rights observance. In accordance with Article 52 of the Constitution of Uganda, UHRC has conducted innumerable human rights and constitution education/information programmes for UPF personnel as a proactive strategy for preventing and pre-empting human rights violations as opposed to redressing them after they had occurred. UHRC also handles complaints of human rights violations against UPF personnel providing redress, mainly compensation, to the victims; monitors the UPF compliance with human rights obligations at all levels; and inspects UPF detention facilities to recommend to government the necessary actions for improvement of conditions therein.

The UHRC – UPF engagements started with the topmost officers of the UPF then, before they were cascaded downwards to all personnel. It was believed that most human rights violations committed by the UPF personnel then were as a result of inadequate knowledge, understanding and appreciation of human rights. Today, every person who qualifies as a UPF officer will have fair knowledge of human rights. Therefore, it was strategic to build their capacity first in order to ensure they did not violate human rights or when they did, to hold them accountable fairly. Once the senior officers were brought on board, it became easy for the rest to follow suit. Indeed, a noticeable improvement in observance of human rights by the UPF was registered in the 2000s.


The partnership was further strengthened through training of trainers and other strategic engagements that resulted into a resource of human rights defenders being created within the UPF. These have sustained the Human Rights Education efforts internally even in the absence of UHRC. It is these efforts that culminated into the creation of a Human Rights Desk of Police in 2006 responsible for sustainable strategies to ensure that respect for human rights is inherent in law enforcement. This was eventually elevated into a full Directorate of Human Rights and Legal Services, headed by an Assistant IGP. In 2009, the UHRC and the UPF jointly produced a Human Rights Training Manual for the Uganda Police Force to enable personnel of all ranks to adequately know and internalise human rights, the Constitution of Uganda and all the obligations it bestows on Government and all its organs. Furthermore, Human Rights was incorporated into the curriculum of the Police Training Schools as an examinable subject for the initial training on joining. Recruits have to pass the Human Rights subject among others to be able to graduate as policemen and women. With this, every policeman and woman is expected to have the basic knowledge of human rights which should be critical for human rights observance. Government, UHRC, development partners and other stakeholders have made significant investment in terms of finances, human resources and time over the years to ensure that UPF personnel know, respect and observe human rights.

However, despite these numerous interventions for the respect and observance of human rights in the performance of police functions, the UPF consistently topped the respondents in complaints of human rights violations registered by the UHRC against public and security agencies over the years. This raised concern to establish where the disconnection was, between awareness of human rights and compliance, and why. Whereas UHRC acknowledges that it is not an institutional policy to violate human rights in the course of law enforcement, it is mindful that impunity for violations needs to be addressed from the root and underlying causes stamped out.

To address this concern, a high level strategic meeting was held between the top leadership of both UHRC and UPF in 2019. It candidly assessed the situation of human rights observance within the UPF; identified the factors fuelling the undesirable state of affairs and hindering attitude change despite all the interventions. Whereas the meeting recognised the goodwill, willingness and commitment to improve and strengthen the partnership of UPF and UHRC, a number of resolutions were made on actions necessary going forward. Key among them was that UHRC should conduct a research into the welfare of police personnel and make recommendations for its improvement considering the impact it has on observance of human rights.

It is hoped that the findings and recommendations of this research will be acted on expeditiously by the Government so that solutions tackle underlying causes beyond the manifestations. It is also critical to appreciate the challenge that UPF personnel grapple with in struggling to respect the human rights of others when their own are violated. UPF personnel are human beings with claimable rights. The UHRC believes that it is possible to kill two birds with one stone when the rights of UPF personnel are respected, protected and fulfilled because this would ultimately translate into human rights observance for the rest of the population.

The UHRC is committed to ensuring that the Human Rights Based Approach is applied in all government entities because human rights are the key to sustainable development, security and peace in Uganda.



MARIAM F. WANGADYA
CHAIRPERSON



MESSAGE FROM THE INSPECTOR GENERAL OF POLICE

The constitutional mandate of the Uganda Police Force (UPF), as detailed under Article 211, is to protect life and property; preserve law and order; prevent and detect crime; and cooperate with the civilian authority and other security organs and with the population generally. In addition, Article 221 obliges the UPF, just like our other sister security organisations, to observe and respect human rights and freedoms in the performance of its functions.

As a police force, we are therefore mindful that our work in law enforcement, crime management, maintenance of public security and order impacts directly on national security, stability and justice among others, which are part and parcel of the human rights that all people in Uganda are entitled to. We also appreciate that UPF is a lead agency that interacts with, operates within and among the population on a daily basis. Importantly, UPF is constituted by human beings who are also rights holders in their own right.

We recognise that the Uganda Human Rights Commission (UHRC) is constitutionally mandated to protect and promote human rights in Uganda and therefore has oversight over the work of the Uganda Police. Indeed we have worked together and achieved many human rights milestones from shared strategic thinking processes aimed at enhancing the observance of human rights. The relationship of Uganda Police Force and the UHRC dates way back to the late 90s and it has been instrumental in enabling police personnel understand the concept of human rights as a fundamental requirement for every law enforcement officer to be able to deliver to the expectations of the people we serve. Our combined efforts are unceasing to ensure that UPF personnel understand and appreciate human rights, the challenges of observance of human rights and the critical strategies for facilitating a human rights-based approach to policing in Uganda.

In view of the foregoing, the UPF welcomes this research report on ***'Working and living conditions of the Uganda Police Force personnel and their implications on observance of human rights'***. The research is a tangible result of our strategic engagement on why accusations of human rights violations against the police personnel were persisting despite many interventions to address the situation. UPF is particularly appreciative that the research focused on the human rights of the police personnel themselves which are rarely focused on and hardly form part of any discussion agenda on human rights. We are also grateful that UHRC engaged and involved UPF in the course of the research processes. It is logical that improving the living and working conditions of police personnel will have direct benefits for observance of human rights, not only for them but also for everyone else that they are constitutionally mandated to protect.

I appeal to all the stakeholders to whom recommendations have been made to act accordingly so that the dire situation of police personnel can be rectified; and in turn, create a positive impact on the general human rights situation in Uganda. I pledge on behalf of the UPF command and management to carry forward the recommendations made to the UPF. We will ensure that UPF accountability on human rights is enhanced by not only strengthening our disciplinary enforcement mechanism against errant officers but most importantly tackling mindset and attitude change towards proactive observance of human rights especially regarding the prevention of violations. The UPF as an institution will also strengthen its human rights structures to ensure that the rights and freedoms of police personnel are observed.

In the spirit of a holistic approach to improving observance of human rights, UPF welcomes the commitment and support of all stakeholders on our challenging journey to fulfil our mission: *'To secure life and property in partnership with the public in a committed and professional manner in order to promote sustainable development'*. We guarantee full commitment on our part.

For God and my Country



MARTIN OKOTH OCHOLA



ACKNOWLEDGEMENT

On behalf of the Uganda Human Rights Commission (UHRC) I wish to express our gratitude to the Government of Uganda, the leadership of the Uganda Police Force (UPF), the personnel of UPF and staff of UHRC who together enabled this research to be undertaken and the report produced. This research on: 'The working and living conditions of Uganda Police Force personnel and their implications on observance of human rights', which was long overdue, could not have been done without the contributions and support of various people and institutions.

We thank the Government of Uganda for providing the necessary financial support to UHRC to undertake the research. We also thank the UPF Leadership and Management for their cooperation and the conducive environment they provided for the free and active participation of their personnel in the research process. The strategic guidance and endorsement of the UHRC Chairperson and Members of the Commission is fully appreciated.

Special thanks go to the UPF personnel in all the policing regions in Uganda who were respondents in the study for their cooperation and support. Their thoughts, views and expressions were invaluable in enabling us produce an authentic, people-based research. We appreciate the fact that they took time off their busy schedules to participate in the study.

We are also grateful to the management and staff of UHRC who provided guidance and support during the research process. Special recognition and appreciation goes to the research team led by the Director Research, Education and Documentation, Mr. Kamadi Byonabye that conceptualised the research, collected and analysed data from the various police regions countrywide and compiled it into this report. We thank them for a job well done. The team members included the Commission Planner, Mr. Charles Mukasa, Regional Human Rights Officers in the Regional Offices namely: Ms. Sarah Nakhumitsa, Mr. Farouk Nyende, Mr. Nicholas Ogwang, Ms. Juliet Logose, Ms. Harriet Kajobe, Ms. Teopista Twembi, Ms. Jashmin Kasujja Nambi, Ms. Fionah Abalo Opoka, Ms. Betty Enangu Mr. Paul Piramoe, Mr. Gabriel Okangas, and Ms. Teddy Achayo; the Senior Human Rights Officer/Editor, Ms. Rose Mary Kemigisha, Senior Librarian, Ms. Betty Bennadine Amony; Human Rights Officers namely: Ms. Esther Nassiwa, Ms. Roseline Amayo, Ms. Samia Nassolo, Ms. Rachel Naigaga, Ms. Lovisa Nassali, Statistician, Ms. Daisy Kurukuru and Assistant Planner, Mr. Noel Oyungroth.

Finally, we recognise and thank all participants in the internal and external validation meetings without whose valuable contribution this research would not be complete. We are grateful to you all.

It is our sincere hope that all these efforts will be rewarded when this research bears fruit in terms of improving the living and working conditions of police personnel in Uganda and ultimately the enjoyment of human rights by all people in Uganda.



Margaret Lucy Ejang
Ag. Secretary to the Commission

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LIST OF ABBREVIATIONS AND ACRONYMS

ACHPR	African Charter on Human and Peoples' Rights
ACTV	African Center for Treatment and Rehabilitation of Torture Victims
AIP	Assistant Inspector of Police
Art.	Article
AU	African Union
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
DPC	District/Divisional Police Commander
HRCU	Human Rights Center Uganda
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
IGP	Inspector General of Police
ILO	International Labour Organisation
IP	Inspector of Police
JLOS	Justice, Law and Order Sector
LDC	Law Development Center
MoGLSD	Ministry of Gender, Labour and Social Development
MOH	Ministry of Health
MoIA	Ministry of Internal Affairs
OHCHR	Office of the High Commissioner for Human Rights
PC	Police Constable
RPC	Regional Police Commander
SPC	Special Police Constable
UDHR	Universal Declaration of Human Rights
UHRC	Uganda Human Rights Commission
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UPF	Uganda Police Force
URSB	Uganda Registration Services Bureau



EXECUTIVE SUMMARY

In accordance with the Constitution of Uganda under Articles 51 and 52 (1) (c), the Uganda Human Rights Commission, which is the National Human Rights Institution, conducted research on: Working and living conditions of the Uganda Police Force personnel and their implications on observance of human rights. The research was conducted against the background of the Uganda Police Force (UPF) constitutional mandate under Article 212, to protect life and property; preserve law and order; prevent and detect crime; and cooperate with the civilian authority and other security organs and with the population generally. This is in addition to the UPF constitutional obligation to respect, uphold and promote human rights and freedoms in the performance of their functions, as enshrined under Article 20 (2) and 221.

1. Purpose of the research

Since inception in 1996, the Uganda Human Rights Commission and other partners including government MDAs, development partners, civil society and private sector, have made various interventions to improve police personnel's appreciation of and compliance with their human rights obligations. The enactment of the Prevention and Prohibition of Torture Act, 2012 and the Human Rights Enforcement Act, 2019 among others, was aimed at preventing human rights violations and ensuring that persons who violate them are individually held liable for their actions.

Through engagements with UPF, a number of milestones to ensure observance of human rights were achieved including the establishment of the Directorate of Human Rights and Legal Affairs; the passing of a training policy that made the Human Rights Module a compulsory and examinable subject in police training schools; and the UPF Human Rights Policy, 2019, among others. In addition, the police top leadership, has always insisted that violating human rights in the course of law enforcement is not an institutional policy and that was why UPF established a Professional Standards Unit (PSU) to check the conduct of its personnel.

In spite of the above efforts and milestones, the situation on the ground does not reflect the investment already made to ensure observance of human rights by the UPF. Persistent human rights violations have cost the government funds in the form of compensation, which would otherwise have been directed to other development initiatives. The UPF has been incurring the cost from its own budget allocation since 2018 when compensation was decentralised to liable government entities. These funds would otherwise be used for improving working and living conditions of personnel and service delivery.

However, media reports and UHRC inspections have revealed grave police welfare concerns especially the inadequate and dilapidated accommodation and poor facilitation particularly for personnel. The dire situation has also come to light through judicial activism aimed at holding government and its actors accountable for the resultant violation of the rights of UPF personnel to dignity of person, privacy and family among others. There have been calls to Government by different stakeholders including UHRC and Parliament, to address the appalling living and working conditions of the UPF which could be facilitating abuse/violation of human rights.

In view of the foregoing, the UHRC conducted this research on the relationship between living and working conditions of the UPF personnel and how it impacts their observance of human in the performance of their duties. The research sought to establish whether police working and living conditions are a catalyst for human rights abuse or violation, in order to inform proposals for strategic interventions to address the issues.

2. Objectives of the study

- a) To establish the relationship between working conditions and observance of human rights in the UPF.
- b) To investigate the relationship between living conditions and observance of human rights by the UPF.
- c) To assess the moderating role of socio-political factors on the relationship between working conditions, living conditions and observance of human rights.



The Chairperson and Members of UHRC were joined by the Inspector General of Police who was represented by the Director HRM (6th left) and the rest of the top management of UPF at the validation meeting of the research in December 2022 at Hotel Africana, Kampala.

3. Scope of the study

The research was conducted between February and July 2022 in 28 police regions, covering 75 districts of Uganda. A total of 955 respondents were purposefully selected to ensure adequate representation.

4. Methodology

The study adopted an explanatory research design in which triangulation of methods (qualitative and quantitative) was used to collect and analyse data. A conceptualisation meeting was first held with the UPF Directorate of Human Rights and Legal Services to generate preliminary information about the UPF personnel and the key determinants of police welfare. A desk review was done on the existing legal and policy frameworks, key documents including UPF policies, strategic plan and the website, as well as reports on government compensation of victims of human rights violations. The study also administered questionnaires to randomly selected police personnel country-wide across the ranks. Key informant interviews were done as well as Focussed Group Discussions amongst personnel randomly selected at the various police stations. The researchers also used observation, particularly of the housing and work environment of police personnel and their response to client needs.

5. Major findings of the study

(1) Working Conditions and observance of human rights by Uganda Police Force

a) Office Space/Structure

It was found that 79% of the respondents had office structures, 68% of which were owned by the UPF and the rest by other government institutions such as Sub counties, immigration offices, UNRA, Town/municipal council and custodian board. Others were either rented premises, communally owned or privately owned.

Majority of the respondents (47%) described the office structures as moderately decent, 21% as decent, 24% as dilapidated while 4% said they were makeshift structures. Only 23% of the respondents indicated that their office space was sufficient. The 62% who reported insufficient space revealed that, most of the police stations/posts lacked space for particular offices such as CID, FFU, CFPU, armoury, exhibit store, Radio room, suspects' cells, health unit and CCTV room, among others and as such they opted to improvise or share. Some police units had improvised with arms chests in lieu of the armoury and grass-thatched huts in lieu of permanent structures.

There were inadequate cells, more so to cater for the different sex and juvenile offenders. Whereas 93% stated that their units had male cells, only 78% had female cells. Similarly, only 42% had juvenile male cells and 30% had juvenile female cells. Consequently, UPF personnel improvised by either holding suspects at the counter; or guarding them under trees during the day and at night locking them up in an office or the police personnel's home; issuing police bond even in circumstances where it would ideally not have applied; incarcerating children with adults or releasing them even where this would result in more challenges; transferring suspects to other stations resulting in their families and relatives having difficulty to access them, which violated their rights.

More than half of the respondents raised concerns over the inadequate space for exhibit stores. Where they existed, some were also used as general stores. Many kept exhibits in other offices, the counter, compound, verandah, under trees and at home thereby exposing them to natural and human factors that interfered with their integrity, quality and safety affecting their evidential value. Only 12% of the police Units had other facilities like records offices, radio rooms, police health centres, shelter for SGBV victims and canine section among others.

Insufficiency of office space jeopardises privacy and confidentiality in handling sexual and gender-based violence-related offences and the timely handling of clients. Improvisation, which included personnel recording statements of clients/suspects under trees or from their homes, delayed processes leading to prolonged stay of suspects in detention as investigating officers waited to take turns to handle clients in shared offices and could not expeditiously process files in time to produce the suspects in court or release them accordingly. All these affected the rights to privacy, personal liberty, a clean and healthy environment, food, health, fair hearing, life and property, as well as freedom from torture, among others.

b) Office supplies

Only 49% of the respondents had full staff uniform, 45% stationery and 33% fuel, oil and lubricants. Only 16% were getting food ration and 6% meals on duty. Those who said they had other supplies such as police forms (PF3, PF18, statement forms) reflector jackets, SD (station Diaries) books, warm suits, plain clothes allowance, soap and sanitary towels for female suspects, blankets and mattresses for SGBV victims and weather jackets were only 16%. Majority (80%) of these said the supplies were insufficient, 11% said they were partly sufficient and only 6% said they were sufficient. The supplies were a challenge in police posts and some police stations because they had no budgetary allocation for imprest. RPCs, DPCs, some OC stations were said to be receiving office imprest ranging from UGX 300,000 to UGX 2,000,000 per quarter, which was inadequate given the number of stations/posts and the districts covered by each. Most supplies such as stationery and fuel were used up in the first month of the quarter.

Consequently, police personnel improvised using their own money from their meagre pay to buy some supplies while others depended on the support and good will of well-wishers such as community members, politicians, religious organisations, schools, District/Sub-County Local Government offices, NGOs/CSOs and local business owners. In some stations/posts police personnel would request clients/suspects or their relatives to photocopy PF3 or PF18 before they were rendered services.

The supply of uniforms was irregular and sometimes marred with irregularities, while often the uniform supplied was an incomplete set. With no warm suits and raincoats, some personnel endured cold weather while on duty especially in cold areas of Kabale, Kisoro, Kapchorwa, Kween, Bukwo, Mbale and Fort Portal. Yet improvising with warm civilians clothing over the police uniforms was a disciplinary offence for which they would be fined. Expectant mothers were not provided with any maternity-appropriate uniforms while on duty because UPF did not have such specific uniform but they were permitted to wear civilian maternity clothes. Some respondents however revealed that, wearing plain clothes during pregnancy at times disadvantaged them from being deployed on guard duties where they could earn extra money, so at times some continued “squeezing” into uniform to remain deployed.

c) Office Equipment

On availability and functionality of equipment such as motorcycles, firearms, vehicles, protective gears, batons, handcuffs, fire-fighting gears, CCTV cameras; machines for traffic services and communication equipment, 59% of the police personnel revealed that the equipment most available to them were motorcycles, while only 2% had generators available. While the UPF personnel had some office equipment, only 8% said it was sufficient while 67% said it was insufficient.

Consequently they improvised through doing less work but within their means, meeting the official expenses with personal funds, borrowing from colleagues, borrowing from neighbours (especially chairs), approaching members of the public to provide vehicles and motorcycles, outsourcing from other government Ministries, Departments and Agencies, CSOs and seeking support from politicians. At times they had to share guns, ask complainants to transport officers, use “wananchi” (civilians) to carry accident victims, use ropes in lieu of handcuffs and use observation to detect crime in lieu of required gadgets, among others. They often hired motor vehicles and motorcycles (boda boda), used police guards to walk with suspects to court in the absence of vehicles, locally got intelligence using mobile phones, and depended on local leaders and community members to convince suspects to report to police instead of direct arrests. In what they referred to as “using 99” they often had to find a way of executing the assignments by all means.

In improvising, most personnel were well-intentioned. Nevertheless, some strategies were found to be high risk with a likelihood of causing or promoting human rights violations.

d) Office utilities(water and energy)

Water availability stood at 80% for sources within the vicinity of police stations. The most commonly used was piped (tap) water. Most personnel accessed water within a radius of five meters. The water was said to largely be of good quality. However, some stations had challenges because water was either unavailable or inadequate to cater for the office needs. This mainly affected outposts and newly established police stations/posts.

With regard to electricity, access within the office premises was found to be at 71%.

Those who used solar were 8%, kerosene lamps 2% while 19% used other energy sources like charcoal, firewood, torches, phone light, moonlight, candles and gas. Those who accessed electricity said when it was not available, they used internet cafés at their cost to perform urgent official duties. However, this posed risks to safety and confidentiality of information as well as causing delays in response. They often improvised with flashlights (torches and phones), kerosene lamps, candles, and at worst, depended on charcoal, firewood and moonlight. This impacted on service delivery as well as exposing the police personnel to health and security risks. The lack of access to electricity impacted the right to speedy and fair hearing, among others.

e) Deployments and transfers

These were implemented through nomination, appointment, application and special arrangement. While 30% of respondents revealed that they were fairly done following the well established procedures and in consideration of one’s sex, age, professionalism, rank, trainings, competence and health status, 70% said they were not fair due to underhand methods, corrupt tendencies, favouritism, tribalism, nepotism, technical know-who, bribery or “kickbacks”. In addition 70% of the respondents said they were not aware about the deployment and transfer processes. Regardless of the process or factors for deployment or transfer, personnel said they individually footed the bill for their relocation.

f) Remuneration

Majority of the respondents (52%) were earning between UGX. 400,001–600,000 per month while 36% were earning between UGX. 600,001–1,000,000; 5% were below UGX. 400,000 and only 1% earned from UGX 1,400,000 to 3,000,000. Personnel were entitled to benefits like pension, gratuity, workman’s compensation and some allowances depending on the work assigned and/or profession. Some of these allowances were: Special duty, living out, subsistence, professional, safari day, per diem, operations, plain cloth and transport / disturbance.

Salary was rank-based save for the “professionals” as categorised under the Public Service Circular Standing Instruction CSI No. 4 of 2019, who had a significantly higher salary than the non–professionals. Consequently, in some cases personnel of the same rank, same qualifications and same duties were paid differently. This

salary disparity has led to challenges in effecting command and order. It was fuelling indiscipline and lack of respect for commanders since their better-paid subordinates disparaged them out of a superiority complex ultimately leading to loss of morale and poor performance. It was established that the level of one's education did not determine his/her salary/pay. The disparity between academic qualifications and salary range was another challenge as respondents said it was unfair for graduates to earn the salary of a constable. Another concern was on cases of unexplained missing salaries for a long time and deletion from the payroll of some personnel, including the newly-recruited.

On the adequacy of pay, the personnel, both from the professional and non-professional categories stated that the salary was very low and too inadequate to match the increasing cost of living and their welfare. They observed that salary should have been based on workload and rank to ensure that the difference does not demotivate personnel. Nonetheless, 47% of the respondents said the inadequate pay did not affect their duty to observe human rights.

The research established that there was a well-laid retirement scheme which provided for gratuity and pension for retiring personnel. However, concerns were raised on the delays in processing retirement, pension and gratuity which had caused a lot of frustration to some that had retired. They said the heavily bureaucratic process also had irregularities.

The research established that in attempting to manage the deficit of the meagre salaries, 51% of the respondents were involved in agriculture, 18% in consultancy work, while 15% had small businesses. However, 32% preferred not to disclose their economic engagements while 44% had no side incomes and depended solely on their salary. Some were involved in more than one side activity. While the initiative to supplement the meagre salary was very good, it raised questions of conflicting loyalty to their official duties on the one hand and their private businesses on the other.

g) Promotions and training

A total of 45% of the respondents said promotions were fair, transparent, objective and followed well-established procedures as stipulated under the Public Service Standing Orders (2010) Sections (A-G) and the Police Standing Orders and that the establishment of a Placement and Promotions Committee had streamlined the process that was previously characterised by irregularities. The UPF also developed a promotions policy, 2019 but which was still a draft. However, 55% of the respondents indicated that they were not aware of the available opportunities for promotions and that prescribed procedures for promotions were not being followed due to underhand methods such as bribery, sectarianism, tribalism, "technical-know-who, "godfathering" "tall relative" and one's relationship with the superiors, discrimination, bribery and other forms of corruption and biased assessments, among others.

Training was to a greater extent, being conducted in a professional manner and the training content was good and relevant to the day-to-day policing duties. The study established that UPF had a training policy which was under review and all training activities were guided by a training plan. Majority (63%) of the respondents said they were aware of the training opportunities which they got to know through their immediate commanders/supervisors who submitted their names to Police Headquarters for consideration.

h) Annual Leave

It was established that most personnel preferred to take pass leave to annual leave since it was shorter than the annual leave that required adequate funds to be meaningful. The limited manpower at the stations also made it difficult for personnel to take annual leave while others said shorter leave periods were better for them since they gave them an opportunity to visit their families more often. Some personnel had to be forced to take annual leave. The study found that 15.9% had never gone for any leave be it annual leave, pass leave, maternity/paternity leave, sick leave, study leave or sick leave. They did not want to go away reportedly due to perceived benefits of being around the station, as well as fear that their positions would be taken over while they were on leave.

i) Rewards and Sanctions

Some respondents confirmed that UPF had a reward system where outstanding performers were rewarded. However, others observed that rewards had become rare or occasional, were intangible or were no longer given. Yet some said there was neither a reward system in place nor a clear standard measure for outstanding performance. It was evident that the reward system was not well known to all personnel and was therefore at risk of abuse or undue influence.

The majority (88.7%) of the respondents said the sanctions process followed well-laid and organised procedures based on Police Standing Orders and with a known appeal process. Others (3.4%) said sanctions were randomly determined with some judgements of the disciplinary courts pre-determined or influenced by “Headquarters through orders from above”; while 1.8% said it was influenced by underhand methods such as corruption. However 6.2 % said the process was not consistent, procedures were not guaranteed or properly followed, and was poorly managed whereby investigations were lengthy and sometimes not done well. They said at times one was not allowed to explain or give defence and sometimes it was selective trial and there was no room for appeal.

It was said that personnel facing criminal charges were interdicted and received half pay in accordance with the Public Service Standing Orders. Those who faced internal disciplinary processes continued earning their salary which could only be affected if the punishment handed down was a monetary fine. Respondents claimed if they reported cases of ill-treatment to any institution like UHRC they were suspended or transferred to stations far from their home areas or hard to reach areas as a form of punishment. The mismanagement of the well-established procedures violated the right to a fair hearing which in non-derogable.

j) Safety and Security of police personnel at the work place

Most of the respondents (81%) felt safe at their work places which they attributed it to individual vigilance, regular presence of station and body guards, availability of CCTV cameras in some stations, deployment of at least two personnel at ago, availability of transport in some stations, and fenced premises. However 19% felt unsafe at work due to lack of fenced premises, inadequate manpower, and lack of CCTV cameras, makeshift, damaged grass thatched or dilapidated office structures, lack of /intermittent electricity and long distances between the personnel's place of residence and work place but also between places of deployment and station in the absence of official transport. Specific circumstances of insecurity cited included Karamoja region because of fear of attack by armed cattle rustlers yet some stations were manned by very few personnel; during times of riots or public demonstrations owing to lack of/inadequate protective gear; the poor police image painted by social media; the attacks on police stations by some members of the community and the nature of work.

k) Staff welfare initiatives

Most respondents (85%) stated that they belonged to saving initiatives such as the Police Saving Association Ltd (PSAL), Exodus Police SACCO, Platoon online savings, personal insurance schemes and village SACCOs among others, aimed at enhancing personnel income or financial stability. Personnel also pooled resources and shared them on rotational basis in small groups. The UPF staff saving initiatives were well known to personnel since 98% of the respondents said they were specifically aware of them.

Asked if they had benefited from Exodus Police SACCO where majority of the personnel belonged and the Police Saving Association Ltd (PSAL) which were the two formally known staff saving schemes, only 31.6% said they had. Those who said they had not benefited attributed it to many limitations on access to funds (savings and loans); very low loan limits to facilitate establishment of meaningful projects; irregular meetings and updates on shares, balances and dividends; inaccessibility of savings when required; a lot of corruption; bureaucracy; poor customer care; mandatory withdrawal dates which did not favour the personnel. Only 7% of the respondents rated the UPF SACCO services as very good, 14% good, 23% fair, 26% poor and 30% very

poor. Most of the respondents who rated the Sacco services as very poor or poor belonged to the Exodus Sacco. While most of the respondents who rated the services as very good and good belonged to PSAL.

Whereas the intentions of establishing both the Exodus Police SACCO and PSAL were good, the study established that management of the SACCO services in most instances lacked a human rights-based approach.

(2) Living conditions and observance of human rights by Uganda Police Force

a) Housing / accommodation

Of the 390 police personnel interviewed 29% lived in decent housing, 36% lived in moderately decent housing, 24% lived in dilapidated structures 3.6% lived in makeshift structures while 7.7% did not specify the state of their housing. Of these, 319 personnel were entitled to institutional accommodation even though only 225 were actually staying in the institutional housing, 27% of them in habitable housing, 33% in dilapidated structures, 2% in makeshift accommodation and 32% in moderately decent housing. The study found that even the 32% that described their housing as moderately decent were just comparing with their colleagues who lived in makeshift structures, otherwise the institutional accommodation was largely dilapidated, with shared rooms partitioned by either curtains or makeshift boards; condemned structures unfit for human habitation, uniports which are very uncomfortable. The study further established that junior personnel were the most disadvantaged in terms of acquiring decent housing.

Some personnel opted to live in their homes or voluntarily rent outside institutional accommodation in order to find family time and try to live a decent life, while others especially juniors were displaced from institutional accommodation by senior personnel and any complaint regarding this would have repercussions. Yet entitled personnel who were not residing in institutional housing were not getting any special allowance and individually footed the bill. The personnel who were officially living outside the barracks raised concerns about their personal security at their places of residence, high rental charges and the challenge of finding decent accommodation that does not put the police force in disrepute.

The distance between residences and workplaces impacted on availability of personnel at the workplace for efficient service delivery. Whereas 92% were found to live relatively near their duty stations (0-3km), 5% lived between 3-8kms away, while 3% lived more than 8kms away even up to 14kms. UPF does not facilitate their staff with organised transport to and from work yet they are on call 24/7. The few that had official transport were struggling with the challenge of inadequate facilitation for fuel.

b) Status of utilities and sanitation

Majority of the respondents (80%) had access to water within the vicinity of their accommodation. However only 62% had their water bills paid by the UPF; 19% paid their own bills, 13% accessed free water while 6% got water through community contribution. However even the 80% complained about congestion at the water points especially for big barracks.

The bigger number of respondents had access to electricity (71%) especially in urban areas. In the outposts majority used torches, phone light, kerosene lamps, candles and moonlight for lighting while others used charcoal and firewood for cooking and ironing. Whereas payment of electricity bills in police units was centrally done by UPF there was a disparity in the timeliness of payment of the bills.

c) Access to medical care

UPF has a medical scheme whereby the personnel access medical services starting from the available health centres within their facilities to the level of getting a recommendation from the medical board for complicated cases that require specialised treatment. However, only 40% of the interviewed personnel were aware of the scheme and its funding modalities. Respondents complained that they had to queue for services like any other patients yet they were required to be on call 24/7 and were not aware of any special arrangement to get immediate attention when injured while on duty.

The respondents were aware that personnel who could not be managed at the UPF health facilities were referred to government hospitals and in some instances other specialised facilities paid for by UPF or entitled to a refund in case of personal expenditure on the referred service. However, they complained of lack of transport facilitation to reach the government facilities and lack of medicines in the government health facilities where they were referred to, as well as alleged nepotism and corruption in medical referrals. They decried the bureaucracy involved in getting refunds which had to be processed from the Police Headquarters in Kampala, as well as the discriminatory manner in which they were handled mostly favouring the senior personnel.

d) Decent burial for police personnel

The research found disparities in the way deceased personnel were sent off with senior personnel and those at the headquarters getting a befitting send-off fully sponsored by UPF while others especially upcountry depended on collections from colleagues as the funding provided by UPF would be meagre. This they said was demoralising.

(3) Moderating role of socio-political factors

The study sought to establish the moderating role of socio-political factors on the observance of human rights in recognition of the fact that whereas adequate living and working conditions of personnel could ensure observance of human rights, other factors were likely to affect the realisation of that ideal.

a) Awareness of laws and policies that guide the work of Uganda Police Force

Majority of the respondents were aware of the Police Act (79%), the Penal Code Act (79%) Constitution of Uganda (77%) and the Police Standing Orders (63%) and other laws. However, their knowledge of specific human rights laws was found to be relatively low. The limited awareness was attributed to unavailability of and inaccessibility to hard or soft copies of the laws, inadequate/infrequent or lack of training. Respondents also cited gaps/challenges in implementation of the law such as inadequate time, capacity, equipment and logistics to facilitate enforcement of the laws.

b) Impact of policy implementation on human rights observance

The study covered policies on salary, health, deployment, human rights, training and community policing to establish specific aspects that impact on observance of human rights.

Apart from the gaps in implementation of the human rights policy, it was not adequately known and its impact was yet to be felt by personnel who highlighted discriminatory and haphazard implementation of promotions, deployments, transfers, trainings and inadequate access to medical care.

The policy on salary enhancement for professionals has caused a disparity in pay which is big challenge. The UPF cannot do anything about it since it cuts across the entire public service. However, it was established that in a rank-based institution like the police, army and prisons, it was counterproductive to have personnel of lower rank earning more than their commanders and supervisors as this could put security in jeopardy and has implications for discipline and obedience thereby affecting human rights observance.

The health policy had the potential to enhance observance of human rights since all the strategic interventions are human rights-based. Still in its initial stages of implementation, the policy was still being disseminated and if effectively implemented, would address the issues that the personnel raised including inadequate access to health services including lack of a medical insurance scheme, difficulty of accessing retirement on medical grounds, difficulty in processing refunds for medical expenses, inadequate attention and compensation for injury while at work.

The training policy for enhancing professional competence and capabilities of all UPF personnel strives to put principles that enhance observance of human rights at the centre of all training. If these principles were

effectively upheld, they would enhance the legitimacy of the UPF as a human rights compliant institution which would ultimately improve public trust and respect. However, the policy was not fully contributing to human rights observance because it was adequately disseminated, not readily available hence many were not conversant with it and it is dogged by implementation gaps such as not fully operationalizing the training structure at the lower levels. The study further found a gap in application of the knowledge and skills gained during training, especially at the lower levels due to inadequate supervision and command, limited opportunities to apply the acquired knowledge and skills, as well as “orders from above” that compelled personnel to act to the contrary.

Some of the policies were drafts or under review. UPF had in 2019 started developing/reviewing a policy on placement/deployment and transfer to ensure they are predictable, timely, fair, transparent and systematic, in order to have the right individuals at the right place, at the right time. A consolidated policy on promotions is underway aimed at establishing a fair, transparent and streamlined system of promotion in the UPF that enhances professionalism, career progression and credibility.

c) Interference in Police work

The majority (78%) of respondents confirmed having experienced interference of a political, social, cultural, economic and environmental nature. The majority (64%) had encountered political interference, 21% social, 18% cultural 11% economic and 7% environmental. They cited civilians and community members who resisted/obstructed arrest; local leaders especially LC3s who sometimes pressed for immediate release of suspects; Senior Government officials like Resident DCs and Ministers who disrupted investigations; land dealers who sometimes bribed superiors to influence decisions; prominent citizens and complainants who wanted things done their way and personnel from sister security agencies e.g. UPDF who at times interfered with investigations, confronted police personnel or took the lead in cases which UPF should have handled. The manner in which interferences were executed was disempowering to the police personnel who were often humiliated or belittled before members of the public. This undermined their authority and in essence the authority of the UPF.

Internal interference was also said to manifest through: Bosses who gave conflicting instructions and influenced transfers of those who declined to comply; colleagues at the same rank who considered themselves superior because of favouritism and the way they were recruited (underhand methods); police officers and administrators who intervened in cases concerning their relatives; discrimination in accessing work tools/facilities and betrayal by fellow officers.

The emerging issue of the Covid-19 pandemic impacted the UPF personnel's observance of human rights and affected them as rights holders. This was as a result of incidents that tainted the UPF public image when some personnel violated human rights in an attempt to manage the defiant members of the public who did not appreciate the importance of the restrictions.

However, some respondents said they were not affected by any form of interference because they were well trained, empowered to manage their work in a professional manner and they resisted interference because they were aware of individual liability in case their commissions or omissions resulted into violation of human rights.

d) Attitude towards police work

The largest percentage (78%) of police personnel were proud of their work. Of these 42% said they were very proud, 36% were proud and 14% were moderately proud, in spite of all the challenges they raised. They cited reasons including the fact that it was their choice of profession that they willingly joined; they had managed to earn a living, educate their children and build homes; it had earned them respect from the community; the job was permanent and pensionable; the services they offered protected life and property, contributed to security in the country and that they loved to serve the country. They said the job had enhanced their status in the community, given them exposure, enabled them to meet people of various statuses including VVIPs and establish social networks. They were enjoying privileges and powers, especially managing people who

were more educated; the community appreciated their work; they had access to crime-related information which made them well informed; the job offered protection to their families and trained them to manage challenges.

However, only 6% said they were not proud to be police personnel while 2% were not sure. The reasons cited included their harsh living conditions, low salaries low and poor facilitation for work; the poor public image of the UPF; being despised by colleagues on account of rank; unmet expectations and fear of being framed. They also cited lack of and delayed promotions, nepotism, tribalism, corruption, poor treatment of retiring officers, inadequate rest, deteriorating discipline and their inability to afford basic needs and assets such as vehicles like other citizens can.

It was evident that rank and remuneration did not determine whether respondents were proud to be police officers or not. This showed that there was good will among the majority to perform their functions diligently and serve to the best of their ability in spite of the challenges.

Regarding public perception about police, 90% of the respondents said it had improved through community policing programmes which had created a positive impact. They cited reducing the crime rate especially mob action, domestic violence and violation of children's rights; promoting the protection of the rights of vulnerable persons; changing mind-sets of the people; strengthening the relationship and communication between the police and communities especially the youth; enhancing people's awareness about laws, mandate of the police, and how to report cases as well as appreciation of their rights duties and obligations. They said as a result of these and more public confidence in police work had increased. Those who dissented cited the mismatch between what the officers told communities about police services and what the people found when they tried to access them. For services that were supposed to be free of charge, clients have to photocopy forms and also pay for medical checkups. Instead, the community perceived police personnel as corrupt. Others blamed it on the nature of some communities that were inclined to violence and deep-rooted negative cultural practices, the social media negative influence of the public against the police, as well as general lack of interest in police work.

Recommendations

The study comprehensively analysed all the human rights implications of the findings based on each objective and made deductions to make informed and relevant recommendations for improving observance of human rights in UPF.

The study made general and specific recommendations necessary to ensure that UPF personnel perform their duties effectively for the enjoyment of their rights and the observance of human rights. The recommendations, if implemented, would ensure that UPF personnel work in a conducive environment that fosters professionalism and that they and their families live in decent accommodation and can access other attendant rights.

General recommendations

- (1) The UPF should integrate the Human Rights based Approach in all their policy development, implementation, evaluation and review to ensure that no unintended harm results from legitimate decisions and actions.
- (2) The UPF should observe the human rights of the police personnel stipulated in the policies in order to maintain a constructive attitude of the police personal towards human rights respect and observance.
- (3) The UPF should continuously improve communication and information flow particularly from the headquarters to all units and to all personnel since some of the grievances, conflicts, interests and needs were as a result of inadequate information.

Specific recommendations

Working conditions

- (1) The Ministry of Finance Planning and Economic Development should increase funding to UPF to facilitate the construction of decent offices with the requisite facilities and amenities that are in line with human rights standards on police stations; provision of adequate equipment and supplies and dissemination of laws to all personnel.
- (2) The UPF should develop a standard design for a police station/post that conforms to human rights standards on police stations and ensure its progressive implementation.
- (3) The UPF should stop the use of Uniports and other makeshift structures as offices and cells.
- (4) UPF should provide adequate supplies and equipment to personnel to facilitate proper conduct of work and mitigate the challenges associated with personnel soliciting the same from the public. UPF should specifically:
 - (a) Ensure that the supplied equipment and supplies are in tandem with the geographical coverage and work requirements of specific police stations and posts.
 - (b) Prioritise regular and adequate provision of basic supplies like fuel, stationery, police forms and registers and equipment like batons, guns, handcuffs, vehicles, motorcycles, scene of crime equipment, among others and ensure that they are well maintained and serviced to facilitate provision of basic police services by every police unit.
 - (c) Provide uniforms in full, in a timely manner and in consideration of unique duty requirements, weather and area-specific climate patterns. Expectant mothers should be provided with an appropriate office uniform to address challenges of non-deployment to duties that required uniform.
 - (d) Reinstate plain clothes allowances for personnel who are bound by duty not to wear uniform.
 - (e) Investigate the sale of UPF uniforms to personnel and the public and prosecute culprits. Accordingly UPF should also establish a mechanism for confirming that all personnel receive full and adequate uniform.
 - (f) The Ministry of Public Service should review UPF remuneration to address the huge gap caused by the implementation of a professional pay in view of the rank based institution. The review should cater for enhancement of the salaries of non-professional personnel; align the salaries of other professionals currently in police whose pay is not commensurate to that of their counterparts in the mainstream public service; take into consideration the high cost of living, responsibilities and; give special consideration for personnel who handle hazardous substances, equipment, those working in hard to reach areas and volatile situations.
- (5) UPF should without delay, update all staff records and ensure that personnel who have missed salary are urgently paid and that those who were promoted but are not earning the right salary are also paid their dues. The records update should also provide adequate information for the quick processing of retirement benefits.
- (6) The Ministry of Gender, Labour and Social Development should expedite the process of enacting a minimum wage to cater for the salary discrepancies among public servants and other workers.
- (7) UPF should enact and implement policies that address issues raised in deployment, transfers, training and promotions. In so doing UPF should specifically:
 - a) Implement a rotational deployment plan after a specific number of years to ensure that all personnel have equal chances of being deployed in being deployed in all parts of the country.
 - b) Streamline deployment for special duty to ensure that all personnel have equal chances of accessing the accruing benefits.
- (8) UPF should in the interim streamline deployment and transfers to ensure that due consideration is given to family life, gender, school going children and facilitation for transferred personnel. The timing should specifically give due consideration to school going children to ensure that their academics are not interrupted.
- (9) UPF should revamp the police children schools and construct new ones ensuring that they are of a high academic standard and affordable for its personnel to facilitate the right to education for their children.
- (10) UPF should set up child day-care facilities to facilitate their staff to work while their children are well taken care of.

- (11) UPF should conduct an analysis of all its staff to assess and address the manpower gaps so as to deal with fatigue amongst personnel and ensure that personnel can go for leave without undue interruption.
- (12) UPF should ensure that the criteria for promotions and trainings is clear to all and that the processes are transparent to ensure equal opportunities for all. Special consideration should be given to vulnerable persons especially the elderly.
- (13) UPF in collaboration with the Ministry of Public Service should ensure that personnel who retire get immediate access to their benefits but not exceeding a period of one year and punish corrupt personnel who delay a retiree's benefits.
- (14) UPF should organise regular financial literacy trainings for its personnel to ensure proper preparation for retirement.
- (15) UPF leadership should pick special interest in the management of the exodus SACCO to ensure voluntary membership, safeguard personnel's funds, ensure access to information and participatory decision making that is representative of members' views.
- (16) UPF should enact and implement a policy against sexual harassment.
- (17) UPF should increase office imprest and ensure that all police units are effectively facilitated.

Living conditions

- (1) UPF should stop the use of uniports as a form of housing for police personnel because they are not fit for human habitation.
- (2) The available funding for 'uniports' should be used to construct permanent, decent, low-cost houses, leveraging modern technology and designs in order to cater for all the personnel who are entitled to institutional housing.
- (3) UPF should prioritise renovation of existing houses where appropriate, to ensure decent accommodation for the personnel.
- (4) UPF should consider construction of senior quarters or provide adequate housing allowance to ensure decent and safe accommodation, commensurate with the status of senior personnel.
- (5) UPF should pay housing allowance to personnel entitled to institutional housing but who have not been allocated any.
- (6) UPF should urgently investigate and address the unfairness in allocation of institutional houses in order to address the plight of entitled personnel.
- (7) UPF should fence off barracks to provide a safe and secure environment for personnel and their families.
- (8) UPF should streamline the medical scheme, sensitise personnel about it and ensure that its implementation benefits all personnel and their families without discrimination. The scheme should also cover injuries of personnel at work and a befitting burial.
- (9) UPF should consider establishing a countrywide network of health facilities that can handle referred personnel from the police clinics and health centres.
- (10) UPF should work with Ministry of health and National Medical Stores to ensure that the UPF health facilities are well stocked to meet the health needs of personnel.
- (11) UPF should establish a continuing programme of sensitization of its staff and families on mental health and HIV/Aids to cater for their psycho-socio needs and reduce the risks associated with HIV/Aids and mental stress.

Socio-political factors

- (1) Ministry of Finance Planning and Economic Development should allocate funds to UPF and UHRC to facilitate the dissemination of laws and policies as well as training of personnel in the requisite laws and human rights in line with the duty of the state to train/ provide constitution education to security personnel and the community as provided for under Articles 4 (b) and 52 of the Constitution of Uganda.

- (2) The Judiciary should ensure availability of regular court services at every Sub-county to enhance access to justice and protection of human rights.
- (3) The Office of the Director of Public Prosecutions should ensure availability of ODPP services at every Sub-county to facilitate expeditious handling of files so that UPF personnel do not get stuck with suspects beyond the legal period.
- (4) The Ministry of Internal Affairs should construct more Prisons in areas where police services and courts currently exist without a prison facility.
- (5) UPF should ensure availability of requisite laws and policies in all stations and especially posts in user-friendly formats like pocketbooks, flyers etc. to facilitate decision-making by its personnel.
- (6) UPF should expedite approval of existing draft policies and the implementation of all policies on training, promotions, deployments and transfers.
- (7) UPF should empower their personnel not to take unlawful orders and protect them against the repercussions and undue influence.
- (8) UPF should ensure adequate deployment and facilitation to safeguard personnel from harm by some members of the public.
- (9) The UPF should prioritise the dissemination of the Police Human Rights Policy so that personnel can appreciate it as a fundamental instrument in their work.
- (10) The UPF should build the capacity of police personnel in modern skills of investigations and provide adequate facilitation to enhance adherence to the 48-hour constitutional requirement.
- (11) UPF should review the approach to the training on human rights in the police training schools from one-off sessions to integrated/mainstreamed courses. It should be a requirement for instructors in police training schools to be well grounded in human rights.
- (12) UPF leadership should ensure that the Training Department is operationalised at the lower levels to ensure adequate monitoring of compliance and application of the knowledge acquired during training.
- (13) UPF should develop a comprehensive media strategy, covering social media, to adequately share information with the public, particularly documenting the positive stories from police, in order to improve its public image.
- (14) UPF should strengthen mechanisms of addressing alleged cases of corruption by personnel and ensure that punitive measures are taken against those that are proven in accordance with the existing national legal framework.
- (15) The UPF Directorate of Human Rights and Legal Services and the PSU should be strengthened to be more effective in empowering Police personnel to comply with human rights standards and protect them from undue reprisals.
- (16) The UPF should do everything possible to end impunity and enhance accountability for human rights violations committed within and/or outside the UPF.
- (17) In the harmonization of remunerations for public servants, the Ministry of Public Service should ensure fair pay that is commensurate to the ever changing economic environment to overcome corruption, low morale, and absenteeism among other vices that may arise from pay disparities.



CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.0 Introduction

Uganda Police Force (UPF) plays an important role in the protection and promotion of human rights. For a long time, reports by the UHRC and other agencies (Human Rights Network for Journalists [HRNJ], 2021, UHRC, 2021, UPF, 2021) have noted that the UPF is a lead respondent of human rights complaints in the country. In its 22nd and 23rd Annual Reports, UHRC revealed that, out of the total 781 complaints of alleged human rights violations registered in 2019, 398 were against the UPF while out of 601 complaints registered in 2020, 316 were against the UPF. Much as there was a reduction in number of complaints registered compared to 2016 and 2017 where 781 and 621 complaints were registered against the UPF respectively, the UPF still remains one of the top human rights respondents in Uganda. Deprivation of the right to personal liberty, freedom from torture and property are the top 03 human rights violations perpetrated by the UPF. The UPF Strategic Plan 2015-2020 pointed out that; staff welfare was a major de-motivating factor in delivery of policing services. It partly manifested in form of only 24% of the entitled Staff being accommodated. This is in addition to inadequate personnel strength and equipment as well as challenges related to professionalism in terms of training, skills development and attitude change. There is also a negative attitude towards the UPF by some sections of the public which defeats the community policing strategy of the UPF. This corroborates UHRC's Monitoring and Inspection findings in police detention facilities that have consistently recommended that police welfare including the living and working conditions be improved.

This research investigated the relationship between police officers working and living conditions and observance of human rights by the personnel during the course of their work. Working and living conditions were conceived as the independent variables in the study while observance of human rights is the dependent variable. This chapter presents the background to the study, statement of the problem, general and specific objectives of the study, research questions, the conceptual framework, significance, justification and scope of the study and the operational definition of terms.

1.1 Background to the study

1.1.1 Historical perspective

Policing has its origin in the “watch system” of the middle ages which was premised on voluntarily patrolling of the streets and guarding cities from sunset to sunrise. This period was characterized by lawlessness, corruption, theft, robbery, prostitution, among others which prompted citizen groups known as the vigilantes to spring up to combat crime (Ssegirinya, 2014). Prior to colonialism, most African societies did not maintain a professional police force, in the sense of a group of people organised, trained, uniformed, deployed and remunerated solely for policing criminality and civil disorder. Uganda wasn't any different. According to Nagujja (1997) it was structured based on Kingdoms, chiefdoms, and tribal societies which often waged wars of expansion and protection. As such, in 1895, the colonial government approved an ordinance to create and empower a national army and disband the various tribal armies. This in their view, would promote export of goods such as cotton since it would create law and order and provide labor. Consequently, in 1906, the first formal police force called the Uganda Armed Constabulary was established under the orders of Sir Harry Johnson. They suppressed native resistance to colonial policies, dealt with civil disturbance, crime prevention, crime detection and preserved peace. Uganda's independence in 1962 improved police welfare (equipment, standard housing, premises and good wages) and the community considered a police personnel's job prestigious (Biecker & Klaus, 2013).

In spite of the establishment of the police force, respect for human rights was not a priority especially between 1894 and 1962. In the late 1960s, the situation escalated whereby detention without trial became a permanent fixture in the exercise of police powers. Other violations included suppression of dissenting views, killings, disappearances, torture, arbitrary arrests and discrimination. During Amin's regime, an estimate of more than 500,000 Ugandans lost their lives at the hands of government agents (Mubangizi, 2005;

Oloka-Onyango, 1990 & Senyonjo, 2002). The above violations were confirmed by the Commission of Inquiry into violation of human rights (1986) which named the police as one of the perpetrators.

Visible efforts to protect and promote Human rights by the Ugandan government started with the establishment of the 1986 Commission of Inquiry into Violation of Human Rights to investigate human rights violations during the period 1962 to 1986. Consequently, a Constitutional Commission was appointed to draft a new constitution. This resulted in the Bill of rights being clearly spelt out in Chapter 4 of the 1995 Constitution of the Republic of Uganda and the establishment of the Uganda Human Rights Commission under Article 51 and the Uganda Police Force (UPF) under Article 212. Other efforts include the enactment of the Prevention and Prohibition of Torture Act, 2012 and the Human Rights Enforcement Act, 2019 among others.

1.1.2 Theoretical perspective

In order to understand how living and working conditions of police personnel impact observance of human rights, the research adopted the Vroom's Expectancy Theory (1964) which states that, an individual will act in a certain way based on the expectation that the act will be followed by a given outcome and on the attractiveness of that outcome to the individual. This indicates that, actions of Police Officers during the conduct of their work are shaped by their expectations both professionally and at individual level. The study also adopted Mc Gregor's theory X and Y (1957). Theory X explains the importance of heightened supervision, and penalties, while Theory Y highlights the motivating role of job satisfaction and encourages workers to approach tasks without direct supervision. It helped to explain the balance between policies and motivation in ensuring observance of human rights by police personnel. Hence this theory was relevant because of the clear image it brings out on the aspect of welfare of staff and the end results.

1.1.3 Conceptual perspective

According to the International Labour Organisation (ILO), Employee welfare should be understood as such service, facilities and amenities which may be established in, or, in the vicinity of undertakings to enable the persons employed in them to perform their work in healthy and peaceful surroundings and to avail facilities which improve their health and bring high morale. A report titled 'Its Katogo Out There: Community Voices on Crime Prevention and Security' published by Friedrich Ebert Stiftung (n.d), indicates that, police officers continue to get very low wages, inadequate housing and sometimes lack electricity and water in the barracks. The report further indicates that, many people in the community link corruption, neglect of duty and connivance with criminals by police officers to these welfare challenges adding that, delayed or ineffective response and investigations by the UPF is attributed to poor facilitation of police operations such as lack of vehicles or fuel, as well as lack of manpower and equipment. In some places, community members have donated land or funds to construct police posts and stations which is a good community policing model but undermines the impartiality of the police in handling cases. There are also reports of corruption and bribery by the police officers which compromise their professionalism .

1.1.4 Contextual perspective

The Uganda Police Force was established under Article 212 of the Constitution of the Republic of Uganda. The Police Act cap 303, expounds the mandate of the Uganda police force as; to protect the life, property and other rights of the individual; to maintain security within Uganda; to enforce the laws of Uganda; to ensure public safety and order; to prevent and detect crime in the society and subject to section 9, to perform the services of a military force. Similarly, the Constitution of Uganda, 1995 under Article 221 obligates security organisations such as the Uganda Police Force, the Uganda Prison Services, the UPDF among others to observe and respect human rights and freedoms in the performance of their functions. This is further accentuated under Article 20(2) of the Constitution which states that "the rights and freedoms of the individual and groups enshrined in this chapter shall be respected, upheld and promoted by all organs and agencies of government and by all persons."

In addition to the above the police has physical presence in all parts of the country. Periodic recruitments of

personnel is done and the national security budget provides for acquisition of equipment for security purposes. The police also other laws that enhance the work of the police in the observance of human rights such as the Human Rights Enforcement Act, 2019, the Prevention and Prohibition of Torture Act, 2012. The police also has a fully-fledged Directorate of Human Rights and Legal Affairs whose mandate includes safeguarding human rights within the institution, a compulsory Human Rights Module in the police training curriculum, and the Uganda Police Force Human Rights Policy, 2019 which is a practical guideline for police personnel on standards for human rights-based law enforcement and the accruing obligations on police personnel. UHRC and development partners have over the years continued to support the UPF in fulfilment of its mandate from a human rights-based perspective through trainings, dialogues and joint advocacy among others. However, human rights violations by police personnel have been significantly high every other year (UHRC, 2021). According to the UPF (2022), like in colonial days, the police force largely remains an authoritarian instrument of state control of the public, taming perceived opponents of the state and enforcing law and public order.

1.2 Statement of the Problem

Since inception in 1996, the Uganda Human Rights Commission and other partners including government MDAs, development partners, civil society and private sector have made various interventions to improve police personnel's appreciation of and compliance with their human rights obligations. The enactment of the Prevention and Prohibition of Torture Act, 2012 and the Human Rights Enforcement Act, 2019 among others, was aimed at preventing human rights violations and ensuring that persons who violate them are individually held liable for their actions.

Through engagements with UPF, a number of milestones have been achieved namely; the establishment of a fully-fledged Directorate of Human Rights and Legal Affairs whose mandate includes safeguarding human rights within the UPF; passing of a training policy that made the Human Rights Module a compulsory and examinable subject in police training schools; the UPF Human Rights Policy, 2019 which is a practical guideline for police personnel on standards for human rights-based law enforcement and the accruing obligations on police personnel to ensure that they do not violate human rights.

In addition, the police top leadership, has always insisted that it is not an institutional policy of the UPF to violate human rights in the course of law enforcement and established a Professional Standards Unit (PSU) to check the conduct of its personnel.

In spite of the above efforts and milestones, the situation on the ground does not reflect the investment already made to ensure observance of human rights by the UPF. Impunity persists as some police personnel disregard human rights observance, particularly during highly charged situations like electoral periods or demonstrations. Persistent human rights violations have cost government funds in form of compensation, which would otherwise have been directed to other developments initiatives. The government (MOJCA) through AG, for instance paid up to UGX 554,904,434 in compliance with compensation orders of the UHRC tribunal in the first quarter of F/Y 2021/2022 and the outstanding compensation awards are UGX 640,159,971/= which are arrears that accrued prior to decentralisation of payment for awards in 2021 (UHRC, 2021). The UPF has since 2018, when compensation was decentralised to liable government entities, been incurring the cost from its own budget allocation, which funds would be used for improving working and living conditions of personnel.

The above facts notwithstanding, media coverage has highlighted the gravity of police welfare concerns especially the inadequate and dilapidated accommodation, poor facilitation especially for personnel and also brought to light judicial activism aimed at holding government and its actors accountable for violating the rights of personnel to dignity of person, privacy and family among others (Kigongo, 2022, Onyango, 2022, Odyek, 2012 & Bagala, 2012). A parliament of Uganda debate on 18th March, 2020 demanded for better conditions for police officers. This was corroborated by findings by UHRC and other agencies (JLOS, 2021, Commonwealth Human Rights Initiative, 2006 & Friedrich Ebert Stiftung, n.d.) which reveal that the living and working conditions of the UPF are wanting and could be facilitating the abuse/violation of human rights.

UHRC finds this a strong ground for establishing whether police working and living conditions are a catalyst for human rights abuse or violation in order to inform strategic interventions.

1.3 Objectives of the study

1. To establish the relationship between working conditions and observance of human rights in the UPF
2. To investigate the relationship between living conditions and observance of human rights by the UPF
3. To assess the moderating role of socio- political factors on the relationship between working conditions, living conditions and observance of human rights

1.4 Research questions

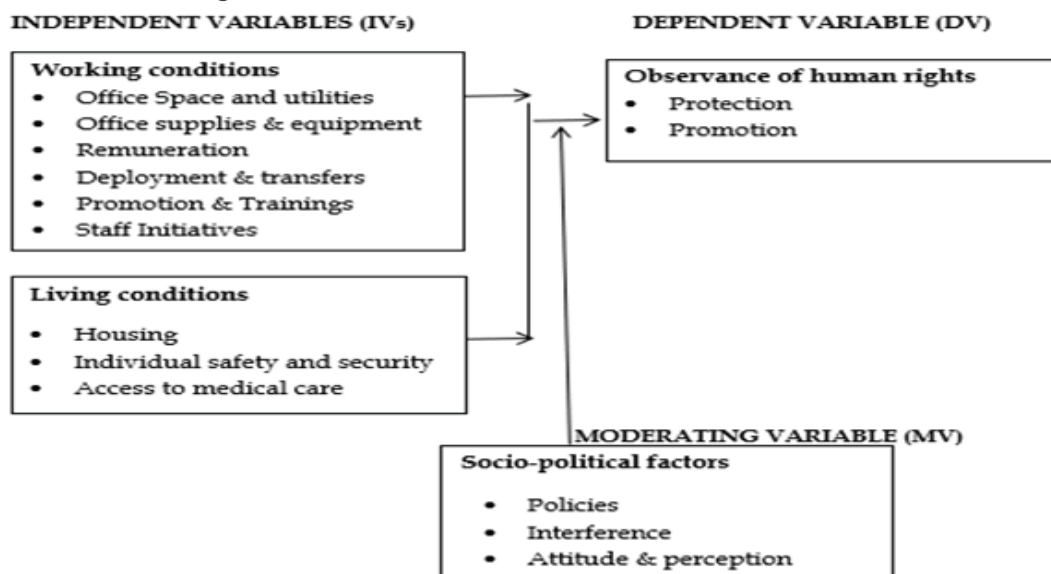
1. What is the relationship between working conditions and observance of human rights in the UPF?
2. What is the relationship between living conditions and observance of human rights by the UPF?
3. What is the moderating role of socio-political factors on the relationship between working conditions, living conditions and observance of human rights?

1.5 Hypotheses of the study

1. There is a relationship between working conditions and observance of human rights in the UPF
2. There is a relationship between living conditions and observance of human rights by the UPF
3. Socio-political factors have an effect on the relationship between working conditions, living conditions and observance of human rights in the UPF.

1.6 Conceptual Framework

Figure 1: The relationship between working conditions, living conditions, socio-political factors and observance of human rights



Source: Adopted and modified by UHRC from UPF reports, UPF strategic plan (2015-2020), ILO Conventions (Nos. 100, 111, 155) & ICESCR (1966)

The above conceptual framework shows the relationship between working and living conditions and observance of Human Rights. It is conceptualised that observance of human rights by the UPF is dependent on a conducive working environment encompassing availability of office supplies, equipment and tools, sufficient office space and utilities that meets human rights standards and commensurate remuneration (salary, allowances, social security benefits) and proper management of deployment, transfers, promotions, trainings, rewards and sanctions to ensure that UPF personnel are motivated to serve. More so, the living conditions of the UPF in terms of housing, individual safety, security and access to medical care are critical in ensuring observance of human rights –starting with the personnel themselves but also as a facilitator for them to respect the rights of others. It is further conceptualised that, existing policies, attitude and perception (both personal and public) and interference have a bearing on how UPF executes its duties and therefore impacts observance of human rights.

1.7 Significance of the study

The research was premised on UHRC's mandate to conduct research into human rights issues to inform policy, duty bearers and rights holders to enhance human rights protection and promotion in the country.

The study will form a basis for improvement of UPF personnel's living and working conditions with a view to enhancing the observance of human rights by the UPF and ultimately the rights of the general public.

1.8 Scope of the Study

The study was conducted in 28 police regions covering 75 districts (annex 1) between February and July 2022. Care was taken to ensure adequate representation whereby a total of 955 respondents were reached as illustrated here below;

Table 1.1: Respondents by Police Regions

POLICE REGION	RESPONDENTS	PERCENTAGE
Albertine	112	12%
Kigezi	86	9%
Mt. Moroto	63	7%
Aswa River	60	6%
North Kyoga	52	5%
Kiira	47	5%
East Kyoga	35	4%
Kampala Metropolitan Police –East	32	3%
Kampala Metropolitan Police - North	32	3%
Sezibwa	32	3%
Rwizi	31	3%
West Nile	31	3%
Kampala Metropolitan Police- South	30	3%
Rwenzori East	30	3%
Greater Masaka	30	3%
Greater Bushenyi	29	3%
Katonga	27	3%
Busoga East	24	3%
Elgon	24	3%
Rwenzori West	22	2%
Bukedi	21	2%
Wamala	21	2%
Northwest Nile	19	2%
Sipi	17	2%
Busoga North	14	1%
Headquarters	12	1%
North Bukedi	11	1%
Savannah	11	1%
Total	955	100%

Contextually, the research focused on the relationship between living and working conditions of the UPF personnel and how it impacted observance of human rights by the UPF during the performance of their professional duties.

1.9 Methodology

UHRC held a consultative meeting involving human rights experts from UHRC and UPF Directorate of Human Rights and Legal Services. The meeting conceptualized police welfare and generated preliminary information about the UPF personnel and the key determinants of police welfare. This contributed to the development of the conceptual framework. UHRC adopted an explanatory research design in which triangulation of methods (both qualitative and quantitative) was used to provide a variety of data sets that would help in explaining the different occurrences in relation to working and living conditions of police personnel as follows:

1.9.1 Desk review of the international, regional and national instruments in regard to living and working conditions was conducted using a documentary review check list. UPF key documents and online content namely policies, strategic plan, website and reports on compensation of victims of human rights violations by government and UHRC tribunal Orders was also done.

1.9.2 Questionnaire survey: The questionnaires were pretested by subjecting them to review by human rights experts and police personnel. They were subsequently administered to randomly selected police personnel regardless of the rank all over the country.

1.9.3 Key informant interviews: These were conducted with the IGP, selected Heads of Directorates and Units, RPCS, DPCs, other senior ranking personnel of UPF and the public service. They were purposively selected (Creswell, 2012) by virtue of their positions in the police leadership structure. This was so because they were deemed to possess in-depth information that would better explain the occurrences in the area of research. A detailed discussion was conducted with them to better understand the issues surrounding accommodation, healthcare, and deployment, facilitation of personnel to work, promotions and transfers among others.



The Deputy Inspector General of Police Maj. Gen. Katsigazi Tumusiime PSC, NDC (right) flanked by the UPF Director Human Rights and Legal Affairs Erasmus Twaruhukwa (front right), being interviewed by the UHRC Director of Research Education and Documentation Kamadi Byonabye and the Regional Head Central Regional Office Juliet Logose during the research.

1.9.4 Focused group discussions: These were conducted amongst personnel from the rank of Inspector of Police and below. They were randomly selected at the various police stations to get an in-depth understanding of their experiences regarding their living and working conditions. Personnel who participated in the FGDs were excluded from filling the questionnaire to avoid duplication of responses.

1.9.5 Observations: An observation guide was used to get firsthand information on the status of housing and work environment of police personnel. Researchers observed the availability of office space, quality and nature of the space, adequacy of cells for suspects and attendant amenities like toilets, water and energy (electricity). They also observed the general sanitation status and how personnel responded to client needs.

Table 1. 2 : Summary of respondents indicating research method applied categorised by UHRC regional office coverage

Regional Office	Key Informants	General	Focus Group Discussions		Total No. of Respondents	%age
			No of FGDs	No of Respondents		
Arua	9	29	4	12	50	5%
Central	59	44	12	95	198	21%
Fort Portal	6	34	1	12	52	5%
Gulu	14	37	3	13	64	7%
Hoima	11	41	4	60	112	12%
Jinja	25	9	10	70	104	11%
Kabale	24	27	2	35	86	9%
Lira	10	34	4	8	52	5%
Masaka	6	8	2	16	30	3%
Mbarara	6	50	1	4	60	6%
Moroto	5	33	2	25	63	7%
Soroti	23	44	3	17	84	9%
Total	198	390	48	367	955	100%

Majority of the respondents were from the UHRC Central regional office (22%), this can be attributed to the coverage of the regional office which has 8 police regions out of 28.

1.10 Validity and reliability of data instruments

This was ensured by subjecting the tools to scrutiny by human rights experts and workers, training of data collectors to ensure data quality, test-retest- issuing same questionnaires to professional staff and comparing results, and grouping similar questions together to ensure internal consistency and estimates reliability e.g. questions on living conditions were clustered separately from those on working conditions.

1.11 Analysis of qualitative data; this was done by generating the Responses using the Kobo toolbox whereby they were categorized based on the themes in relation to the research objectives. Some information was quoted verbatim to stress certain issues as found relevant.

1.12 Measurement of variables; where necessary, a Likert scale was adopted in the study to measure the magnitude to which respondents approved or disagreed with the statements that described their outlook, opinion, understanding and actions in relation to the study variables as stated in the conceptual framework. Amin (2005) states that attitude scales define what individuals believe, perceive or feel about themselves, other acts, organisations or circumstances. This allowed statistical characteristics of each variable to be measured (Mugenda & Mugenda, 1999).

Nominal variables relating to age, gender, and education level were measured using central tendency.

1.13 Ethical considerations

UHRC ensured anonymity and confidentiality of respondents by concealing names and making sure that interviews were held with utmost privacy. Voluntary participation was strictly adhered to and respondents were told what the research was about. Only those who were willing to participate were interviewed. A plagiarism test was also conducted to ensure that the work is original and acknowledges sources of information.



CHAPTER TWO LITERATURE REVIEW

2.0 Theoretical review

The study was underpinned by the Vroom's Expectancy Theory and McGregor's Theory X and Y. Vroom (1964) in his theory puts it that, an individual will act in a certain way based on the expectation (belief) that the act will be followed by a given outcome and on the attractiveness of that outcome to the individual. This theory has since been modified by several people including Porter and Lawler (1968). It states that, valence, multiplied by expectancy, multiplied by instrumentality will equal to motivation, in that, the amount of desire for a goal, multiplied by the strength of the belief that work related effort will result in the completion of the task and multiplied by the belief that the reward will be received once the task is completed will result in the nature of staff motivation.

From the above theory, it's noticeable that the amount of desire (the conceptualization of police officers on how important observance of human rights is), multiplied by the strength of the belief (professionalism in their work will result into realisation of human rights) and the belief that their effort in doing their work professionally adds value not only to them but the general public and that their professional work will be appreciated and rewarded, would determine the way in which they respond to the protection and promotion of human rights through their day today duties. If Police Officers have a strong positive belief in protection and promotion of human rights, are aware that their welfare is a priority, their actions are likely to ensure the observance of human rights.

McGregor (1957) developed theory X and Y which explains the way in which staff behave when they are controlled and when they are in a free environment. In theory X he observes that, staff need to be coerced, directed, controlled and threatened with punishment if they are to achieve organizational goals observing that, people seek security above all else. In theory Y however, he observes that, "work is as natural as play and rest" and emphasizes that, people can be self-driven for as long as they are committed to the objectives of the organization, but this depends on the rewards that come with a given achievement.

From the above theories it is evident that, staff (police officers) need to be motivated much as they work in a structured environment of taking instructions from their superiors. In addition, it also evident that, enactment of laws alone is not sufficient to foster observance of human rights by the police officers.

2.1 Police working conditions and observance of human rights

The need to improve working conditions of police personnel has been emphasized by UHRC in its annual reports, Parliament of Uganda and the Uganda Police Force itself (sources) among others (Onyango, 2022 & Odyek, 2012, Uganda Police Force Human Rights Policy, 2022).

According to Zvekic & Sellar (2019) Police and policing are an integral part of the agenda 2030 which requires service and human rights-oriented policing focusing on protecting the vulnerable, committed to the rule of law requirements and entrusted to a transparent, effective and accountable public institution. Under SDG 16 policing would promote observance of human rights through victims of violence reporting, combating organized crime, reduction of corruption and bribery and ensuring accountable institutions. The above expectation implies that, the police force needs to be well facilitated to perform its professional duty and enhance observance of human rights.

The communication made by the Inspector General of Police - J.M. Okoth-Ochola, to Police Officers during the regional police meeting in Sipi and Elgon on 13th December, 2019 highlighted the major challenges faced by the Uganda Police Force as; Staff welfare (housing, remuneration, medical and other basic needs), Corruption- for example; selling police services like Police bond, Police Forms, criminalization of civil matters and extortions on roads. Others include financial constraints due to limited budgetary allocations; civil disorders, command and management challenges, and violations of Human Rights. On Monday, 2nd

November 2019, he re-echoed the same to RPCS, Heads of Specialized Units and Directors during a meeting at the Senior Command and Staff College, Bwebajja in Wakiso District. He specifically emphasized the need to improve the welfare of the police personnel.

According to information obtained from the Uganda Police Force (2022), police Office accommodation facilities are still inadequate and consequently the Force spends colossal sums on rent of premises. The shortage of office accommodation constrains effective provision of policing services in that, most stations do not have adequate space for operations. For instance, there is absence of rooms that offer privacy for reporting of, interview and statement recording in sensitive cases. In addition, some stations do not have adequate space for storage of records, exhibits and arms. The yards used for storing exhibits such as motor vehicles are open spaces, which greatly affect the integrity of these exhibits. As at January 2022, the non-residential accommodation comprised of 440 rented structures, 736 government owned, 481 institutional owned and 807 community owned. These however were still inadequate to meet the human rights standards of policing which affects both the personnel and the communities in which they serve.

Regarding staffing levels, whereas the Uganda Police Force in national coverage stands at about 80% of the country in terms of distribution of police stations and posts, the staffing levels as at 2021 comprised of 37,400 police officers and 396 civilian staff. Bagala (2021), observed that recruitment of 10,000 police constables led to an increase of the force's strength to 54,000 personnel. This compared to the Ugandan population of 43.7 million (UBOS 2022) implies that the police to population ratio stands at 1:809.2 which is below the United Nations standard of 1:450. The inadequacy of the numbers poses a risk of fatigue which may compromise the quality of work and ultimately observance of human rights.

The United Nations (2011) in "a Handbook on Police Accountability, Oversight and Integrity" observes that, police accountability encompasses a system of internal and external checks and balances that ensure that police properly carry out their duty and are held responsible if they fail to do so. They further define Police integrity as normative and other safeguards that keep police from misusing their powers and abusing their rights and privileges. They argued that, for police to be able to take responsibility for actions and wrongdoings, they need to receive proper direction, be well-prepared and equipped to carry out their functions in a professional way and need to be assured of proper working conditions. However, lack of appropriate procedures supporting and increasing the work effectiveness of the police results in them being ineffective, apathetic and unable to achieve the desired work performance (Tengpongsthorn, 2017).

Kagari & Edroma (2006), assert that, "Police officers can only perform in their jobs where supported by the terms and conditions of their service. They are entitled to decent pay, housing, medical treatment and retirement benefits."

According to Akamumpa (2021) welfare acts as an inducing factor towards Police Officers day-to-day performance and that, some officers could opt for other professions because they were somewhat dissatisfied with the forces' poor living conditions, less remuneration and job insecurity among others. She recommended improvement of the general welfare of the working Force, provisions of good social amenities, proper induction of the Officers when promoted, assurance of job security, insurance of the Police Officers, increment in the remuneration and avoidance of political bickering among others.

According to Bagala (2021), the UPF staff welfare budget constituted only 10% of the annual budget while priority was on acquisition of surveillance and firepower equipment to deal with civil disobedience. There was inadequate allocation of funding for construction which had led to slow progress in the construction of housing of the 1,020 units at the Naguru housing project which commenced in 2016. Inadequate allocation of funds for feeding personnel had also resulted in the UPF abandoning a long tradition of feeding officers both at work and in the barracks. Consequently, only those in active operations such as public order management or anti-stock theft campaigns were prioritised yet the allocated funding could only cater for four months of a financial year.

A paper presented during the 6th annual JLOS forum held at Speke Resort Munyonyo on 20th March, 2012 by the then Deputy Inspector General of Police (Martin Okoth Ochola), asserts that, community policing improves communication between the community and the police. A good relationship between the police and the public promotes police accountability, constitutionalism, respect and observance of human rights, and quality of life for personnel.

2.2 Police Officers living conditions and observance of human rights

The increase in number of personnel from 3,000 in 1986 (Oloka Onyango, 1990) to 37,400 and 396 civilian staff in 2021 (UPF, 2022) and 54,000 (Bagala, 2021) without commensurate increase in accommodation facilities put a huge strain on the available accommodation for entitled personnel. Bagala (2021), in an article in the Daily Monitor, reported that the status of police Officers' accommodation had deteriorated from 21% to 18%, with only 18 of every 100 officers able to get accommodation, bringing the housing gap to 49,422 units and had been worsened by the recruitment of over 10,000 constables to the police.

Information obtained from the UPF (December 21, 2021) indicates that, by December 2020, UPF had a stock of 3,550 housing units accommodating 9,103 of the 43,052 entitled personnel. Some personnel were living in accommodation rented by UPF. As a result, the rest of the entitled personnel rent on their own, live in community provided facilities, temporary ("self-help") shelters within the barracks or share small rooms in housing units, including relief houses (uniports and tents) which form of accommodation is not conducive for family life and predisposes occupants to sexual abuse and harassment. This implies that, the available housing units could only accommodate 24% of entitled personnel, which translated into a shortage of 39,502 housing units as at December 2020. In addition, as part of the efforts to improve staff welfare, UPF constructed in 5 years, 420 apartments at Naguru and 60 other accommodation units with support from GoU, PRDP and JLOS. These include; units at Namutumba, Budaka, Lira, Buliisa, Kasese, Kole, Bulambuli, Sironko, Kalangala and Ngora.

The Auditor General's report (2012) highlighted the status of housing available to Police personnel and stated that; in some barracks, most families were sharing small rooms in housing units, including uniports, which are in most cases dilapidated with very deplorable hygiene and sanitation conditions. The report clearly indicated that the police barracks are characterized by old faulty sewerage and water systems, and absence of a systematic garbage disposal mechanism. The old water and sewerage pipes contributed to huge utility bills through leakages and bursts while poor electrical installations in the facilities escalated utility bills, and accidents through electrocution and death of people in the barracks. The report further observes that, there was lack of clear systems of reporting and handling repairs, lack of maintenance manuals to guide staff, poor maintenance culture, and lack of an up-to-date inventory of all UPF buildings showing location, size, age, and condition.

Bagala (2021) highlighted inadequate financing for utilities whereby out of the total UPF budget of UGX 916b for FY 2021/2022, only UGX 16.24b was for electricity and UGX 11.09b for water bills which could only sustain the utilities for four months. In Nsambya and Naguru Barracks personnel could spend up to two months in a total blackout. Estate administrators were also said to be rationing power thus, personnel could not use it for 12 consecutive hours. In addition, water was also rationed. The deficit on utility bills for the FY 2021/2022 was UGX 86b.

According to the UN-HABITAT (2003), adequate housing means more than a roof over one's head. It means adequate privacy; adequate space; physical accessibility; adequate security; security of tenure; structural stability and durability; adequate lighting, heating and ventilation; adequate basic infrastructure, such as water-supply, sanitation and waste management facilities; suitable environmental quality and health related factors; and adequate and accessible location with regard to work and basic facilities: all of which should be available at an affordable cost".

The UN Special Rapporteur on adequate housing (2017) defined adequate housing as “the right of every woman, man, youth and child to gain and sustain a safe and secure home and community in which to live in peace and dignity” Therefore, the right to adequate housing is not restricted to merely having shelter to the exclusion of interrelated rights such as health, privacy and protection of the family.

The National Housing Policy (2016) recognizes “adequate housing” as a human right that must be realized for all and it imposes obligations on Government of Uganda to provide an enabling environment to stimulate housing development as well as to directly intervene in housing production for specifically targeted groups. Additionally, the policy recognizes the role of different players including individual households and the private sector in attainment of this right.

The UHRC annual report (2016) noted the lack of accommodation facilities at police stations such as Rutookyie in Sheema District, Karungu, Biiso as well as Kisasi, Opit, Ojwina, Atanga, Kyankwanzi and Omoro Central Police stations. It also highlighted police posts such as Vumba, Kalagala and Kamira in Luwero, Alango in Otuke, Awere in Pader, Bugoma in Hoima, Bwendero and Mulabana in Kalangala and Kyaka II in Kyegegwa among others. It recommended an increase in funding to the UPF as a way of improving the situation. The UHRC 14th annual report to Parliament of Uganda (2011) and the 21st Annual report (2018) which had special focus on the state of the right to adequate housing in Uganda recommended improvement of the state of the right to adequate housing in the country. Much as the recommendations had country wide focus, the duty to improve on police housing standards and living conditions was no exception. Several years after these recommendations were made, accommodation for police personnel still remains wanting.

According to a 2021 NTV Uganda news report, the Parliament’s Defence and Internal Affairs Committee conducted a monitoring exercise on the state of accommodation for police Officers. They were shocked to find dilapidated buildings that had been condemned still being occupied by police officers and their families in Mbale police barracks. They recommended for demolition of the structures. The Members of Parliament categorically stated that the houses were not conducive for human habitation.

2.3 Socio-political environment and observance of human rights by UPF

Unlike in the past where the police was used to serve the interest of colonial masters and subsequent dictatorial regimes, the 1995 constitution recognized the importance of observance of human rights in the performance of police work (Constitution of Uganda, 1995). This was confirmed by Kayihura (2014) who stated that, the police was now a much more pro-people, accountable, disciplined institution, with modern capabilities to deal with modern-day crime and security threats. That notwithstanding, other factors have continued to impact police work, such as policy implementation, interference, public perception and attitude of the police personnel.

According to Oloka Onyango (1990) giving complete discretion to Police to operate, alongside the quasi-military and military organizations, may lead to usurping of powers of the police and the exercise of such powers remain in books. The 1995 Constitution of Uganda provides that, in the performance of their duties, the UPF shall cooperate with the civilian authority and other security organs and with the population generally. In addition, Article 17(f) enjoins the citizens to cooperate with lawful agencies in the maintenance of law and order.

Whereas Police cooperation with other security organs has on some occasions enhanced the effectiveness of police in performance of their duties, it has also raised questions of who takes the lead in law enforcement as well as accountability for decisions and actions taken for instance during public order management and elections policing (UHRC election observation report, 2021). In addition, cooperation with civilian authority has posed challenges where the public has used the police personnel to operate as an instrument of oppression rather than offering an effective service to the people. This has resulted into a negative perception by some sections of the public much as there are advantages of such cooperation.

The UPF changed its approach from colonial policing to community policing which is human rights based, in order to enhance police cooperation with the people generally. Community Policing is a proactive approach to policing in which the Police builds partnerships with other government departments particularly, the local government, NGOs, and the community, with the objectives of detecting crimes and criminals (real and potential), and addressing the root causes and the fear of crime. It started at Old Kampala Police Station in 1989 and was subsequently established at national level in 1993. In 2000, the programme emphasis was put on the neighborhood watch principle and in 2008 it was elevated to the principle method of policing with command structures at regional, district/division, station and post levels.

However, much as community policing has good intentions, according to Blair, Grossman & Wilke (2021) community policing program had no impact on the incidence of crime, perceptions of the police, or trust in police in the global South. While crime reporting and knowledge increased, the community policing program also appears to have increased police misbehavior, especially with regard to bribe-seeking and corruption. According to Commonwealth Human Rights Initiative (2006), there have been reported cases of misconduct and illegal behavior of some police personnel including illegal arrests, detentions, torture, brutality, corruption and partiality. Consequently, some sections of the public viewed the police as corrupt and incompetent which has greatly affected the image and work of the UPF leading to loss of confidence and trust.

Another factor found to have shaped public perception was where in the course of accessing police services, some civilians had to part with money to facilitate police operations like carrying out post mortems, transporting suspects or dead bodies and buying stationery among others due to inadequate facilitation of police units. Whereas the UPF viewed this as a “partnership”, the civilians deemed it corruption and exploitation (Miller, Davis, Henderson, Markovic & Ortiz (2004).

In addition, the police force in Uganda was widely perceived as a partisan force. The main concerns were brutality, lack of respect for human rights, abuse of power, and corruption (Wagner, Hout & Namara, 2017) resulting in the implementation of the PARP (Police Accountability and reform project) by Human Rights Network – Uganda (HURINET-U) between 2007 and early 2013.

Ashcroft, Daniels & Hart (2003) point out the fact that police attributes part of the negative public perception on media influence. Their findings indicate that, the police believe that a few highly publicized incidents might have a widespread negative influence on the community’ view of the police.

The above notwithstanding, according to Banerjee, Chattopadhyay, Duflo, Keniston & Singh (2012) in a research titled “Can Institutions be reformed from within? Evidence from a Randomized Experiment with the Rajasthan Police” conducted in India, observe that, the police is mindful of the importance of having a good relationship with the public to enhance and ease their work especially in handling serious situations such as those involving acts of terrorism and other major crimes where the willing public cooperation is essential. They highlight the impact of colonial policing on building a sustainable police public image since some sections of the public still fear to interact with the police because the colonial police was trained to be distant and feared by the public. They recommend soft skills training, direct interactions with the community by the police through community observer programs and minimising transfers among others. They add that it is possible to improve police public perception in a short while if appropriate interventions are put in place.

Roberts, Cox, Auke van Dijk & Brandon del Pozo (2021) observe that, policing approaches that have been nested in human rights considerations have proven most successful in enabling the police to do their work; maintaining public trust in the police; and achieving cooperation in effecting the highest levels of compliance with legislation.

2.4 Summary of literature review

Reviewed literature points to inadequate facilitation for police personnel to conduct their work and live a

decent life. It pointed to inadequate office space, supplies, equipment, and accommodation. It further focuses on the obligations of police personnel to observe human rights even in the face of their own rights being at risk.

The available literature focused exclusively on specific aspects of welfare and does not delve in-depth into the living and working conditions of the police personnel in Uganda. More of the available literature is in various reports that focus on, police performance and crime reduction, creation of police duties and obligations and generally community policing, than welfare and how it impacts on their work and observance of human rights.



CHAPTER THREE LEGAL AND POLICY FRAMEWORK

3.0 Introduction

Observance of and respect for human rights are adequately provided for within the structures and operation of the Uganda Police Force. This section discusses the legal framework relating to the observance and respect for human rights by UPF as duty bearers, on one hand and on the other as rights holders whereby they are entitled to enjoy their rights just as other categories of people. The legal framework consists of the international, regional and national laws and policies.

3.1 International Legal Framework

Uganda is a state party to a number of international human rights instruments that bind the state and its agents including law enforcement officials to respect and uphold people's rights and freedoms in the country. Some of the instruments are: the Universal Declaration of Human Rights (UDHR); International Covenant on Civil and Political Rights (ICCPR); International Covenant on Economic, Social and Cultural Rights (ICESCR); Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT); Convention on the Rights of the Child (CRC); International Convention on the Elimination of All Forms of Racial Discrimination (CERD); Convention on the Elimination of All Forms of Discrimination against Women (CEDAW); Convention on the Rights of Persons with Disability (CRPD); The Nelson Mandela Rules and Code of Conduct for Law Enforcement Officials, among others.

3.2 Regional Legal Framework

The African Charter on Human and People's Rights (ACHPR) forms the most important regional instrument that provides for various rights and freedoms, which Police, as a state law enforcement agency, is duty bound to respect and uphold.

Others include: The African Charter on the Rights and Welfare of the Child (ACRWC); Protocol to the African Charter on Human and Peoples Rights on the Rights of Women (Maputo Protocol); The Treaty for East African Community on Human and People's Rights and the Luanda Guidelines on pre-trial detention in Africa.

3.3 National Legal and Policy Framework

The Constitution of the Republic of Uganda 1995 is the supreme law. Others include; The Police Act, 2006; the Penal Code Act (cap 120); the Prevention and Prohibition of Torture Act, 2012; the Human Rights (Enforcement) Act, 2019; Public Order Management Act, 2013; The Children Amendment Act, 2016; the Employment Act, 2006; Anti-Terrorism Act, 2002 and the National Security Council Act, 2000.

The UPF is also guided by the following policies: the Public Service Standing Orders, 2021, Police Standing Orders; UPF Human Rights Policy, 2019; the UPF Health Policy, 2021 among others.

The above instruments provide standards for police in the performance of its duties such as conducting police investigations, arrest and detention and use of force and firearms among others. Ultimately, compliance with these standards would lead to human rights based policing. Thus, law enforcement officials are obliged to know, and apply, international, regional and national standards of human rights while performing their duties.

CHAPTER FOUR

KEY FINDINGS

4.0 Response rate

During the study, questionnaires were administered and interviews and FGDs held amongst the respondents. The extent to which respondents engaged in providing their viewpoints and rating are statistically provided in the Table 4.1 below.

Table 4. 1: Response rate

Category of respondents	Planned (n)	Actual (n)	Response rate (%)
Key Informants	261	198	76%
FGDs	450	367	82%
Other respondents	397	390	98%
Total	1108	955	86%

Source: Main Data (2022)

Table 4.1 above shows that, out of the planned 261 key informant interviews, 198 were held posting a 76% response rate while out of 47 planned FGDs (targeting 450 personnel) 47 were held (367 personnel) posting 82% response rate and out of the planned 397 administered questionnaires, 390 were successfully administered signifying 98% response rate. The general response rate obtained was = 86% ($955/1108 \times 100\%$). The response rate results according to Newman (2016) was representative of a survey population. It should be noted that due to adequacy of resources, the total respondents were above the statistical minimum hence allowing more participants into the study.

4.1 Background information of the respondents

The research sought background information about respondents' sex, age, level of education and marital status using the questionnaire, key informant interview guide and focus group discussion guide. This was done to find out whether background influenced the way the personnel engaged in the study including providing their rating and viewpoints. The details are presented in Table 4.2 below;

Characteristic	Type of respondents				
	General	Key Informants	FGD	Total	%age
Sex					
Male	288	174	271	733	76.8%
Female	102	24	96	222	23.2%
Total	390	198	367	955	100.0%
Age group					
18 -24	18	0	25	43	4.5%
25-34	72	20	80	172	18.0%
35-44	119	75	124	318	33.3%
45-54	111	54	89	254	26.6%
55-64	69	48	34	151	15.8%
65+	1	1	15	17	1.8%
Total	390	198	367	955	100.0%
Level of education					
Degree level	78	104	20	202	21.2%
Masters level	4	30	0	34	3.6%
Doctorate (PhD) level	0	2	0	2	0.2%
No formal education	1	0	0	1	0.1%
Postgraduate diploma level	6	2	20	28	2.9%
Primary Level	4	1	7	12	1.3%
Secondary Level (A - level)	69	20	113	202	21.2%
Secondary level (O level)	193	19	158	370	38.7%
Tertiary level	35	20	49	104	10.9%
Total	390	198	367	955	100.0%

Characteristic	Type of respondents				
	General	Key Informants	FGD	Total	%age
Marital Status					
Divorced/ separated	7	1	3	11	1.2%
Married	325	173	269	767	80.3%
Single	58	24	95	177	18.5%
Total	390	198	367	955	100.0%

According to the statistics on sex of the respondents, majority 76.8% (n=733) were male and 23.2% (n=222) were female which signified the sex structure of UPF personnel from the headquarters and the policing regions who engaged in the study. Hence the view points on working and living conditions of the UPF and its impact on observance of human rights were given by both male and female personnel of the UPF.

The respondents were asked to provide their age category. The study found out that 33.3% (n=318) forming the majority were aged between 35-44 years followed by 26.6% (n=254) between the age of 45-54 years) and those between the age of 25-34 who were 18% (n=172). Those in the age group of 65+ formed the least respondents 1.1% (n=17) which can partly be explained by the mandatory retirement age of 60 years for UPF personnel while those in the age group of 18-24 formed 4.5% (n=43). This meant that the respondents were mature and experienced enough to correctly interpret the questions and give eligible responses and ratings in the questionnaires as well as during the interviews and discussions.

In addition, the respondents were asked to rate their level of education. Majority of the respondents 38.7% (n=370) had 'O level' certificates, both holders of 'A level' certificates 21.2% (n=202) and Degree holders 21.2% (n=202). Those with tertiary qualification were 10.9% (n=104) while those who had attained a primary school level of education comprised 1.3% (n=12) and one person (0.1%) had no formal education. Personnel who had advanced their studies to Masters Level were 3.6% (n=34), PGD, 2.9% (n=28) and only 2 respondents (0.2%) had attained a Doctorate (PHD). To a greater extent, personnel had attained an education that enabled them to ably discuss the study variables and provide their opinions about the living and working conditions of UPF personnel and observance of human rights.

4.2 Working conditions and observance of human rights by Uganda Police Force

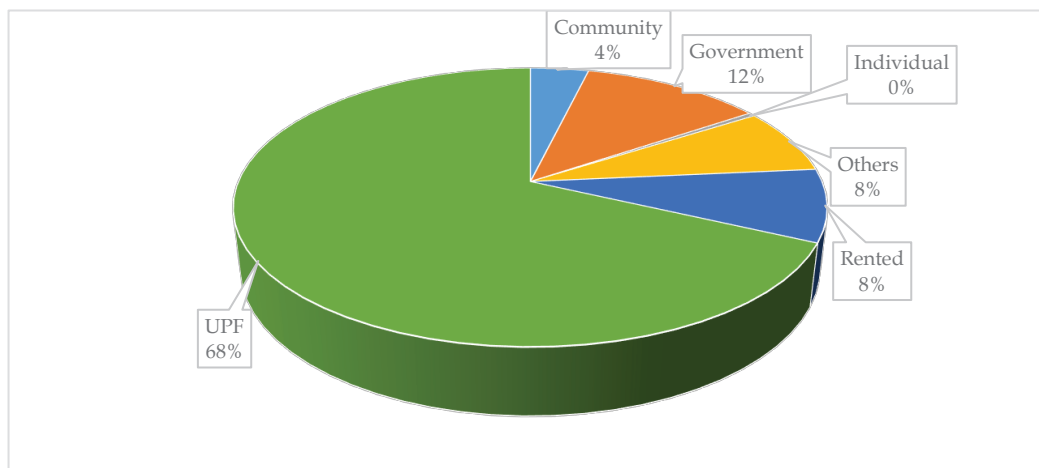
The study sought to establish the relationship between the working conditions of the UPF Personnel and their observance of human rights. Specific focus was on office space/ structure, office supplies and equipment, access to utilities at the work place, security and safety of Personnel, salary and allowances, deployment, transfers, promotions, trainings, annual leave, rewards and sanctions and staff welfare initiatives as key determinants of a conducive working environment. Each of these variables were analysed with regards to the human rights standards and their linkage to observance of human rights was established as detailed below;

4.2.1 Office Space/Structure

The research sought to establish the status of working space for police personnel. This included the work area for personnel, cells, armory, store and other available facilities that enhance their work. Focus was put on availability of office space or structure, ownership, sufficiency and how the office space influenced observance of human rights.

According to the findings, 79% of the respondents had office structures while 21% said they lacked office structures. Further findings revealed that 68% of the office structures were owned by the UPF while 12% were owned by other government institutions such as Sub counties, immigration offices, UNRA, Town/municipal council and custodian board among others. 8% were found to be rented premises, 4% communal and 8% owned by others as seen in the figure below;

Figure 2: Availability and Ownership of office space/ structure



With regards to sufficiency of the office space, 23% of the respondents indicated that they had sufficient office space while 62% revealed that the office space was insufficient. The 23% who reported that the office space was sufficient partly attributed it to JLOS infrastructure development projects which had built some of the structures for the UPF. They noted that, the JLOS structures had provision for individual offices, stores and cells for suspects. Some respondents remarked,

“ Being a new structure, officers are now okay because at least we have where to sit and operate from and we can handle other people's issues in a secure environment as opposed to when we were in the old police structure where one had to vacate their office for another officer to handle a client.”

“The current move by the JLOS to construct police stations across the country is very commendable and should even be extended to police barracks as well because it aids a conducive working environment.”



Old (left) and new (right) office building of Sembabule Central Police Station constructed by JLOS.

However, the largest percentage of the respondents (62%) who reported that the office space was insufficient revealed that, most of the police stations/posts lacked space for offices such as CID, FFU, CFPU, Armory, Exhibit store, Radio room, suspects' cells, health unit and CCTV room among others and as such they opted to improvise or share the available space. One respondent remarked;

“We have a challenge of office space. Five units i.e. CID, SOCO, CI, CFPU and OC CID all share the same office. We handle clients in turns and its dehumanizing.”

“We have only two grass thatched houses which act as the store, armory and exhibit store and yet they are in a very deplorable situation”.



A rented structure housing Lwengo Central Police Station in Lwengo District



An old structure of Mityana Central Police Station.



A police barracks with offices and accommodation units in Northern Uganda

The research further revealed that, insufficiency of office space jeopardized the principle of privacy and confidentiality in handling sexual and gender-based violence related offences among others. For instance, it was revealed that, at times, police personnel could record statements of clients/suspects under a tree due to congestion in the shared offices or lack of offices at all. In other instances, police personnel improvised by using their homes to record statement so as to afford the clients some privacy based on the sensitivity of the matter.

One respondent remarked;

“Most times clients fear to speak out when the office is congested especially those with family /sexual related cases, so in a bid to secure their privacy, the OC family sometimes takes the complainants or clients for mediation at her home”.

However, whereas the action of taking clients to police personnel's homes was being done in good faith, it posed a risk of losing vital information that would aid investigations since the home setting may not offer a conducive environment for the clients to freely express themselves. More so, it exposes clients to potential abuse by some indisciplined personnel. Police personnel and their families are equally inconvenienced and exposed to potential abuse or attacks by clients.

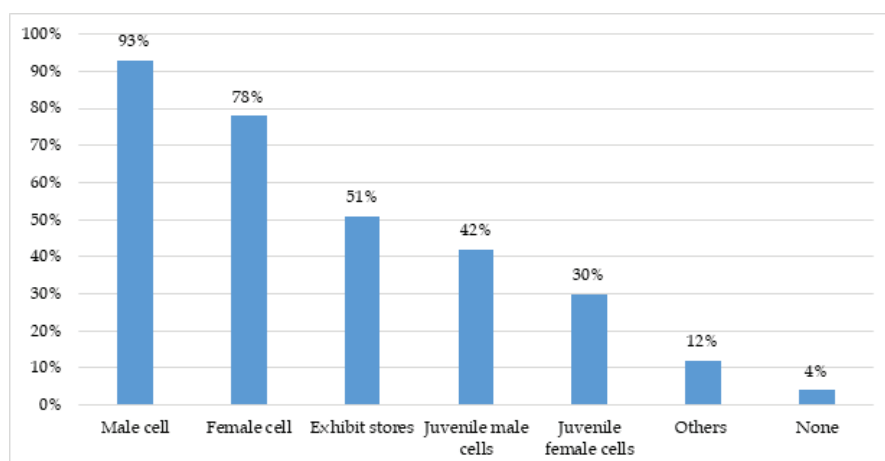


Offices of the CID unit at one of the police stations (left) and a police post (right, both in Northern Uganda)

4.2.2 Availability and adequacy of cells and other office facilities

The study probed the availability and adequacy of cells and other facilities that enhance police work. The findings are summarised in figure 3 below.

Figure 3: Cells and other facilities at Office Premises



a) Cells

There was inadequate coverage of cells to cater for the different sex and juvenile offenders. Whereas 93% stated that their units had male cells, only 78% had female cells. Similarly, only 42% had juvenile male cells and 30% had juvenile female cells. The above revelations indicate that some police units had no cell at all. In such instances, personnel reportedly improvised by either guarding suspects under trees during the day and locking them up in one of the offices at night or issuing police bond even in circumstances where it would ideally not apply.

In addition, the fact that 58% of police units lacked facilities for male juvenile offenders while 70% lacked cells for female juvenile offenders meant that they were either incarcerated with adults or released. The incarceration of juveniles with adults undermined Article 34(6) of the Constitution of Uganda which provides separation of juvenile offenders from adults while in detention. It also undermined the intention of having such facilities to promote the right to a fair hearing and access to justice.

However, the disparity between the availability of female and male juvenile cells was partly attributed to the general crime trends whereby boys were said to be more prone to committing crime compared to girls. For instance, one respondent said they had to convert a female juvenile cell into an office having had it empty for a full year yet the personnel lacked office space. According to the respondent, the females in that area usually had minor cases which would be sorted amicably and did not require incarceration.

Relatedly, the children were reportedly being used by some community members to commit crimes repeatedly since they could not be detained. This exposed the children to the risk of becoming habitual offenders or becoming victims of mob action. By implication, the above scenarios created lack of confidence in the police services as communities got frustrated by the perceived lack of action on the crimes committed by juveniles.

In addition, the unavailability of juvenile detention facilities meant that they were referred to places that were far from their home areas. This at times resulted into failure of their families and relatives to access them as required. More so, the complainants were equally affected by the distance resulting into delayed access to justice by both the juveniles and complainants.



A juvenile unit at Luweero Central Police Station housing the separate male and female juvenile cells

The inadequate coverage of female cells further resulted into police personnel having to improvise by either holding them at the counter, locking them in an office, taking them to their residences for temporary or overnight custody or releasing them on police bond irrespective of the charge. Lack of cells for females contradicted the Nelson Mandela Rule 11(a) which requires suspects to be separated according to sex among others.

Some respondents had this to say about cells,

“The availability of cells for all categories allows separation according to sex and age. The ramps at the entrance allow easy access to PWDS. The office space promotes confidentiality and privacy.”

“The Female cell was improvised and the Station uses a uniport hence they are affected by the weather changes. We don't have juvenile cells so their rights can easily be violated in case of any arrest. The suspects use the bucket system at night so there is no right to privacy.”

b) Exhibit stores

In consideration of the importance of proper exhibit management in the conduct of investigations and eventual prosecution of suspects where applicable, personnel were asked to confirm availability and adequacy of exhibit stores.

According to the findings, only 51% of the respondents interviewed using the general questionnaire acknowledged having exhibit stores. However, they raised concerns about the inadequate space of the exhibit stores and the fact that some were also used as general stores. This according to them, interfered with the integrity, quality and safety of the exhibits. Due to lack of space, some exhibits were kept in records offices while others were piled on top of other exhibits which according to personnel tampered with some evidence like fingerprints among others.

The 49% who did not have exhibit stores revealed that, they kept them in other offices, the counter, compound, verandah, under trees and at home. At times, depending on the sensitivity, they were kept in the OC's office. As a result, some exhibits got damaged by natural and human factors or were stolen by unidentified persons.



Left: Inside the Exhibit store of Kiboga Central Police Station and (Right) rain-drenched exhibits kept outside the store due to limited space.

In addition, the lack of safe storage for exhibits was found to be a temptation for personnel. For cash exhibits, respondents said they were at times torn between keeping it intact and spending all or part of it with the hope of replacing it when it was needed. Some personnel intimated that at times their colleagues actually disappeared with the exhibits. One of the key informants, at the time of the research, was found to be handling a matter in which a policeman had gone AWOL (Absent without official leave) with cash exhibit of millions of shillings.

The findings also revealed that, exhibits such as food items, alcohol, fuel, charcoal, clothing items and merchandise used in day today life were the most prone to being stolen or used by police personnel.

It was however, established that such matters, when discovered and reported, were handled through the established UPF disciplinary procedures and culprits punished if proven guilty.

Key informants revealed that the inadequacy/lack of exhibit stores had a historical connotation whereby the construction of police stations was tailored to the needs of the time. The resultant population increase over the years has put a toll on all police facilities including the exhibit stores which affects security of evidential materials.

c) Other available facilities

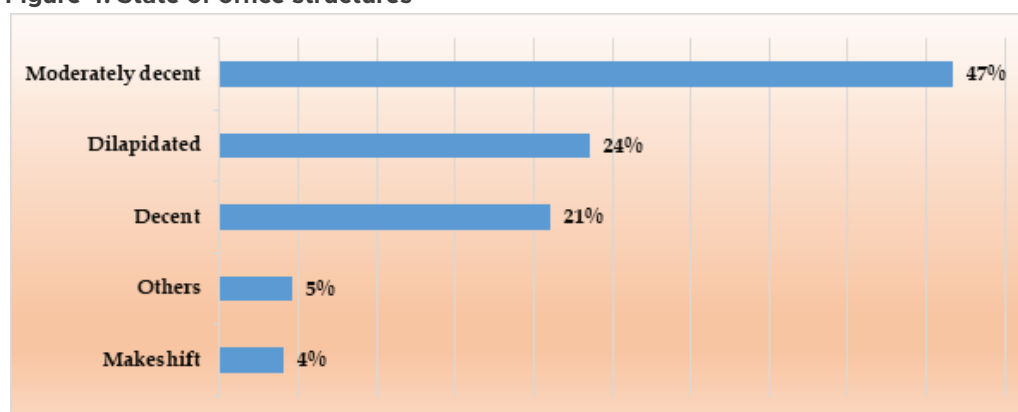
It was established that other than cells and exhibit stores, 12% of the police Units had other facilities like records offices, radio rooms, police health centers, shelter for SGBV victims and canine section among others. Such facilities were found to enhance their work and cater for the wellbeing of personnel and suspects. Some police units had improvised arms chests in lieu of the armoury and grass-thatched huts in lieu of permanent structures.

However, 4% of the respondents said they did not have cells, exhibit stores and any of the other facilities mentioned above.

4.2.3 State of office structures

Majority of the respondents (47%) indicated that the office structures were moderately decent, 21% decent, 24% dilapidated while 4% had makeshift structures as shown in the figure 4 below;

Figure 4: State of office structures



It was further established that, even though 47% of the respondents reported office structures being moderately decent, the structures were not in conformity with the human rights standards. Some of the structures considered decent did not have adequate cells to cater for separation of suspects, armories, exhibit stores, records office, general stores and parking space. In addition, what the personnel described as decent space did not allow them the required privacy.



Offices for officers in charge of police stations that UHRC visited in Rukungiri (left) and Mbarara Districts respectively

4.2.4 Human rights concerns resulting from inadequate office space

The findings revealed that, due to the inadequate office facilities, personnel were at times unable to attend to clients in a timely manner. Some respondents had this to say;

“If the space is not enough we can't serve all. Sometimes we tell people to wait for long hours and people get inconvenienced and disgusted... waiting hours are a lot because of less space because not many clients can be handled at ago... there are also privacy and confidentiality issues.”

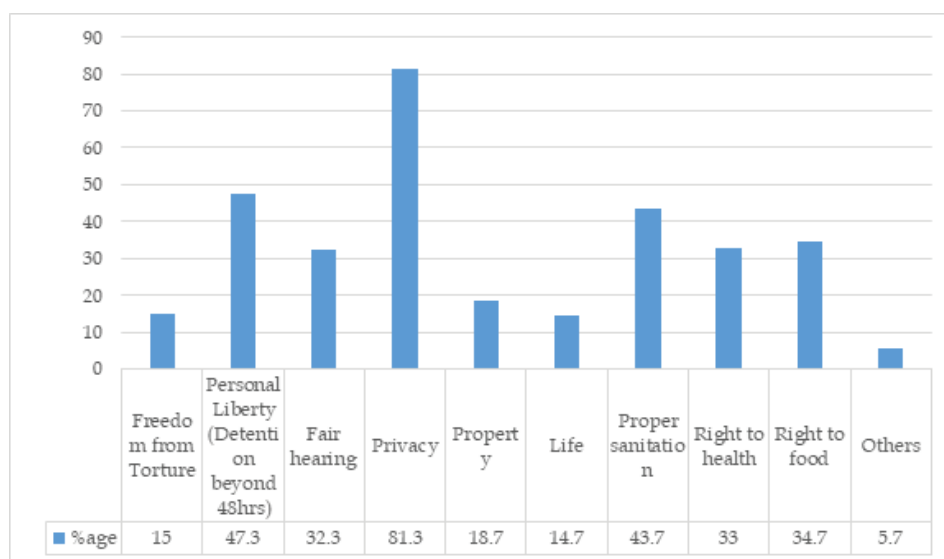
In addition, personnel revealed that in cases where they shared an office, at times they had to wait for their colleagues to handle a client before they could also attend to theirs. This when it came to suspects, could sometimes mean prolonged stay in detention. The delay in taking statements from clients, limited privacy for the CID personnel to handle the files among others, affected the timely processing of files in order to produce the suspects in court or release them accordingly. One of the respondents had this to say;

“Because of less space sometimes it’s hard to handle someone in a speedy manner. This is because of having to wait for another colleague to finalise handling a client.”

“There is slow service delivery if there is no working space especially when one is recording a statement and there are ten witness statements to cover...”

Relatedly, when respondents were asked to indicate the impact of office space on observance of human rights, they mentioned the rights likely to be affected as: privacy (81.3%), personal liberty (47.3%), a clean and healthy environment (43.7%), food (34.7), health (33%) and fair hearing (32.7). Others were freedom from torture, life and property as indicated in figure 5 below;

Figure 5: Human rights likely to be violated due to inadequate office space/structures



In the others category in the above figure, the 5.7% respondents listed the manifestations of the violations as; over detention, congestion, detention of juveniles with adults, lack of food, lack of sanitary pads for female suspects, suspects sharing toilets with officers, and lack of water, use of the buckets as toilet facilities, lack of or inadequate storage for suspects’ property and poor sanitation.

4.2.5 Office Supplies and Equipment

The study further sought to establish the availability, functionality and adequacy of office supplies and equipment for the police personnel to ably execute their constitutional duties. The findings revealed the following;

a) Office Supplies

Police personnel were asked about availability and sufficiency of stationery, fuel, oil and lubricants, full staff uniforms, food (dry ration and meals on duty), and uniforms. They were also asked to indicate any other available supplies.

Majority of the respondents said they did not have the required supplies. For instance 94% said they did not have meals on duty, 84% did not have food ration, 55% didn’t have stationery and 51% did not have full staff uniform. It is worth noting that food ration was mainly provided to officers who were deployed under the Field Force Unit (FFU) as well as the Anti-Stock Theft Unit (ASTU) in Teso and Karamoja regions.



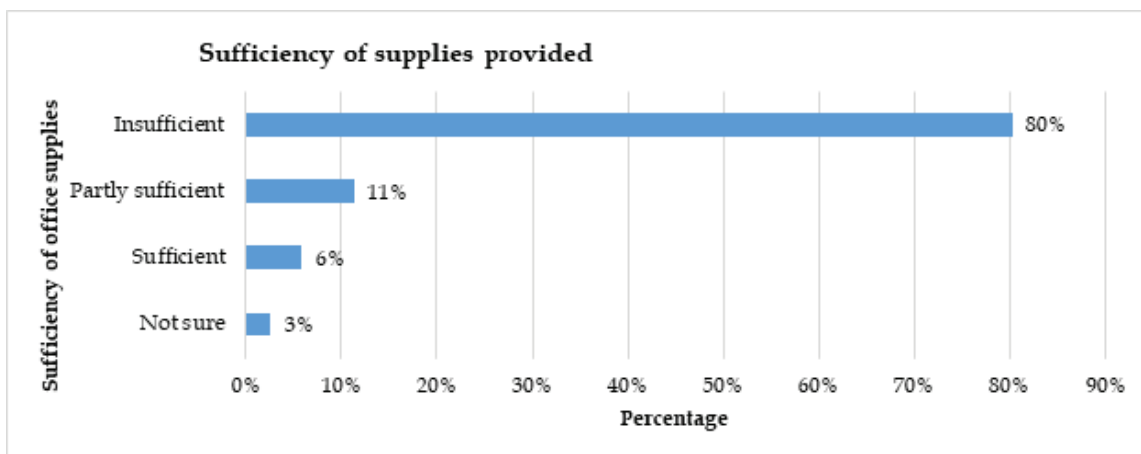
Meals on wheels: Police officers in Kampala being served their lunch by the roadside in a manner that may affect their dignity.

In addition, 84% did not have supplies which are categorised as others such as police forms (PF3, PF18, statement forms) reflector jackets, SD (station Diaries) books, warm suits, plain clothes allowance, soap and sanitary towels for female suspects.

Relatedly, some respondents said they had full staff uniform (49%), stationery (45%), fuel, oil and lubricants (33%), food ration (16%) and meals on duty (6%). Other supplies that they had (16%) included: police forms (PF3, PF18, statement forms) reflector jackets, SD (station Diaries) books, warm suits, plain clothes allowance, soap and sanitary towels for female suspects, blankets and mattresses for SGBV victims and weather jackets.

However, a larger percentage of those who had supplies said they were insufficient (80%) while only 6% said they were sufficient. 11% revealed that supplies were partly sufficient as indicated in figure 6 below.

Figure 6: Sufficiency of office supplies



The FGDs and key informant interviews further revealed that, the unavailability of supplies was mainly a challenge in police posts and some police stations which had no budgetary allocation for imprest compared to Division/District Central Police Stations. RPCs, DPCs, some OC stations, were said to be receiving office imprest that ranged between UGX. 300,000= to 2,000,000= per quarter, the amount provided was very inadequate compared to the number of stations/posts, and districts under each of the aforementioned Officers. As such, most supplies such as stationery and fuel were used up in the first month of the quarter. The insufficiency also resulted into some police posts and stations not getting any funds for day-to-day operations which negatively affected timely and effective service delivery.

The findings further indicated that the police personnel improvised using their own money from their meagre pay to buy some supplies while others depended on support and good will of well-wishers such as community members, politicians, religious organisations, Schools, District/Sub County Local government offices, NGOs/CSOs and local business owners.

In some stations/posts the respondents revealed that they would request clients/suspects or their relatives to photocopy PF3 or PF18 before they were rendered such services. Some of the respondents said;

“Because of lack of supplies, we sometimes take time to act on a case reported at the police post”.

“I wish there was adequate supply, even the temptations for extortion would reduce. Corruption in the force is to a greater extent due to inadequate supplies”.

“Due to inadequate supplies, police cannot quickly respond to emergency situations and as such complainants walk long distances to report to the station/post. For instance, right now we have a case of defilement which occurred 5 days ago but it is today that the victim managed to walk to the police post moreover from very far. Evidence is no more and besides she will need to photocopy the police medical examination form and yet the photocopying services are not readily available”.

In some police posts and stations, where critical police record books such as Station Diaries (SDs), Criminal Record Books (CRBs), Lock up Registers and Exhibit books were lacking personnel improvised with counter books or exercise books which were not customized for all the required information.

It was further established that supply of uniforms was irregular and was sometimes marred with irregularities. Whereas key informants revealed that uniforms were supposed to be issued annually, some respondents said they had not got new uniforms in the past 2-3 years. This posed challenges to the personnel who had to appear smart on duty everyday despite their uniforms being worn out.

At times uniforms were provided without shoes, belts, warm suits, gumboots and rain coats yet other personnel were said to have been issued with extra uniforms. Others said, when uniforms were issued while they were on leave, they missed out and had to buy from colleagues who got extra. Those who bought uniforms spent between 50,000/- and 60,000/- depending on their negotiation skills. Personnel also said that police personnel would at times buy uniform from police stores. The sale of uniforms was corroborated by an Article in the New Vision, Wednesday 22, June 2022 in which the IGP was quoted for directing that a special team be put in place to probe the alleged sale of uniforms. The article also confirmed that a New Vision under cover journalist had purchased a police Uniform from a shop in Kampala at UGX 100,000/- (one hundred thousand shillings only) having claimed to be a police officer with old uniform.

A respondent had this to say about distribution of incomplete uniforms;

“ Police officers are not given adequate uniforms and uniform parts like shoes, belts, jackets, rain coats which affect our work especially when you have to wash daily and also work in the coldness.”

Some respondents revealed that they covered up for the inadequate supply of and poor quality of the shoes by buying them from individuals in the UPDF since they were of better quality.

It was also established that without the warm suits and raincoats, some personnel endured cold weather at night and during rainy seasons while on duty. This was worse for personnel in Districts/Cities which experiences very low temperatures such as; Kabale, Kisoro, Kapchorwa, Kween, Bukwo, Mbale and Fort portal hence some personnel improvised by wearing warm civilians clothing alongside their police uniforms. However, according to them, they stood the risk of being charged for inappropriate dressing.

Non uniformed personnel revealed that whereas their colleagues were provided with uniforms, even the plain clothes allowance they used to get to enable them afford decent clothing was stopped around the year 2009. A respondent remarked;

“The Plain cloth allowance that used to be given to detectives to purchase decent clothes no longer exists. This is unfair to investigators since they don’t benefit from uniforms and they should be decently dressed while on duty.”

Relatedly, 90% of the respondents revealed that, expectant mother were not provided with any maternity-appropriate uniforms while on duty. This was confirmed by key informants who revealed that, the UPF did not have any specific uniform for expectant mother. All the respondents however revealed that expectant mothers were permitted to wear civilian clothes that suited their situation.

Some respondents however revealed that, wearing plain clothes during pregnancy at times disadvantaged them from being deployed on guard duties where they could earn extra money. Some female traffic personnel were also said to at times continue ‘squeezing’ into uniform so that they could remain deployed.

The study established that inadequate funding notwithstanding, the UPF provided some basic supplies at least at the Headquarters, Regional, District and Divisional level, part of which were to some extent dispatched to the lower police units.

Some stations had initiatives whereby lunch was provided to staff at work e.g. in Lira City. Some stations located within the refugee settlements were also found to be better facilitated owing to the support from Humanitarian organisations working with refugees.

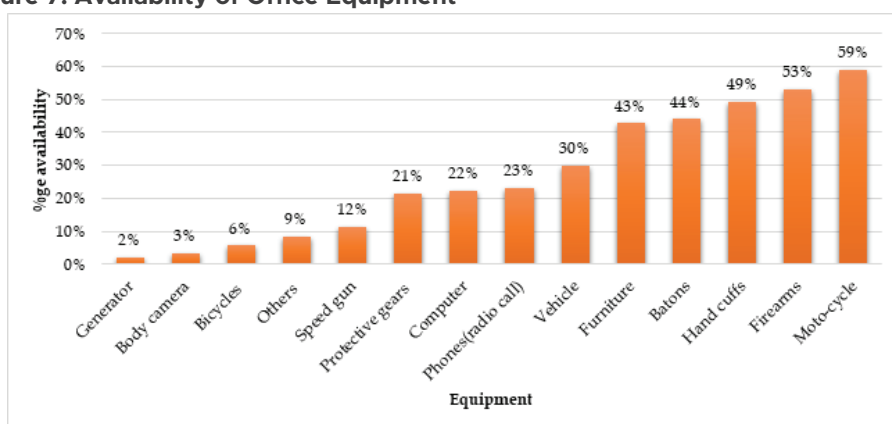
From the foregoing, it is evident that without adequate supplies, the rights of UPF clients and personnel are affected as indicated above. The clients rights that were affected included, the right to fair and speedy hearing (Art. 28 and 44), right to privacy of a person (Art. 27(2)), right to personal liberty (Art. 23(4) (b), right to clean and healthy environment (Art. 39), right to health (Art.45) as provided for in the 1995 Constitution of Uganda. The personnel’s rights that are affected include all the above and the rights at work (ILO Declaration and fundamental principles on rights at work, Convention and ESCR Art. 6&7).

b) Office Equipment

Regarding equipment, the study sought to establish availability and functionality of equipment that facilitate the UPF personnel in conducting their duties. These included: motorcycles, firearms, vehicles, protective gears, batons, handcuffs, fire-fighting gears, CCTV cameras; machines for traffic services and communication equipment.

The respondents revealed that the equipment most available to them were motorcycles, (59%) and the least available were generators (2%). Other available equipment were as indicated in figure 7 below;

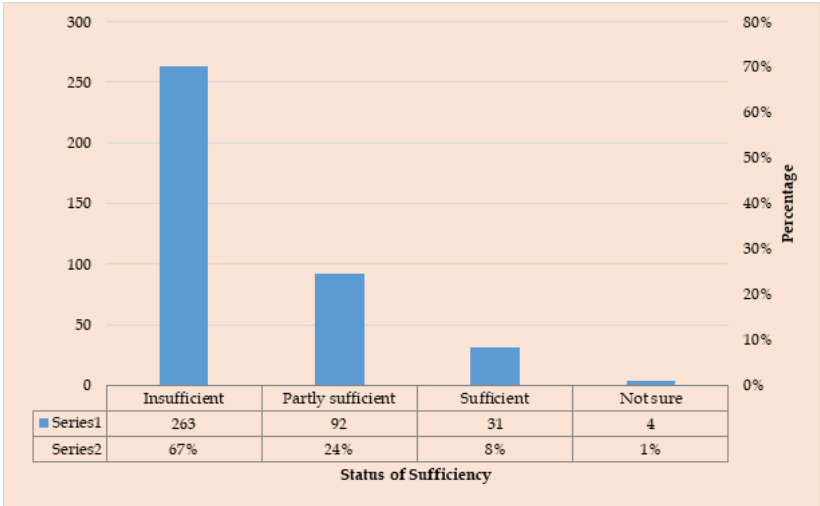
Figure 7: Availability of Office Equipment



The equipment mentioned in the “others” category (9%) above included: CCTV cameras, radio Communication gadgets, mobile phones, printers, express penalty scheme machine, crush helmets, breathalisers, temperature guns, fridges, freezers, gloves, scene of crime equipment, containers, firefighting horses, ground monitors, chemical jackets, breathing apparatus for fighting fire in smoky places, solar and accumulators, stretchers for emergencies, spy cameras and pens, medical masks for scene of crime personnel, LCD screens, life jackets, tear gas, official sim cards without phones and street cameras.

The study further established that, while UPF personnel had office equipment, they were not sufficient. Majority (67%) said the equipment were insufficient while only 8% said they were sufficient as indicated in figure 8 below.

Figure 8: Sufficiency of office equipment



Respondents who either said equipment were insufficient or partly insufficient revealed that, they used the following strategies to fill the gap: working within their means, use of personal funds, borrowing from colleagues, borrowing from neighbors (especially chairs), approaching members of the public to provide vehicles and motorcycles, outsourcing from other government Ministries, Departments and Agencies, CSOs and seeking support from politicians.

Other strategies included; sharing guns, hiring motor vehicles and motorcycles (boda boda), asking complainants to transport officers, using police guards to walk with suspects to court in lieu of vehicles and handcuffs, using observation to detect crime in lieu of required gadgets, locally getting intelligence using mobile phones, using ropes in lieu of handcuffs, alternate use of firearms, using “wanainchi” (civilians) to carry accident victims, using Local leaders and community members to convince suspects to report to police in place of direct arrests and what they referred to as using “99” (finding a way of executing the assignments by all means).

A respondent remarked thus regarding insufficiency of handcuffs;
“..... We only have one handcuff at the facility as such if we have to arrest two suspects at ago, then we handcuff them together using one cuff. When there are many suspects, the situation becomes complicated”.

Relatedly, the study revealed that some personnel considered support from sister units in the UPF and the DPCs as a favor in spite police vehicles and equipment being meant for all police work. This points to the fact that some personnel may be personalizing equipment such as vehicles and motorcycles as indicated by some respondents here below;
“DPC steps in when there is transport crisis. Most times the police vehicle comes in handy when there are accidents although it is not attached to the traffic office.”

“Much as we can see the motorcycle and vehicles, they are attached to individual offices and accessing them is very difficult if you don’t belong to a particular office”.

The above can also be attributed to the level of scarcity which makes it difficult for personnel to choose between supporting colleagues with the equipment or conducting their main duties.

It was further established that, the equipment were more available to senior personnel at Regional, Divisional and Central police stations and other urban based Stations and posts compared to those in rural areas. This was partly attributed to the level of responsibility, engagement, coverage, crime rate and emergencies. It was also attributed to inadequate funding to UPF. Well-wishers, communities and organisations that were within the UPF operational areas were also said to have contributed to availability of additional equipment in some police establishments.

Regarding transport equipment, it was established that, while most districts reportedly had vehicles and motorcycles or at least one of them, other stations lacked any means of transport. Consequently, this negatively affected police operations, response to emergencies and case management. It also placed unnecessary burden on complainants which at times deterred people from reporting cases to the police. A respondent noted;

“The station does not have any transport means for a full year now, so the office is run on Boda Boda at the cost of complainants.”

Additionally, the study indicates that the state of some office equipment especially motorcycles was deplorable while others had become non-functional. This was attributed to lack of maintenance budgets for office equipment. This affected timely arrest of suspects, the adequate conduct of investigations and transportation of suspects to court among others which affected access to justice for both the suspects and complainants.



Motorcycles found at some police stations. They included those impounded from cyclists as well as police motorcycles parked or abandoned at the stations due to lack of fuel or funds for repairs.

Regarding the strategies used by personnel to fill the gaps of missing equipment, whereas the research revealed that most personnel were well intentioned and innovative in offering services to the public, some strategies were found to have a likelihood of promoting human rights violations. For instance, those who said they just work within their means may not respond to some cases which in their view are not emergencies. The same may also apply to those who were using personal funds since they could only stretch their meagre salary to a certain extent.

Those who depended on goodwill of community members, business community and politicians said they at times risked being compromised and having a conflict of interest when such good willed people became either suspects or complainants, or when they had a relationship with any of the UPF clients. Management

of good-willed politicians was even more complicated during the election period since some of them expected the personnel to return the favor which at times portrayed them as partisan depending on their reaction.

In relation to the above, for those personnel who ended up taking sides due to fear of losing the relationship they had with those who supported them, they ended up denying justice to the right persons or even mediating cases which should have been ideally committed to the courts of law.

Sharing of guns and alternate use of firearms exposed personnel to the risk of being attacked by wrong elements while on duty especially those with less man power. Police posts near volatile areas that are prone to insecurity were equally exposed. It also meant delays in effecting arrests which in turn negatively impacted investigations and security of UPF clients.

Regarding walking with suspects to court; whereas it may not have a serious impact for nearby courts, it exposed both suspects and personnel to risks associated with walking to far-off courts. More so, some suspects used it as an opportunity to escape. This at times resulted into disciplinary action against the personnel.

For personnel who locally collected intelligence using mobile phones or used observation method in lieu of the required gadgets, whereas the strategy promoted community integration into policing, the method could be abused by some people who wanted to settle personal disputes or protect suspects known to them which may result into distortion of evidence and wrongful arrests. In addition, the quality of phones used by some personnel may not be adequate to capture required evidence to warrant prosecution of suspects.

The use of ropes to apprehend suspects does not only expose them to harm but also subjects them to inhumane treatment.

In addition, the use of civilians to carry accident victims in as much as it promotes brotherliness, poses health risks to the civilians and personnel especially where gloves are not provided.

The unavailability and inadequacy of office equipment undermined effective response and case management which in turn affected the principles of natural justice, fair and speedy hearing, protection from inhumane treatment as guaranteed by the ICCPR (Art. 7, 9 and 14), the African Charter on Human and People's Rights (Art.6 and 15) and the Constitution of the Republic of Uganda (Art. 23(4) (b), 24, 28, 44 and 45). In addition it affected the personnel's rights as stipulated in the ILO Declaration and fundamental principles on rights at work, 1998, ESCR (Art. 6&7) and PPTA (S.7).

c) Office Utilities (Water and Energy)

The study further sought to establish the availability and adequacy of utilities (water and energy) in the office premises as a facilitator for police work and how this impacted service delivery to their clients.

Findings indicated that, water availability stood at 80% for sources within the vicinity of police stations. The most commonly used was piped (tap) water. Most personnel accessed water within a radius of five meters. The water was said to largely be of good quality.



A dilapidated water tank at the Mbarara Rural (District) Police headquarters (left) and a borehole which was the only water source in a barracks in Northern Uganda.

Relatedly, it was established that, some stations had challenges with accessing water because it was either unavailable or inadequate to cater for the office needs. This mainly affected outposts and newly established police stations/posts. Those who didn't have water within the office premises fetched it from wells and boreholes within the community.

Payment for water bills was largely by the UPF (62%). However, 19% of the respondents personally paid for the water bills. Another 13% said they accessed free water while 6% of the respondents obtained water through community contribution.



A borehole used by Police officers residing in Luweero Central Police barracks

With regard to electricity, access within the office premises was found to be at 71%. Those who used solar were 8%, kerosene lamps 2% while 19% used other energy sources like charcoal, firewood, torches, phone light, moonlight, candles and gas. UPF was stated as the main source of funding for electricity bills (60%), personal (27%) contribution from the community was (2%) and donations (0.25%). Other sources of accessing electricity included staff paying their own bills, soliciting funds, buying alternative energy sources, town council, personnel pooling resources and use of illegal connections (10%).

Those who accessed electricity said that, in case it was not available, they would use internet café at their cost to perform urgent official duties. This posed risks to safety and confidentiality of information as well as delays in response. Where personnel waited for electricity to be restored, it affected timely response and submission of reports. In effect, lack of access to electricity impacted the right to speedy and fair hearing as provided for under Article 28 of the Constitution.



Dangerous connections to electricity at a police barracks in Northern Uganda

Respondents who did not have electricity, standby generators or solar improvised by using flashlights (torches and phones), kerosene lamps, candles and at worst, they had to depend on charcoal, firewood and moonlight. The above scenarios do not only affect the level of service delivery but also exposes the police personnel to health and security risks.

4.2.6 Deployment and Transfers

The study sought to establish whether the deployment and transfer of UPF personnel was done in a fair manner. It was established that personnel had been deployed on completion of their course at training school. Some had been from to their current stations from other stations. Deployments and transfers were said to be through nomination, appointment, application and special arrangement.

The findings indicate that while 30% of respondents revealed that deployment and transfer was fairly done, 70% of the respondents said that it was unfairly being done.

Those who said it was fairly done attributed it to compliance with procedures which were well established and in consideration of one's sex, age, professionalism, rank, trainings, competence and health status.

The research finding revealed that as a general rule, all police personnel are treated equally without any distinction as to sex, age and health condition as was remarked by one respondent when asked to comment about sex consideration during deployment;

".....in the Police work, there is no woman, all personnel are officers".

However, it was revealed that due consideration was made while deploying or transferring female officers given their specialized role in handling female clients. In addition, the findings revealed that female officers were deployed mostly during day time and to guard services at the counter and female cells. Where females were deployed at night, they mostly manned offices compared to their male counterparts who were deployed in the field and on night patrol. Expectant mothers and sick personnel were said to be assigned light duties or given sick leave when necessary.

As a strategy of enabling long serving personnel have a soft landing upon retirement, findings revealed that personnel about to retire were deployed to stations/posts close to their home districts or retirement homes.

On the other hand, those who said it was unfairly done attributed it to underhand methods, corrupt

tendencies, favouritism, tribalism, nepotism, technical know-who, bribery or “kickbacks”. For instance respondents said “wet” deployment and transfer to units and areas of high economic benefit to the personnel such as Marine, Traffic, VIPPU, and to offices of EC, URA, UNRA, Parliament, and Foreign missions like to Somalia was highly influenced by these factors. In explaining the bribery allegation in deployment some respondents remarked as follows;

“I was supposed to be deployed for foreign mission in Somalia at one point. I even processed all my travel documents. Before the final list was approved, I was asked to give “Kitu Kidogo” which I refused to comply with. As such my name was scrapped off from the final list.”

“...it was not fair deployment...according to the original deployment plan, I was supposed to be sent to another district. However, there is too much bribery regarding deployment at UPF right from headquarters to the District level. There is also double deployment especially for guard services. If you don’t bribe, you are deployed in a dry area. “

In addition 70% of the respondents said they were not aware about the deployment and transfer processes much as the study established that the processes were administrative and provided for under the Police Act and the Police Standing Orders. According to them, the process was influenced by similar factors as stated by those who said the deployment/transfer were unfair.

Regardless of the process or factors for deployment or transfer, personnel said they footed the bill of relocation. Unlike in the past where deployment and transfer processes were facilitated by the UPF, disturbance and transport allowances were no longer provided. Consequently, personnel found it very difficult as they had to use their meagre pay, get loans or sell personal effects/assets to facilitate their relocation.

Furthermore, the research revealed that some personnel deployed or transferred to units such as ASTU, FFU and General Duties or working in hard-to-reach areas like Karamoja region, islands perceived their deployment and transfer as a “punishment” for supposed indiscipline. Other forms of perceived punishment were said to be “katebe” (no deployment or deployment with no defined duties), transfer of personnel nearing retirement far away from their home districts. Some deployments and transfers were said to be as a consequence of rejection of sexual advances by women especially from their seniors while for men, they were as a result of clashing over the same woman.

Personnel also regarded as punishment, the overstay in a given work station contrary to the provisions of the Police Standing Orders which stipulate rotational deployment and timeframe for transfer.

A respondent had this to say;

“I suffered for 13 years deployed under ASTU unit, my redeployment to general duties was a great relief to me. When one is working under a difficult unit like ASTU, one is always forgotten as many people do not want to work under such unit”

Another respondent remarked that;

“I have worked in Karamoja Region for many years now. Because Karamoja is hard-to-reach-and-work area, many personnel fear to report when deployed as such personnel already working in the area tend to be forgotten”.

With Regard to deployment/transfer of married couples, it was established that UPF gave them special consideration on presentation of a marriage certificate to the IGP. However, findings revealed that some personnel who were living as couples were not legally married and as a result, they had been inadvertently separated thereby negatively affecting them.

Furthermore, the findings revealed that mid-year deployment/transfer and those effected after a short interval, negatively affected personnel, their spouses, children and other dependents. As a result, children were either abruptly withdrawn from schools or left behind with or without caretakers which affected their rights. Personnel lost money in paid up rent, school fees and yet had to spend on travel, new accommodation and other relocation-related costs. Separation in such circumstances also affected their “conjugal rights.”

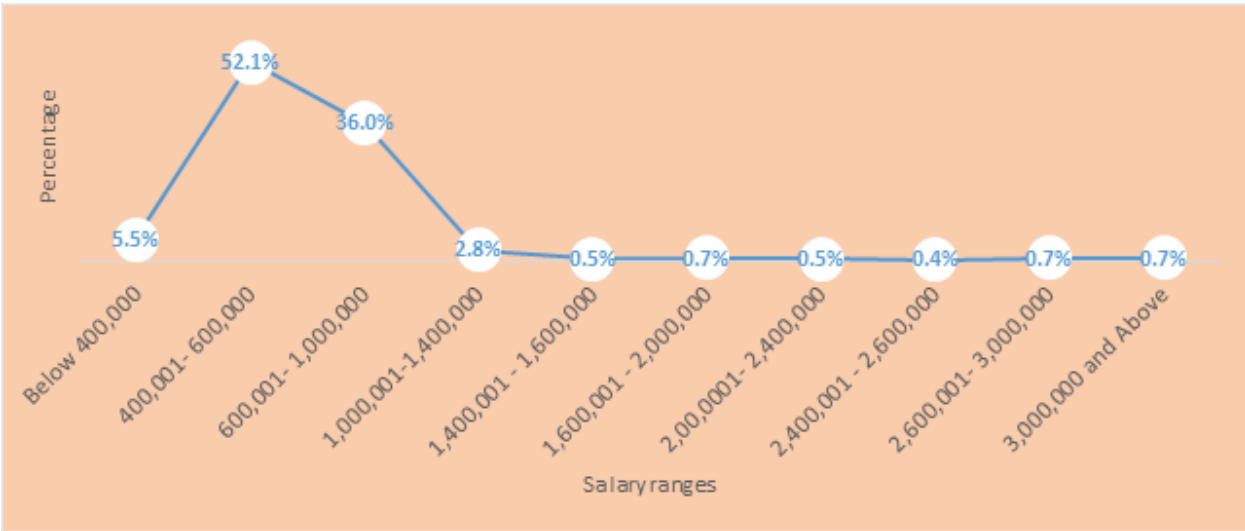
4.2.7 Remuneration

The research sought to establish whether salary, allowances and other benefits had an influence on observance of human rights by police personnel. It analysed the police personnel's salary in relation to professional, non-professional and other undefined categories of personnel; made a comparison of salary paid in relation to the current cost of living; and also considered other economic activities engaged in by police personnel to supplement their salaries.

a) UPF salary ranges

Majority of the respondents (52%) indicated that they were earning between UGX. 400,001–600,000 while 36% were earning between UGX. 600,001–1,000,000 and 5% were below UGX. 400,000. Only 1% were earning in each of the five salary ranges from UGX 1,400,000 to 3,000,000 and above as indicated in Figure 9 below. None of the respondents earned between UGX 2,400,001 and 2,600,000.

Figure 9: Salary ranges of UPF personnel



b) Level of education and salary ranges

The research established that the level of one's education did not determine his/her salary/ pay. For instance 24.1% of the respondents who had degrees earned a salary between UGX. 600,001-1,000,000 just like 0.2% primary school leavers, 1.6% A-Level leavers and 5.1% O-Level leavers. In addition, 0.4% of the degree holders were earning in the lowest salary range of below UGX. 400,000 alongside 0.2% with no formal education, 0.5% with A-Level and 2.6% with O-Level education, as shown in Table 4.3 below.

Table 4. 3: Salary range and level of education of respondents

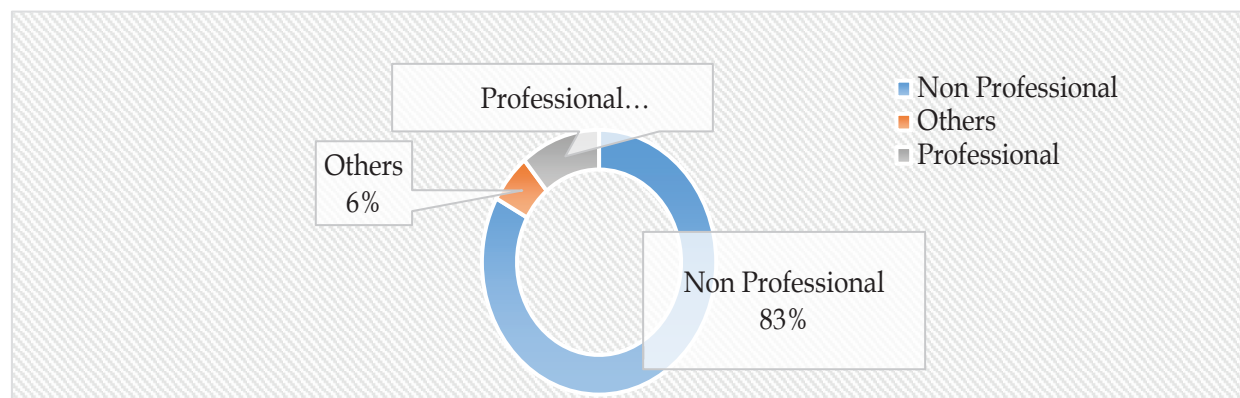
Salary Range	Level of education									Grand Total
	Degree	Doctorate (PhD)	Masters	No formal education	Postgraduate diploma	Primary	A-level	O-Level	Tertiary	
1,000,001 - 1,400,000	0.9 %	0.2%	0.2%	0.0%	0.4%	0.0%	0.2%	0.0%	0.4%	2.2%
1,400,001 - 1,600,000	0.2 %	0.0%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.4%
1,600,001 - 2,000,000	0.2 %	0.0%	0.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.7%
2,00,0001 - 2,400,000	0.7 %	0.0%	0.4%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	1.1%
2,400,001 - 2,600,000	0.2 %	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.2%
2,600,001 - 3,000,000	0.5 %	0.0%	0.0%	0.0%	0.2%	0.0%	0.0%	0.0%	0.0%	0.7%
3,000,000 and Above	0.2 %	0.0%	0.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.7%
400,001- 600,000	2.7 %	0.0%	0.2%	0.0%	0.5%	0.5%	12.8 %	31.0 %	5.8%	53.6 %
600,001- 1,000,000	24.1 %	0.0%	3.5%	0.0%	0.2%	0.2%	1.6%	5.1%	1.8%	36.5 %
Below 400,000	0.4 %	0.0%	0.0%	0.2%	0.0%	0.2%	0.5%	2.6%	0.0%	3.8%

c) Professional visa vis non-professional pay

The study established that salary to police personnel was paid as per one's rank save for those classified as professional personnel, in accordance with the Public Service Circular Standing Instruction CSI No. 4 of 2019.

In describing the categories of the salary scale under which they were paid, the largest percentage (83%) of the respondents stated the non-professional category, 11% the professional category while 6% indicated "Others", as illustrated in Figure 10 below.

Figure 10: showing salary categories of UPF staff



The respondents who indicated 'others' listed administrative cadres, special constable, ungazetted officers, general police, police constable, junior officer and senior 4. Some said they did not know their salary scale.

It was established that the professional category had a higher salary than the non-professional. Some personnel claimed that even with the same rank, same duties, same qualification the salary paid to them was different.

The findings also revealed that officers in the professional category were earning higher salaries than their supervisors/commanders some of whom were of higher rank but who were in the non-professional category. This was common with personnel who were in ICT, engineers, lawyers and medical practitioners.

It was established that such salary disparity had led to challenges in effecting command and orders since the subordinates disparaged them out of a superiority complex.

The disparity was fuelling indiscipline, lack of respect for commanders thus leading to loss of morale and poor performance. One of the respondents said;

"The issue of pay based on science and non-science qualification can only work in some government ministries but not security where output should be used to determine pay. Otherwise junior officers with lower output are earning more than their seniors with higher output".

Another respondent said;

"For purposes of enforcing discipline, salary disparities must be addressed. Imagine a DPC who is a graduate earns 700,000/- and under him are personnel who earn about 2m and a veterinary doctor with a diploma earning about 1.2m. How do you manage such people under you and where do you draw the motivation from?"

Some respondent expressed concern over the disparity between academic qualifications and their salary range. Respondents said it was unfair for graduates to earn the salary of a constable. However it was established that some police personnel were under-declaring their academic qualifications at the time of recruitment expecting to present them in future in anticipation of being later regularised in the appropriate salary range.

In addition it was established that some personnel upgraded or attained higher education while already in service but without the clearance, approval or sponsorship of the UPF. Therefore the attained qualifications did not have any impact on their salary or rank because they were not recognised by the UPF.

A respondent said

"I joined as a senior six leaver and later acquired a degree but I am still earning the same pay. Nothing has changed."

"At the time of recruitment I had a degree but they wanted senior six. Since I badly wanted the job, I used my senior six papers and I was recruited. After the training I was deployed as a constable and I worked for three years before I discovered that I could not present my degree. Yet graduates were being recruited as cadet officers and I couldn't apply."

Similarly, they observed that salary should have been based on workload and rank to ensure that the difference does not demotivate personnel.

With regard to adequate pay, the personnel, both from the professional and non-professional categories stated that the amount of salary paid to them was very low and too inadequate to match the increasing cost of living and their welfare. They said that the salary was not enough to cater for their basic necessities and those of their families such as school fees, hospital bills, rent, clothing, transport among others and in addition repay loans.

The study revealed that the inadequate salaries negatively impacted the personnel's welfare leading to lack of motivation, corruption and poor performance.

One respondent said;

"The pay is too small, some officers cannot afford to pay school fees for their children. This corruption we are talking about comes partly from this deplorable pay".

Another respondent stated that;

"The cost of living is rising every day and yet salary is static. Besides, there are many domestic needs that should be met. The meagre pay has pushed some officers into a state of depression, failure to concentrate and perform assigned duties to the expectation of the commanders and led to domestic violence in homes".

A key informant said that there was good political will from government to increase salaries for police personnel though the challenge was always inadequate funds. The respondent said UPF was among the institutions that government was considering and had planned to enhance salaries for police personnel in the financial year 2022/2023.

d) Allowances and benefits

The study established that personnel were entitled to benefits like pension, gratuity, and workman's compensation.

Allowances included: special duty, living out, subsistence, professional, safari day, per diem, operations, plain cloth and transport / disturbance allowance. Others included allowances from external trainings, transport when taking suspects to court or transferring them to another district, airtime, operational funds, special duties/assignments.

On the other hand, some respondents stated that they were not aware whether they were entitled to pension, gratuity. This can partly be attributed to newly recruited personnel who were yet to appreciate their benefits.

Key respondents said that allowances were paid depending on the work assigned and/or profession such as the CID personnel who were entitled to plain cloth allowance. The study however established from majority of the CID respondents that they were no longer receiving plain cloth allowances. Some key respondent noted as follows;

"....Other than salary, there is no other benefit. The officers of my rank are entitled to housing allowance which is never paid."

Another respondent said,

"Police officers of my rank are entitled to living out allowance, plain clothes allowance and police duty allowance but we do not get them."

The study further revealed that, there was a well laid retirement scheme which provided for gratuity and pension for retiring personnel. However, some respondents raised concerns and fears about delays in processing retirement, pension and gratuity based on experiences shared by their colleagues, spouses or parents who had retired. They said the process, which was heavily bureaucratic also had irregularities and this caused a lot of frustration to the affected personnel.

In addition, the delay in processing retirement and its associated benefits was attributed to: the bureaucracy involved in processing early retirement and retirement on medical grounds, under declaration of age by some personnel, missing documents, mismatch of date of birth and reluctance by some personnel to initiate the retirement process thinking they still had enough time. This was corroborated by key informants who had this to say about retirement:

“Many retirees and those due for retirement have always expressed dissatisfaction with how their pension processes are handled. Some officers even walk till death when their pension has not been rectified. There is urgent need for rectification of the process to ensure quick processing of pension and gratuity so as to reduce the levels of disgruntlement.”

“It is very challenging for one to keep moving from a far off district to police headquarters to check their file. Remember the salary is already cut off, people are weak and tired. That, most times leads to a lot of frustration.”

“If the police is to improve on how issues of retirement are handled there’s need for police to conduct a nation-wide validation exercise to assess how many retired officers have received their monies and those that have not. This is very important for purposes of strengthening the creation of sustainable policies for police pensioners and bona-fide beneficiaries. If that is done, it will go a long way in enhancing the processing of benefits for retired officers. If someone has served diligently, why they should be subjected to delays in getting their monies, it is so stressful for someone to follow up their money until they die.”

“Retirement and survival skills workshops should be organized for all personnel especially by identifying experts to train staff. Most times these are one off events. However it is important that people understand and plan for life after retirement, existing retirement policies in the Public service and get equipped with skills and techniques of coping up with retirement demands.”

“One key informant noted; “Retirement, is not an abrupt occurrence but something everyone knows that would come at a particular time. The retirement decision is made when one is still very active in service. It is important for officers to remember that retirement involves determining your goals early enough and one of it is financial discipline, however sometimes officers only remember to think of retirement when it is due”

An officer who was due for retirement had this to say:

“Those in charge of respective departments should clean up and update the pension payroll in the ministry of public service otherwise, short of that, officers will still continue to suffer long after retirement.”

e) Missing salaries / deletion from the payroll.

Some respondents raised a concern of missing salaries and deletion of certain personnel's names from the payroll. It was revealed that some personnel, including newly recruited, had missed their salaries for a long time.

A respondent stated;

“Regarding salary, every month people are being deleted from the payroll including the newly recruited.”

Another respondent said;

“I have missed salary since 2019 April to-date. I made follow-ups at the Headquarters but no clear reasons were given but I was only promised every month that the salary would be paid. It is a very traumatizing experience for a senior officer who cannot meet his family demands because of missing salary ...”

A respondent who was newly recruited said;

“There are colleagues who have missed salaries from December 2021 to March 2022. This is discouraging to the new recruits. The new recruits have not been paid training allowance and there is no official communication regarding the same.”

Another respondent stated;

"I have a list of people in my operational area who have missed salary for even 3 years."

Another respondent decried;

"I missed salary for some years, which was amounting to about 10 million. However, even when I was reinstated, I have never got my arrears. I have tried to follow up my arrears in vain."

f) Whether pay influences personnel's observance of human rights.

Respondents were asked whether their pay had an influence on their observance of human rights. Majority of the respondents 53% revealed that the pay influenced their duty to observe human rights while 47% said it did not. The 53% respondents revealed that their pay, which was low, influenced their attitude towards work and clients since they worked while demotivated, frustrated and traumatized hence subjecting the clients to unfair treatment and extortion which in most cases led to human rights violations.

One respondent said;

"Since many of us are financially stressed, with heavy loan burdens, it becomes very easy for us to slap or violate civilian's rights because we are disgruntled".

Another respondent said;

"How can you handle a big case of big men who have collided on the road where the rich guy is in the wrong? I cannot stick to my norms and handle the case genuinely. I will move with the one who has money to win the case".

Similarly more respondents said:

"Suspects are over detained on grounds that the matter is still being settled; but as they settle the case, a police officer is entitled to a certain percentage of the compensation since it is one way for police officers to survive on their meagre salary."

"When you are poor, you tend to misbehave"

"Psychologically, officers have domestic issues for example children are chased out of school and most times there is rudeness exhibited as opposed to giving good customer care. You cannot serve well when your family is suffering."

"Working on an empty stomach affects your work."

"A starving officer may be tempted to extort from a suspect."

"The little pay may result into human rights violations especially the temptation to obtain money illegally to meet one's demands."

The respondents (47%) who said their pay had no influence on their observance of human rights identified other factors such as professional discipline, personality, character and for specifically medical personnel, their Hippocratic Oath.

A respondent said;

"Pay does not affect me, I ought to do my work."

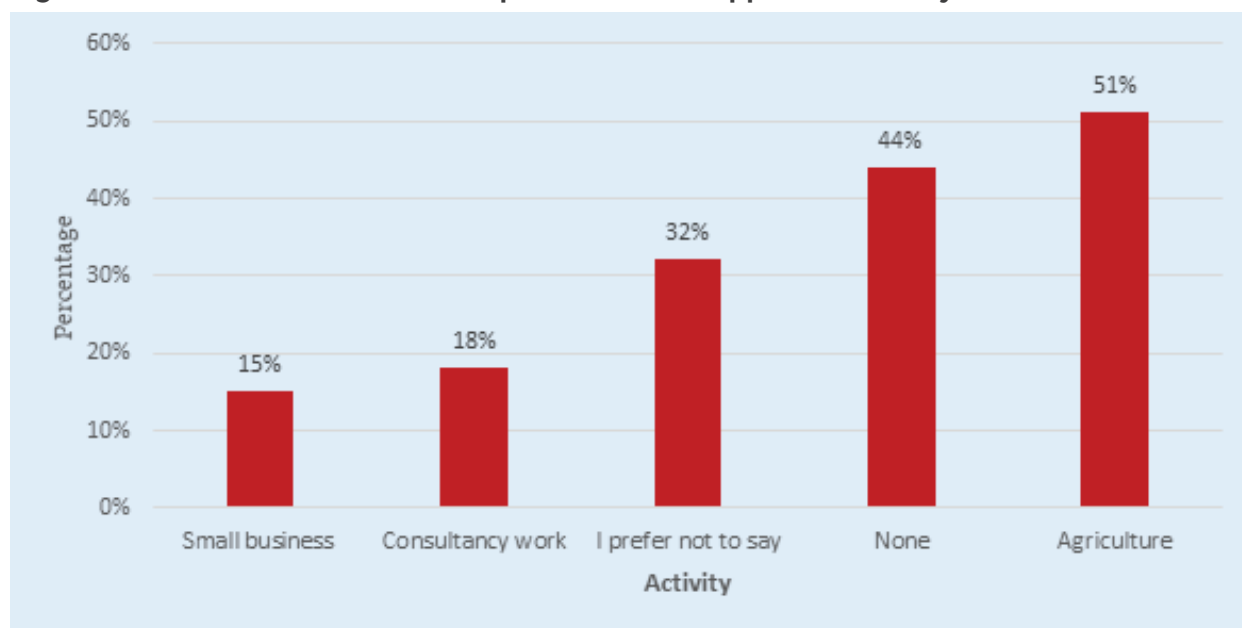
However, some health workers said they were motivated by the professional pay they earned and their trainings which were prioritized compared to other police personnel.

Other factors that were said to influence the observance of human rights were; provocation, political interference, emotional distress, domestic challenges, community interference among others.

4.2.8 Economic activities to supplement salaries

The research sought to establish whether the personnel were engaged in any private economic activities to supplement their salaries. The research established that 51% of the respondents were involved in agriculture, 18% in consultancy work, while 15% had small businesses to supplement their salaries as shown in figure 11 below. However, 44% had no side incomes and depended only on their salary while 32% preferred not to disclose their economic engagements. The total percentage of respondents is more than 100% because some respondents were involved in more than one economic activity.

Figure 11: Economic activities of UPF personnel that supplements salary



The findings indicate that a significant number of respondents were making attempts to manage the deficit of the meagre salaries by engaging in different economic activities. While this was a very good initiative, it raised questions of conflicting loyalty to their official duties and their private businesses.



A mobile money kiosk operated by a police officer as a side business within a barracks

Some respondents said when they established businesses, they were either transferred to far off areas or re-assigned to work which required them to be far away hence their businesses collapsed which may partly explain the 44% who did not participate in any economic activities to supplement their income. Some key informants on the other hand argued that, at times, when personnel established side income ventures, their time would be divided leading to lack of concentration, absenteeism and delayed action on assigned duties. Ultimately, this contributed to over detention of suspects and delayed investigations.

4.2.9 Promotions and Trainings

The study sought to establish whether the promotion and training opportunities in UPF were fairly awarded. This was based on the importance of promotions in improving personnel welfare (salary, administrative authority, and self-esteem) and the role of training in promotions as well as enabling staff attain more knowledge and skills to ably perform their duties.

a) Promotions

The findings indicate that 45% of the respondents were aware of the available opportunities for promotions and that promotions followed well established procedures as stipulated under the Public Service Standing Orders (2010) Sections (A-G) and the Police Standing Orders. They further revealed that the promotion process was fair, transparent and objective and based on one's performance, academic qualification, level of education, career course attended, record of service, physical fitness, leadership and command abilities, time spent on a rank, discipline, patriotism, integrity and length of service among others.

Key informants revealed that whereas previously the promotion process was characterized by irregularities, a Placement and Promotions Committee consisting of all Directors and headed by the D/IGP had been constituted to ensure that promotions are fairly implemented based on merit. Promotion of deserving personnel was said to be at the discretion of the Police Council based on the guiding principles in the police standing orders. UPF also had a draft promotion policy, 2019.

A focused Group Discussion revealed that promotions were based on discipline, integrity and performance. According to the group, there were parameters for promotion but there had to be a gap to be filled. In such circumstances, personnel would fill forms and submit them through their respective supervisors. They also noted that, the process was competitive. However, the group added that, sometimes one would not know what was happening and that promotions were taking too long hence there were people who had spent 15 or more years without promotion.

A respondent said;

"Promotion usually is about hard work, discipline and done by the police council on recommendation of our supervisors"

A key informant observed that, whereas promotions in the past were conducted haphazardly whereby undeserving personnel were promoted at the expense of the well-deserving, there were recent improvements. According to the key informant, there was a well-established procedure in which promotions were discussed by the Placements and Promotions Committee. This had apparently eliminated the irregularities including sex and bribery for promotion.

A Key informant further revealed that the delay in effecting promotions was as result of a ban on promotions by the Office of the Inspector General of Government (IGG) in 2015. The ban had only been recently lifted explaining the few promotions that followed in 2022.

However, 55% of the respondents indicated that, they were not aware of the available opportunities for promotions. They further noted that, although there were prescribed procedures for promotions, they were not followed. They said promotions were characterized by underhand methods such as bribery, sectarianism, tribalism, "technical-know-who, "godfathering" "tall relative" and one's relationship with the superiors, discrimination bribery and other forms of corruption and biased assessments among others.

In explaining irregularities in promotions, respondents said;

"At times those who are more junior in rank or recently recruited but connected to superiors are promoted before the long serving officers and yet there is no record of poor performance or indiscipline reported against the long serving officer".

“You can work as a PC for 30 years and above and yet there are those who are promoted rapidly because of technical know who e.g. some intakes of 2019/2020 are already Corporals and AIPs”.

“Officers are recommended for promotions by their commanders and their names forwarded to headquarters for consideration but instead, those who were not on the list are considered for promotion”.

Some respondents highlighted unfair distribution of “juicy positions” which they said were mostly given to officers within Kampala and those who knew how to lobby while those without “a voice” were forgotten. They said that, due to irregularities in promotions, some personnel were appointed to command sensitive positions/offices without the pre-requisite knowledge, skills, experience and abilities. As a result, such personnel were said to, in most cases, act outside the law and in turn violated human rights. A respondent said;

“We have officers appointed to hold big offices but they do not know their responsibilities”.

The above observation was corroborated by another key informant who said that indeed, previously there were some gaps but this had been rectified as quoted hereunder:

“Until recently, people did not know their responsibilities. We then trained RPCs, DPCs on their roles and now we are emphasizing training of OC stations and Non-Commissioned officers”.

It was further established that, UPF took a very long time to conduct promotions compared to sister agencies such as UPDF and UPS having last promoted Senior Officers (from ASP above) in 2016 and low ranking personnel between the rank of PC to AIP in 2021. It was revealed that, the promotions of 2021 mainly targeted those who had been at the same rank for over 15 years. The respondents decried the slow pace at which promotions were implemented and said it had negatively impacted personnel’s performance, morale, discipline and attitude towards policing.

The respondents further said, some personnel had taken between 10 to 30 years on the same rank despite excellent performance and that low ranking personnel were not regularly prioritized for promotions compared to high ranking personnel. A respondent remarked;

“I have taken close to 30 years on the same rank and yet I have been hard working, without any record of indiscipline. My commander has recommended me several times for promotion but nothing has come out positively. I am almost due for retirement but still on the same rank of a police constable. Sometimes officers like me who are deployed in remote districts are totally forgotten and this is so demoralising and disheartening”

Another respondent said;

“From the rank of a Constable, I spent 20 years before I was promoted to a Corporal more than six years ago. Since then, nothing has happened again”.

The study revealed that, whereas the promotion procedures did not discriminate women, there were less females holding senior positions of leadership compared to the male. For instance, at the time of the research, out of the 28 RPCs countrywide, only 03 were female. It was also established that, women constituted approximately 20% of the force strength in the UPF. A key informant observed that, the UPF recruitment target for women was at least 30%. However, when calls for application were made, fewer women applied. The UPF had only come close to achieving the target in the most recent recruitment where 27% were female.

Key informants also revealed that, most women were reluctant to take on promotional courses or leadership roles. One respondent said;

“I have been encouraging women in my region to take up leadership position disappointed. Even just convincing them to go for further training is a tug of war”

Relatedly, some female respondents revealed that they were reluctant to take on promotion and training opportunities because of their distinct feminine roles. According to them, such opportunities took them to far off places where they could not adequately attend to their families. This impacted their marriages and children negatively. More so, some respondents said that women were picked for some trainings for the sake of balancing gender but not the relevance to their duties or promotional opportunities. Some women said they found certain trainings to be too rigorous especially after the impact of childbearing on their physique hence they opted out, ultimately missing out on promotion opportunities.

However, some female respondents said they lacked opportunities to be promoted since they were never selected for promotional trainings due to what they perceived as corruption.

b) Training

The findings revealed that, the trainings were, to a greater extent, being conducted in a professional manner and that the training content was said to be good and relevant to the day-to-day policing duties.

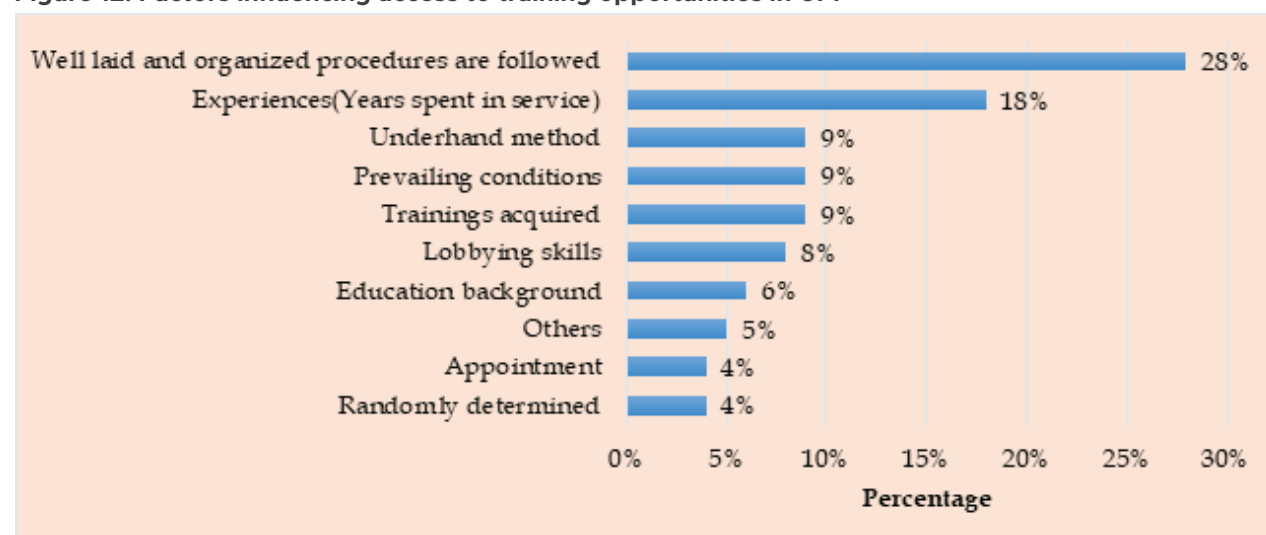
The study established that UPF had a training policy which was under review and all training activities were guided by a training plan. Some of the trainings/courses said to be conducted were: General training, Refresher courses, promotional courses, Senior Command course, Junior Command course, Public Order Management course, Leadership course, Anti-terrorism course, specialised trainings, Records management trainings and Homicide courses. Mandatory courses included institutional leadership and management course for senior officers (SSP and above) and budgeting and capacity building courses.

In addition, 63% of the respondents said they were aware of the training opportunities while 37% were not. Those who were aware said, they got to know through their immediate commanders/supervisors who submitted their names to Police Headquarters for consideration depending on the nature of training. One of the respondents remarked;

“Police headquarters informs Commanders that they need personnel for training and so names are forwarded. It is the discretion of the Commanders to put your name on the list”.

The study further sought to establish the factors considered by UPF in identifying personnel for training. Up to 28% of the respondents said well laid and organized procedures were followed and 18% said experience (years spent in service). However, 9% attributed it to underhand methods and 8% to lobbying. Other factors that were said to be considered were: prevailing conditions, trainings acquired, education background, appointment and random determination as indicated in the figure 12 below;

Figure 12: Factors influencing access to training opportunities in UPF



Other factors included physical fitness, Personnel's performance, luck, skills needed, discipline, interest and past record of the personnel. A respondent said:

"One's discipline and interest is important and at times, a whole squad can be taken based on needs assessment pointing to a skill that they lacked which is crucial at the time".

Respondents said underhand methods were mainly used during consideration for foreign missions/trainings and they included; bribery/corruption, technical-know-who, nepotism, favouritism. While commenting on underhand methods, a respondent said:

'Some people pay money to get better training. There is a lot of influence peddling, if there is a chance to apply for courses, people apply but are never showed results' For example some Officers who apply for foreign missions (Police pre-deployment training) never get feedback as to why they never succeeded".

However, a key informant said selection of trainees was done by RPCs and Regional Training Officers who monitor, evaluate and select suitable officers for training and that 30% of the trainees should be women. However, the required quota was not usually attained due to low numbers of female personnel in the UPF.

The findings further revealed other reasons for the low participation of women in training as: some women not being chosen for training due to perceived corruption and victimization based on sexual harassment, maternal roles vis a vis timing and/or location of the training especially for pregnant women and nature of training which is considered to be very harsh in relation to the female physique especially after childbirth.

It was also established that low ranking personnel were not regularly considered for training opportunities compared to high ranking/Senior officers which negatively impacted their performance. One of the respondents said;

"Juniors rarely go for trainings and yet they are the foot soldiers"

Another said,

"Junior officers need training more than Senior Officers and Junior officers who get promoted should be trained to enable them perform better".

A key respondent confirmed that there was indeed a backlog on training to the extent that, some personnel had not had training for 10 years and yet training could give them better deployment opportunities. He however noted that refresher courses are now decentralized unlike career courses.

It was further revealed that, some personnel could be deployed under a specialised unit without undergoing an induction course relevant to the specific deployment. A respondent said:

"Most of the officers are deployed for example under CIID, General Duties and Human Resource and they learn on job after deployment. Only officers deployed under FFU and Counter-Terrorism regularly undergo specialised induction course in line with their deployment"

Another respondent said,

"There are officers who have served for more than 27 years but have never attended a refresher course".

In relation to the above however, a key informant observed that the Placement and Promotions Committee in making deployment decisions, considered the courses one undertook, the existing gaps and complaints against personnel. This helped in placing personnel where they could work best. As a result, trainings had improved on the career development and performance of the personnel.

Some respondents further revealed that, in some instances, trainings were used as a form of punishment or an opportunity get rid of “unwanted personnel”. In such cases, personnel who were considered “big-headed”, indisciplined, or those who were not favored by their superiors would be sent for training. Others who considered it a punishment attributed it to the fact that some training objectives were not met which was a waste of their time. For instance some respondents who attended promotional trainings were not promoted yet those who did not attend were. A respondent said;

“Trainings are ok. However, some officers think that trainings are used to punish them. Sometimes after training, you are not deployed or you are put in a very remote area”.

Another said;

“There is need to streamline the trainings and deployment. For example in UPDF, those who go for training are usually being prepared for a specific deployment which is not the case in Police. Some police officers think it is a punishment”.

Relatedly, some respondents raised a concern about the “unnecessary” prolonging of the training period for some courses or sending personnel for one course after another without a break. Consequently, some personnel were not keen on/or lost interest in taking up training opportunities.

Some respondents further revealed that during training, some of the trainers subjected them to inappropriate actions such as: ill treatment, unfair administrative decisions, sexual harassment and forcing sick trainees to do strenuous drills. They also complained about the lack of consideration for the maternal nature of female personnel particularly when they were suffering dysmenorrhea or had increased need for hygiene during menstruation. In a bid to explain the unfair administrative decisions, one of the respondents said;

“We have no rights during training. If you complain, you are blacklisted, not paid salary and you get a bad comment on file”.

Another respondent said;

“Female officers are usually targets of sexual harassment at the training school”.

Another added;

“Training schools also really torture us especially women, no consideration is given even when women are in menstrual periods”.

The research also established that for certain courses where pregnant or breastfeeding mothers could attend, they were at times not given special consideration especially with regards to hours of rest and breastfeeding times.

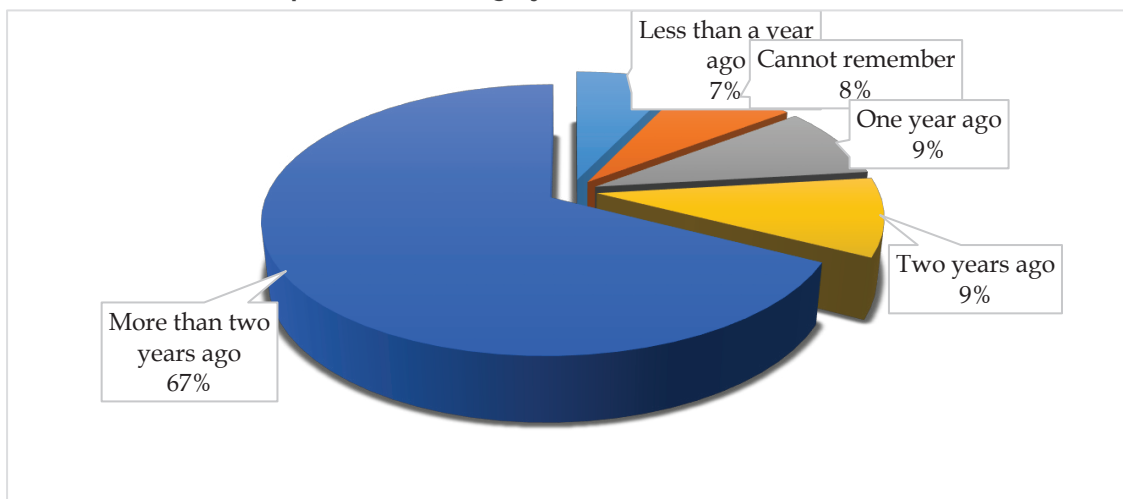
In relation to the above, a key informant said that, UPF was very strict on instructors who abuse trainees and they were usually dismissed. However, the key informant added that, it was not enough to dismiss the errant trainers without offering an effective remedy to the victims through the due process of justice.

Some respondents revealed that they were demotivated because they were unable to pursue courses for their career development when they wanted to because of the limitations of the policy and the Public Service standing orders which requires personnel to seek permission for further studies. This was said to be compounded by the unfairness in award of available opportunities.

The study further revealed that, in trying to ensure a holistic approach to the training, the UPF was drawing trainer, instructors and resource persons from within and from other MDAs and non-state actors. However, some respondents opined that, the content of certain courses required a review to suit the current policing needs.

The study further sought to establish whether the UPF personnel had particularly received training in human rights. It was established that human rights had been made a compulsory subject during police training. It was further revealed that UHRC had trained 54% of the respondents. Out of these, 7% had been trained less than a year ago, 8% a year ago, 9% two years ago and 67% more than two years ago. Another 8% said they could not remember when they were trained. However 47% of the respondents revealed that they had not been trained by UHRC.

F13: Time frame of UPF personnel training by UHRC



In addition, respondents said they had been trained by other stakeholders such as: MOH, MoGLSD, MoIA, URSB, JLOS, LDC, UNHCR, UN OHCHR, UN Women, ILO, UN/AU Peace Keeping Missions, International Justice Mission, World Vision, Uganda Red Cross Society, African Center for Treatment and Rehabilitation of Torture Victims (ACTV), , UGANET, HRCU, LEMU, Total Energies, and Foundation for Human Rights Initiative among others.

4.2.10 Annual Leave for UPF Officers

Majority (84.1%) of the respondents revealed that they had ever been granted leave during their service with UPF while 15.9% had never gone for leave. The types of leave taken included: annual leave, pass leave, maternity leave, sick leave, paternity leave, study leave and sick leave. It was however established that most personnel preferred to take pass leave since it was shorter than the annual leave that required adequate funds to be meaningful. They added that, given their inadequate pay, they could not afford the expenses associated with a lengthy stay on leave.

Another reason advanced for the large numbers that were taking pass leave was the limited manpower in their stations which made it difficult for them to go for annual leave. Others said shorter leave periods were better for them since they gave them an opportunity to visit their families more often.

Key informants however said some personnel did not request for annual leave since they did not want to go away from their duty stations due to perceived benefits of staying around like extra earnings from special deployments and guard duties or “hanging around the station”. They also said some personnel had to be forced to go on leave. In their opinion, such personnel did not have good relations with their family members or had not made any constructive developments in their home villages so they lacked where to go.

The study further, some personnel revealed that they did not want to go for annual leave because they feared their positions would be taken over. According to them some personnel’s absence was used to replace them with people who were favored by superiors hence when they returned, they were instead redeployed.

Respondents, especially those deployed far away from their families, complained about the inadequacy of the short pass leave given that they had to spend part of the leave days travelling. Other respondents revealed that, they were at times denied full annual leave even when they would have preferred it to pass leave. The reasons for not granting full annual leave included; too much work load at respective stations/posts and inadequate manpower.

Whereas respondents revealed that the most complicated leave to get was study leave because they were only allowed to pursue courses approved by the UPF, the study however revealed that a number of courses they wanted to pursue were deemed to be outside their line of deployment. Respondents said that as a result, some of them opted to stealthily undertake the courses or desert while those who could not, became disgruntled and demotivated.

Some Key respondents however revealed that, granting study leave in UPF was implemented in line with the Public service standing orders.

Furthermore, some respondents said, even when study leave was duly granted, some personnel were forced to abandon the courses because of the demands of work and being harassed by superiors (some out of job insecurity, jealousy or malice).

4.2.11 Rewards and Sanctions

The study sought to establish how rewards and sanctions were managed in UPF and whether they followed the laid down procedures. This was in view of the importance of rewards and sanctions in motivating personnel, ensuring discipline and ethical conduct.

a) Sanctions

According to the findings, 88.7% of the respondents said the sanctions process followed well-laid and organized procedures 3.4% said it was randomly determined while 1.8% said it was influenced by underhand methods such as corruption. However 6.2 % gave other descriptions of the process.

Those who said the process followed well-laid procedures explained that it was based on the police standing orders. According to them, the process which was well known to the personnel was implemented through the UPF disciplinary courts and the Tribunal established by the Police Authority for disciplinary cases. For criminal and other cases against police personnel, the UPF referred them to ordinary courts that are by law mandated to handle them. There was also a known appeal process for personnel who felt dissatisfied with the decisions. The disciplinary courts were at all units, police districts and regional levels as well as the UPF headquarters.

The study established that, some of the remedies issued by the disciplinary courts include; suspension, caution, dismissal, demotion and rehabilitation depending on the offence. UPF also respected decisions of ordinary courts.

The 3.4% of the respondents who said that the sanctions process was randomly determined observed that, some judgments were pre-determined or influenced by Headquarters through "Orders from above".

Some respondents had this to say;

"Justice takes long to prevail for specific cases. There is discrimination."

"If exonerated at court level one ought to be reinstated which is not the case. Sometimes investigations are not conducted to the expectation and innocent officers are penalized."

Those who said it was influenced by underhand methods said some court processes were flouted due to corruption and personal interests.

The respondents who gave other descriptions of the process said it was not consistent, procedures were not guaranteed or properly followed, it was poorly managed whereby investigations may not have been well done, at times it was not fair because one was not allowed to explain or give defence, sometimes it was selective trial and there was no room for appeal.

Some respondents said:

"No proper procedures are guaranteed and followed in real common practice".

"No disciplinary courts in the district for FFU. In case of anything, you will be tried in Naguru and in most cases the punishment is in monetary terms. But we wonder! Where does the money collected for fines go?"

"There is uniformity but procedures are faulted. It all depends on the particular commander. There is discrimination".

"It depends on your boss but at times it needs training of personnel on how to carry out disciplinary action"

"Some of the committee members in UPF courts are not knowledgeable about the proper procedure, so they end up faulting the process".

Some key informants and focus group discussions corroborated the above information. They revealed that, the disciplinary committee was not always fair because most issues were handled on hearsay without giving the accused personnel the opportunity to give their side of the story. They said some officers, especially commanders and committee members lacked the requisite knowledge in case management and law.

A respondent said:

"...Fairness of the sanction process depends on the way your commander is trained, their temperament and decision making quality. As such, some people have been wrongly charged. As a result of hurriedly referring some cases to the ordinary courts, some have been referred back to be handled administratively. In such scenarios at times, the administrative process was mismanaged and unreasonable punishments given. Some personnel, with the help of the legal officers, have successfully challenged such decisions causing retrials and quashing or reduction of the sentences."

Some respondents were unable to describe the disciplinary process because they said courts had not been operational for long in their areas.

Respondents revealed that, when appeals were made at UPF Headquarters, some of the witnesses could not travel there while others were intimidated or feared for their jobs, hence, cases got messed up.

In addition, some key informants revealed that at times the process was manipulated by superiors which affected judgments. Some personnel were also said to wait for judgments for years yet they were on half or no pay. Such personnel remained on "katebe" (unemployed) for as long as their disciplinary matters remained unconcluded.

They said the lengthy process was unfair to them since they could not be discharged to pursue alternative employment. The longer personnel remained on "katebe", the more it impacted on the operations of the UPF given the already inadequate manpower.

However, a key informant revealed that only personnel who were facing criminal charges were interdicted and received half pay in accordance with the Public Service Standing Orders. Those who faced internal disciplinary processes continued earning their salary adding that salary could only be affected if the punishment handed down was a monetary fine.

Respondents also revealed that they were not allowed legal representation during disciplinary hearings which according to them infringed on their right to fair hearing since they couldn't rightfully defend

themselves. They said denying them legal representation was based on the perception that uniformed personnel must be loyal.

They also observed that some accused personnel were detained for long periods pending investigations. They were also said to be ill-treated (physical and psychological torture) while in detention. They also said some investigations took too long to be concluded which delayed justice and kept personnel on “katebe” (undeployed).

A respondent said;

“There are officers being investigated for over five years and at the same time on Katebe which psychologically tortures them. Justice must not only be done but must also be seen to be done other than keeping some one pending for so long and yet they have to report to work every day...it is a waste of tax payers’ money too for such officers to be paid and yet they are not working”.

Respondents added that if they reported cases of ill-treatment to any institution like UHRC they were suspended or transferred to stations far from their home areas or hard to reach areas as a form of punishment.

b) Rewards

A key informant revealed that the UPF had a reward system and that the selection is done and officers rewarded accordingly. The rewards included promotions which are at times instant, medals, cash rewards. The reward system was said to be very fair because it was based on one’s ability and work record and the generation of the list of outstanding performers started from the district to national level.

The above statement was corroborated by some respondents who confirmed that UPF had a reward system where outstanding performers were rewarded. They said:

“The police rewards its officers for outstanding performance especially when one recovers guns and arrests hard core criminals. The reward may include some token, promotion, and any other reward considered appropriate. However there is no well laid reward procedure in place”.

“When I was a police constable in 1994, I arrested a robber with two guns and recovered the guns. I was rewarded through promotion to the rank of Corporal. The reward system is in place and it’s working properly”.

“Most rewarded people are the athletes. But there are no rewards for excellent or outstanding performers”

“At district level we appreciate verbally and give pass leave. Nothing much is done”

However, some respondents observed that rewards had become rare or occasional, were intangible or were no longer given. They said:

“The rewards system needs improvements to include some tangible awards to at least motivate the officers in the absence of promotions”

“Rewards are done verbally yet tangible rewards are more motivating”

“...before Officers who recovered guns would be recognised, given a bicycle etc. Which provided morale for officers. These days nothing is done to appreciate officers”

“Rewards come in form of promotions. One got a gallantry star medal. It’s given to people who have demonstrated some bravery in risky areas like Karamoja”

However, some respondents said there was neither a reward system in place nor a clear standard measure for outstanding performance. They said:

“Rewards? There are no rewards in police even when you do good work”

“The rewards area has brought about disgruntlement because outstanding performance is not readily recognized and rewarded yet contrary performance or behaviour attracts quick sanctions. The system of rewards has been abused hence rewards go to relatives and friends which is favouritism and nepotism”.

“Officers that have performed well are not appreciated in any way. There is no committee to appreciate them however, there is a District Disciplinary Committee that charges the offenders”.

“Police is very funny; you can do good things, but the rewards take long or even never happen. But when you do something wrong, immediate action is taken”.

“No more rewards given to officers No rewards given to people who are working well. Yet those used to be motivators for people to work hard. I once received a thank you note / letter from the CID boss but that letter was such a motivation for me to work hard and give my work my best... let's not only wait to act when people have to be disciplined or when they are in conflict with legal procedures...we should reward them for good deeds too. What became of the medals? There are officers that have served the force diligently but sometimes one retires without even a single rank added. Reward people when they are still alive”.

“There is nothing like rewards. But if you make any mistake e.g. if a suspect escapes, you replace him in the cells. Rewards are by luck. Unless the president himself identifies you for a specific thing you did maybe as a traffic officer on the way. No particular basis, there is also favoritism”.

“There is no thank you in police...but punishments are many, that's what they like most”

The above findings revealed that, much as the sanctions were largely based on well-established procedures, there were instances when the processes were mismanaged which violated the right to fair hearing which in non-derogable. In view of the principle of the interrelatedness of rights, this affected a number of other rights such as; personal liberty, health, freedom from inhuman, cruel and degrading treatment, right to work among others.

For a reward system to achieve its objective of motivating personnel, it should be seen to be fair and known to all. Whereas there was a practice of giving rewards, the process was not well known to all personnel. Consequently, it was at a risk of abuse or undue influence.

4.2.12 Safety and Security of police personnel at the Workplace

The research sought to establish if the respondents were felt safe at their workplace and how this impacted observance of human rights.

The findings revealed that the largest percentage of the respondents (81%) felt safe at their work places and they attributed this to individual vigilance, regular presence of station and body guards, availability of CCTV cameras in some stations, deployment of at least two personnel at a go, availability of transport in some stations, and fenced premises.

However, 19% of the respondents who indicated that they felt unsafe attributed it to lack of fenced premises, inadequate manpower, and lack of CCTV cameras, makeshift, damaged grass thatched or dilapidated office structures, lack of /intermittent electricity and long distances between the personnel's place of residence and work place but also between place of deployment and station in the absence of official transport.

A respondent remarked

“Services like CCTV cameras should be extended to all police stations to aid early detection of likely harm.”

In Karamoja region in particular, the personnel felt insecure because of fear of attack by armed cattle rustlers yet some stations were manned by very few personnel.

The findings further revealed that personnel felt insecure during times of riots or public demonstrations owing to lack of/inadequate protective gear. They also felt insecure due to the poor police image painted by social media, attacks on police stations by some members of the community and nature of work. They said:

“..... however the nature of our work as officers is so fragile. During the time of riots and elections and any uproar in the country, officers feel more unsafe and at risk due to the negative public perception towards police. This make members of the public revenge on the police. This is as opposed to other ordinary days”.

“Some Traffic officers’ lives have been subjected to so much risks while on the road to the extent that some officers have even been knocked or killed and their firearms grabbed”.

“The ridicule on officers is psychologically daunting and worse still the insecurity even extends to our families affecting our innocent family members.”

Whereas a bigger number of personnel said they felt secure, those who did not, raised issues which could explain some of the violations meted out on the members of the public especially during riots and public demonstrations. On the other hand, the abuses committed against police personnel by members of the public also impacted on observance of human rights, since they are also rights holders, particularly their rights at work.

4.2.13 Staff welfare initiatives

The study further sought to establish the existence of any staff saving initiatives aimed at enhancing personnel income or financial stability. Asked whether they belonged to any savings scheme, 85% of the respondents answered in the affirmative while 15% did not.

Personnel identified the savings schemes they belonged to as PSAL, Exodus police Sacco, platoon online savings, personal insurance schemes and village SACCOs among others. Personnel also pooled resources and shared them on rotational basis in small groups. Personnel who were specifically aware of the UPF SACCOs constituted 98% which implied that the UPF staff saving initiatives were well known to personnel.

a) Nature of existing UPF staff saving schemes and membership

It was established that, the UPF had two formally known staff saving schemes namely; Exodus Police SACCO where majority of the personnel belonged and the Police Saving Association Ltd (PSAL).

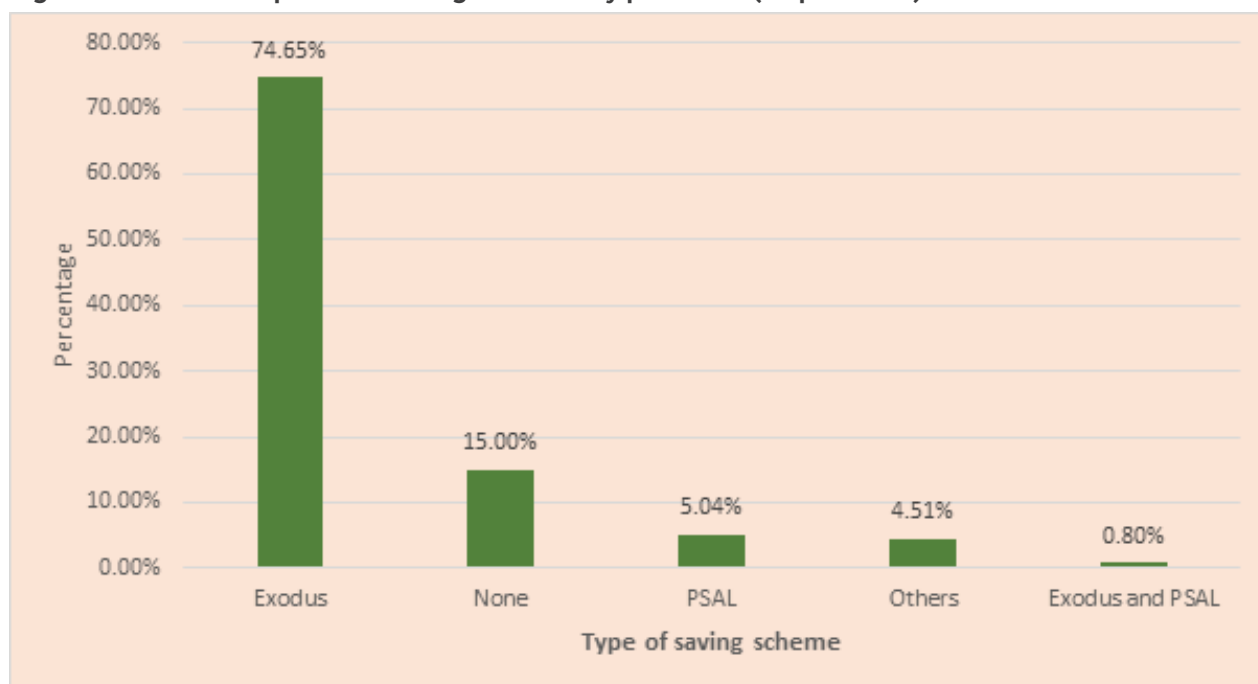
The PSAL was found to be a voluntary association established in April 1989 with the aim of “promoting welfare of members for prosperity and development through savings, investments support and efficient utilisation of resources to alleviate poverty”. Officers who belonged to the scheme contributed a specific amount of money monthly and could borrow at ‘low interest rates’. It was founded on the background that the resource envelope from government was inadequate to cater for personnel’s welfare needs and that commercial bank lending rates were high and their processes bureaucratic which exposed Officers to extreme poverty, hardships and personal challenges.

The Exodus SACCO on the other hand was established in 2007. It operated a savings programme targeting police personnel and their family members in an “integrated and self-sustaining manner” whereby only those who were members accessed funds from the SACCO. It followed the Microfinance principles and aimed at improving household incomes and alleviating poverty through simple loans and grants to members with viable projects or business plans or enterprises as well as provided minimum financial assistance for development of members, their wives and civilians working with UPF. According to its manifesto, the SACCO intends to meet the needs of personnel who are considered low income earners and address the challenges associated with accessing loans from commercial banks.

b) Membership

Findings further established that 90% of the personnel belonged to the UPF SACCOs while 10% did not. Out of these, 74.8% were members of the Exodus police SACCO, 5.04% belonged to PSAL, 0.80% had dual membership in PSAL and Exodus, 4.51% belonged to other savings schemes while 14.85% did not belong to

Figure 14 : Membership to UPF Saving Schemes by personnel (respondents)



Source: research data

c) Mode of joining UPF staff saving schemes

It was revealed that whereas membership to the PSAL was voluntary, joining the Exodus police SACCO was largely mandatory. 72% of the respondents confirmed that they had compulsorily joined the SACCO while 27% said they joined voluntarily. However, 2% said they joined the SACCO through other means.

Those who said they were compelled to join the Exodus police SACCO revealed that they were forced to join the SACCO right from the Police training School by filling forms and were threatened about risking their appointment and certificate of completion if they objected. In addition, others said they just realised their salary was being deducted for the SACCO without their consent while others were forced to join when they applied for bank loans or were following up their missing salary.

Those who were not members of the SACCO gave reasons such as: being denied entry on account of having loans in the bank, refusing to be members, being absent during the period of compulsorily enrollment of personnel into the Exodus SACCO and bribing their way out of the SACCO. Other respondents revealed that, they withdrew from the SACCO because the services were in Kampala and regional offices were non-functional while others were eliminated from the SACCO when they raised pertinent issues concerning accountability and transparency.

d) Benefits from the UPF SACCOs

Respondents were asked if they had benefited from the UPF SACCOs. Those who said they had benefited constituted 31.6% while 68.4% said they had not benefited.

Those who had benefited from SACCO said it had helped them to save money and access loans at low interest rates. Some had also been provided condolence packages when they lost loved ones. Some of them had this to say:

“I got a loan of 7m and opened a business in paidha”

“I have accessed loans several times at very low interest rates. I have been able to pay school fees up to university level and bought some cows”

"I have been able to obtain loans from the Sacco. I obtained loans twice and I was able to erect a four roomed structure"

"I was able to get a loan even without a cover letter or other hectic procedures"

"I got a loan from Exodus that helped me put up a structure that I am almost completing. The low interest rate of 12% percent is also good. I used to be a member of PSAL but left because of poor customer care".

"I have personally benefited from the SACCO because I got a loan which has supported me with school fees. However the Sacco needs a lot of house cleaning. People can't get their savings and yet saving is usually for a purpose."

Those who said they had not benefited attributed it to many limitations on access to funds (savings and loans); very low loan limits to facilitate establishment of meaningful projects; irregular meetings and updates on shares, balances and dividends; inaccessibility of savings when required; a lot of corruption; bureaucracy; poor customer care; mandatory withdrawal dates which did not favour personnel. Some of them had this to say:

"We are controlled like children, we have plans but can't access our funds to implement them. I end up getting bank loans. If my name could be deleted from the Exodus SACCO I would be grateful"

"...even the representatives of the SACCO at regional level who attend the AGM don't have a voice when they attend the meetings. When one goes to the headquarters to seek a service people are tossed here and about "

"I totally don't support the Exodus SACCO because of the irregularities that are therein. If I am saving I need to use my money at any time when I wish. But the police Sacco has never benefited me at all in as much as the SACCO has a policy to give 25% of money to its savers. There should be no restriction if one wanted their full saving"

"The benefits are very minimal. I ever got a loan but I had to get another loan to pay it off because I sensed something unscrupulous with deductions on my account. I was forced to take 60 shares without my consent and with no explanation. So I lost interest in the SACCO"

"Since I began saving in 2014 I received 23,000 which was regarded as dividends ...The aspect of applying for 25 percent is so inconveniencing. We are like beggars of our money"

"I cannot access my savings in times of need, I have never received or shared any dividends from the SACCO yet I have saved with it for about 10 years...The savings were forcefully increased from UGX. 10,000/= to UGX.20,000/=.

"When I tried to withdraw my savings for the first time ever, I was told the money is over"

"I have not benefited from Exodus because I have never received any documents from the Sacco. Instead, they hold personal savings and only allow one to draw a quarter of the savings. It is another stress factor after low salary and it's a human rights violation. The management of the Sacco is very bad"

"I have never benefited from Exodus. It is viewed as scheme for big people because they do not allow members to withdraw their savings".

"I have never benefited from it....I had a sick father but I failed to access it...I would prefer to exit it"

"There are no dividends being shared yet Exodus SACCO is involved in business. They only give 25% of your savings and for people who have taken loans from the SACCO their salary is deducted even when they have cleared the loan."

"SACCO can't give you a loan when you have another bank loan"

"...not much because they are restricting withdraw. We only get 25 percent of our savings. They also only give us a withdrawal opportunity once a year. I left PSAL because they could not give adequate loans to low ranking officers. They should allow us to quit the SACCO at will"

e) Performance rating of Police SACCOs

Respondents rated the UPF SACCO services whereby 7% said they were very good, 14% good, 23% fair, 26% poor and 30% very poor. Most of the respondents who rated the Sacco services as very poor or poor belonged to the Exodus Sacco. While most of the respondents who rated the services as very good and good belonged to PSAL as indicated in figure 15 below. The above observation may however be attributed to the fact that most of the respondents belonged to Exodus SACCO where membership was compulsory.

Figure 15: Respondents' ratings of the UPF SACCOs



Key informants however revealed that the services of Exodus Sacco had been improved by; election of a new Sacco management, establishment of SACCO liaison offices at police regional offices like Hoima, Mbarara, Moroto and Gulu among others, revision of some SACCO guidelines on withdrawal such as scrapping off the 20% loan application fees. Other actions included apprehending and suspending errant SACCO managers. The new management of the exodus SACCO was also said to have created a working relationship with the Wazalendo SACCO of the UPDF to benchmark areas of service improvement. Some of the said future plans included automation of the SACCO services to enable members access savings and monitor their accounts through ATM services and mobile money.

Some key informants also revealed that joining the exodus SACCO was no longer voluntary and that some personnel were not member. However, there were procedures followed by those who intended to exit. They also said that allowing members to exit or withdraw their savings any time they wanted had a likelihood of failing the SACCO hence care was taken to ensure that a mass exit and withdrawals are not permitted at ago.

However some key informants said since the UPF was a force, there was nothing wrong with mandatory membership to the SACCO.

Regarding PSAL, key informants revealed that membership was voluntary and that it was quite organized in terms of providing access t savings and communication to its members. Members could also monitor and access their savings through mobile phone services. Some of the key informants had this to say. Some however said its membership largely consisted of Senior and personnel who had served for a long period of time.

Some key informants made the following remarks about the police SACCOs;

"The major SACCO for officers is exodus, while PSAL is for old officers"

"People access their money, services have been brought up to the regional level. People are very happy with the because they are able to access their money anytime"

"Exodus has improved on police welfare. There is need to strengthen the regional centres"

"UPF personnel have two savings schemes which are Exodus Sacco and PSAL. Officers are required to belong to both or one of them. Those with financial discipline have benefited from the SACCOs. It was mandatory for only beginners to inculcate the culture of savings which does not go well with members sometimes"

"Initially officers just wanted to borrow and not save; thus restrictions on savings were made. Some officers want a lot of money SACCO which is not within the guidelines. At the moment they withdraw 25% of savings. But emergency withdrawal may be allowed or advancing some extra money in case of sickness or urgent need for school fees"

"People at Police Headquarters have taken control over the SACCO. They determine who is to lead it. It has not improved any police welfare, we are limited with withdrawal only twice a year. People are not allowed to withdraw their savings and only get 25% of the money."

"For PSAL membership is voluntary and everything is moving smoothly. The challenge is with Exodus. There are issues of not declaring dividends, there is no transparency and we were informed that SACCO has assets but members don't know them."

"I belong to Exodus SACCO If I want a loan it is easily accessible. However, the challenges are insufficient awareness about the SACCO products and services people which is why people grumble. The regional representatives also give adequate feedback on matters discussed during SACCO meetings. Some representatives don't know what to do. SACCO should avail information and sell their products and tell officers the benefits that accrue to members and ensure that the processes are clear"

"It's a corrupt system. We save but you can be told that there is no money. How do you keep my money for 5 years without granting me access?"

Am a member of the Exodus police SACCO and joined willingly. Their services are fair. However they favour officers more than the lower ranks. If I call for money as a DPC, I get immediate attention while a PC should wait.

"The Exodus SACCO is poorly managed that if they allowed officers to vacate then in few days it can collapse because everyone would quit. The Sacco services should be decentralised. There should be declaration of dividends Information should be provided because the DPC wouldn't handle to answer all questions."

"The SACCO is helping those who are utilising it well and we have success stories. Juniors have their challenges but the last AGM resolved on decentralisation. Technology is still a challenge but each region has a delegate. So we have an email created where you can request for any information including applying for a loan in three days. Some officers get the money without planning and others forget the purpose is saving but want to withdraw every time they have financial challenges. They are not easy to convince on money management issues. "

"It not beneficial to a common police Officer -It does not follow the principles of international Auditing Standards - the law requires voluntary entry and exit of any SACCO or savings scheme this isn't respected. There are also disclosure requirements especially on explanatory notes, so statements should be available to all members any time they so wish. It is restricted withdrawal of 2 to3 times a year. I have no mercy over the Exodus SACCO because I attended the AGM. Decisions are taken anyhow. The 2 billion which purchased a software has never been accounted for. Let it be a lending institution and allow members to exit and I will be the first to exit or else let it be abolished."

From the foregoing, there is a clear relationship between the operations of the SACCO and the personnel's well-being considering that the SACCO contributions are deducted from their salaries especially where it is

compulsorily done without their consent. The inadequate access to funds by personnel further impacts their right to development as well as their right to social security. Whereas the intentions of establishing both the Exodus police SACCO and PSAL were good, management of the SACCO services in most instances lacked a human rights-based approach.

4.3 Living conditions and observance of human rights by Uganda Police Force

The research set out to establish the extent to which living conditions of the police personnel affect their behavior and observance of human rights during their day to day operations. It specifically focused on housing, access to water and energy, individual safety and security and access to medical care.

4.3.1 Housing overview

The study revealed that, of the 390 police personnel interviewed using the general questionnaire 29% lived in decent housing, 36% lived in moderately decent housing, 24% lived in dilapidated structures 3.6% lived in makeshift structures while 7.7% did not specify the state of their housing. Whereas the larger number of police personnel may be seen to live in decent (habitable) and moderately decent housing, it's worth noting that, majority of those living in dilapidated (70%) and makeshift structures (93%) are junior personnel. This implies that the junior personnel are the most disadvantaged in terms of acquiring decent housing.



Newly constructed semi-detached houses accommodating police officers at Kalangala Central Police barracks.

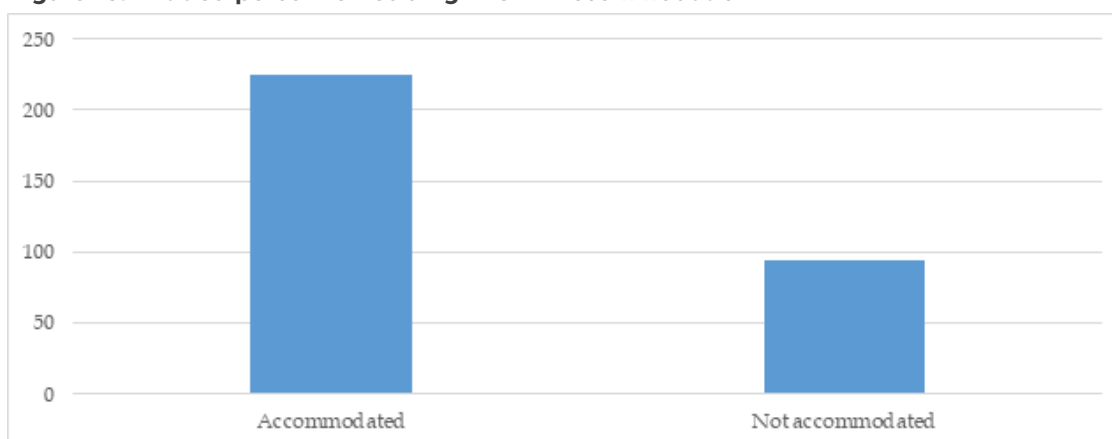


An incomplete structure housing police personnel and their families at Sembabule Central Police barracks. Construction work on the structure was abandoned more than 10 years ago.

4.3.2 Status of Accommodation by personnel entitled to housing provided by UPF

The study established that personnel from the rank of IP and below are entitled to accommodation provided by UPF. It was established that out of the 390 personnel interviewed using the general questionnaire, 319 (82%) were entitled to institutional accommodation while 71 personnel (18%) were not entitled. However, out of the 319 entitled personnel, only 225 (71%) were actually staying in the institutional housing as indicated in the figure 16 below.

Figure 16: Entitled personnel residing in UPF Accommodation



a) Type of housing

Majority of the personnel who stayed in the institutional housing were in semi-detached houses (47%). It was further discovered that 31% stayed in Uniports. Others lived in bungalows, storied buildings, and huts while 9% did not disclose the type of their housing.

Table 4. 4: Accommodation types of Police Officers

Type of accommodation	Frequency	%age
Bungalow	8	4
Flat (storied building)	3	1
Hut	2	1
Others (please specify)	20	9
Rented house	17	8
Semi-detached house	105	47
Uniport	70	31
Grand Total	225	100

b) Description of housing

Out of the 225 respondents who were entitled to institutional accommodation, only 27% lived in habitable housing. 33% confirmed that they lived in dilapidated structures, 2% in makeshift 32% in moderately decent and 5% lived in other forms of housing. Whereas 32% described their housing as moderately decent, observations made by the research team and statements made by the same personnel indicated that some of those structures were actually dilapidated. Their description was found to be in comparison to their colleagues who lived in makeshift structures.

Table 4. 5: Description of housing for entitled personnel in the UPF

Status of accommodation	Number	%age
Habitable	61	27
Dilapidated	75	33
Makeshift structure	5	2
Moderately decent	72	32
Others	12	5
Total	225	100

The police personnel while describing their accommodation said it was deplorable. For instance, one said “some of my colleagues are accommodated under mango trees and tents”. Shared accommodation was a common occurrence whereby two different married couples shared one uniport and in other scenarios, the unmarried personnel shared with the marrieds and males also shared with females resulting in disputes or conflicts and in some instances sexual harassment.

The shared rooms were partitioned with either curtains or makeshift boards, while uniports were said to be very uncomfortable “hot during the day and very cold at night” disrupting normal family life and rest. For instance, it was found that, children could not be kept in the uniport during day and yet in the night water dripped on the occupants.

Even for the shared rooms, personnel had to take turns to sleep, play loud music or use lodges especially if they were to enjoy their conjugal rights. Some personnel were forced to stay away from their families due to the accommodation challenges which negatively impacted their marriages.

In addition, some structures were condemned or dilapidated (leaking roofs, no windows, and un-cemented floors, cracked walls with gaping holes, inadequate toilet and sanitation facilities and old asbestos roofs among others). The Personnel decried the lack of privacy and increasing domestic disputes which escalated into the workplace and impacted deployment. Because of the prevailing condition, some personnel felt the UPF did not care about their families. For instance, one of them said “Police does not care about family’s plight”.

Such personnel opted to construct ‘self –help’ structures within the barracks and relinquish their house allocation so as to attain some decency and privacy.



Old uniports shared by police officers at Luweero Central Police Station (left) and at Kalangala Central Police Station (right).



A typical police barracks of uniports (above), most of which were old and unfit for human habitation.



Dilapidated Police structures found in Mpigi (first top) and Mityana (second top). Central Police stations.



Self-built units for accommodating police personnel at police stations in Northern Uganda.



Old accommodation units for police officers at Kalangala Central Police barracks



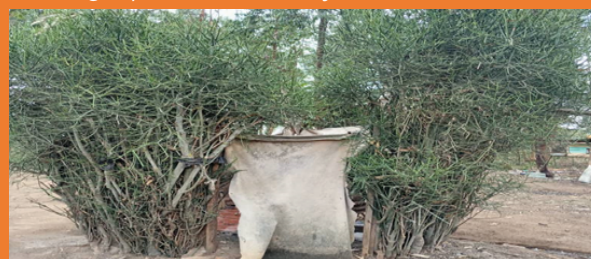
Front and back view of a dilapidated self-help structure occupied by a police officer at Kiboga Central Police Station.



A makeshift structure housing a police officer at the Mbarara Rural (District) Police headquarters



Part of a dilapidated self-built house at Kiboga Police Station. Right is a makeshift structure housing a policeman at Mityana Police Station.



An improvised bathroom at Kalangala Central Police barracks

The housing status notwithstanding, the findings further revealed that, there were irregularities in allocation of houses to the personnel. Those who had newly joined the force found it difficult to get houses and yet they couldn't afford rent since they hadn't yet received their settlement allowance "boom". In addition, personnel of lower ranks were in some instances forced out of houses to create room for higher ranking personnel.

c) Entitled personnel who were not living in institutional housing

Relatedly it was established that, the entitled personnel who were not residing in institutional housing were catering for their own accommodation. However, no special allowance was provided to enable them afford decent housing outside the barracks. Some were living in their own homes while others were renting. For those who could not afford rent, they were found to be living in self-help-makeshift structures within the barracks. This caused congestion and put a toll on the utilities.

It was further established that, outposts were in dire need for accommodation e.g. at Olilim police post some personnel were residing in dilapidated former structures of a sub- county which included a very small kitchen and the toilet facility was about half a kilometer from the residence/station. In the worst case scenarios like in Kigezi region at Kitumba police station some personnel resided in the offices for lack of accommodation.

Whereas it was a common occurrence to find personnel at the main stations accommodated, some outposts had better accommodation for the personnel. For example, at Agwata Police post, the personnel had adequate housing and were not sharing. This can also be attributed to the fact that there are few personnel at the outposts. As such, some personnel said that they would prefer to be at the outposts due to the fact that they could live alone in their rooms and enjoy some privacy.

d) Entitled personnel who preferred to live outside the barracks

It was further established that, due to the deplorable accommodation, some personnel opted to voluntarily rent outside so that they can find family time and try to live a decent life. The other category was that of personnel who were nearing retirement and had been posted near their ancestral/retirement homes.

4.3.3 Status of Accommodation by personnel not entitled to housing provided by UPF

The study established that personnel who were not entitled to accommodation provided by UPF were not supposed to reside in the police barracks. Findings however revealed two categories of accommodation status by unentitled personnel as follows;

a) Unentitled personnel residing in accommodation provided by UPF

It was established that, some personnel who were not meant to live in the institutional housing actually resided there. This put a burden on the already limited housing while at the same time disadvantaging the entitled personnel. Some entitled personnel said, they would be subjected to disciplinary measures whenever they raised the issue of unentitled personnel occupying institutional housing.

b) Unentitled personnel residing in personal accommodation

It was established that some personnel from the rank of ASP and above were indeed observing the police regulation of living outside the barracks. They however raised concerns about their personal security while at their places of residence, high rental charges and the challenge of finding decent accommodation that does not put the police force in disrepute. Gazzeted officers also highlighted the issue of not receiving housing allowance which they claimed to be entitled to.

Many accommodation places (below) were temporary structures, dilapidated, some iron-sheet sheds, and some had asbestos roofing which is dangerous to human health.



A dilapidated structure housing police personnel and their families at Luweero Central Police barracks.



A close up of the damaged verandah and wall.



A dilapidated house for police personnel and their families at Luweero Central Police barracks



Dilapidated latrines used by police personnel at the Mbarara District (Rural) Police headquarters (left) and in Kitgum District.



4.3.4 Distance between place of accommodation and duty station

In a bid to appreciate the accommodation status further, the research sought to establish the distance covered by the personnel from their place of abode to work. This aimed at finding out how it impacts their availability at the workplace for efficient service delivery to the UPF clients in regard to observance of human rights. Whereas most of the personnel (92%) were found to live relatively near their duty stations (0-3km), 5% lived at a distance between 3-8 kms while 3% lived more than 8 kms away. For example, in Lamwo District, personnel were said to be renting in Padibe (14 kms) away from the station. Other than a few personnel who had motorcycles and vehicles attached to them by virtue of their work, the research established that UPF does not facilitate their staff with organized transport from their place of abode to work yet they are on call 24/7.

More so, even those who had vehicles or motorcycles attached to them raised concerns about inadequate fuel facilitation. It was further established that as a result, when the personnel are required for work at night or to respond to emergencies, it's very difficult for them to find transport or to be at the station in a short while. This compromises the quality of their work and general tardiness resulting in client complaints and at times disciplinary proceedings against them. Matters are compounded by the inadequate remuneration given the current cost of living and fear for their personal safety and security.

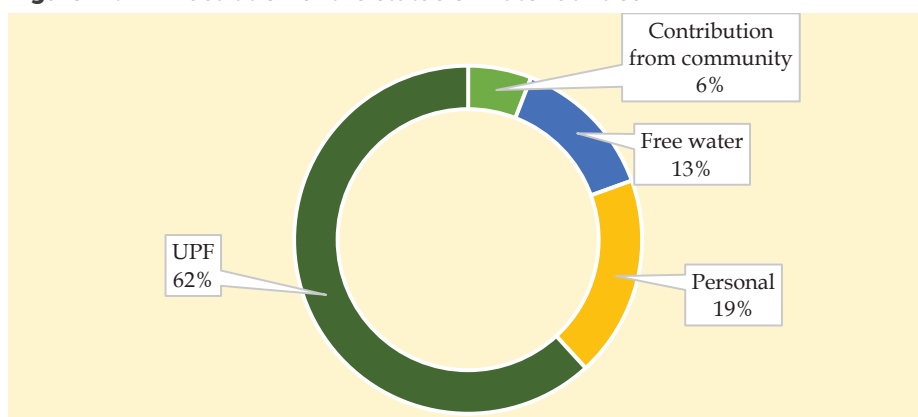
4.3.5 Status of Utilities and sanitation

a) Water and Sanitation

80% of police personnel who were interviewed using the general questionnaire had access to water within the vicinity of their accommodation. However only 62% was paid for by the UPF. 19% of the personnel were paying for their own bills, 13% accessed free water while 6% got water through community contribution.

Whereas it may appear that, majority of police personnel have access to water, qualitative information from FGDs and Key informant interviews revealed that, the 19% who could not access free water were either paying their own water bills (those who are connected to running water) while others were buying from vendors at 500 shillings per 20 litre jerrycan. However even the 80% that accessed water paid for by UPF complained about congestion at the water points especially for big barracks like Nsambya, old Kampala, Kitgum and Lira among others.

Figure 17: An illustration of the status of water utilities



b) Energy

Access to affordable, reliable and sustainable energy is crucial to achieving many of the Sustainable Development Goals (United Nations, 2016). All people should have access to a minimum amount of energy as a basic need for lighting and cooking among others to enable dignified living.

It was established that, the bigger number of respondents had access to electricity (71%). However, this was more common for the urban setting. FGDs and observations made in the outposts revealed that, majority of them used torches, phone light, kerosene lamps, candles and moonlight for lighting while others used charcoal and firewood for cooking and pressing their clothes.

Whereas payment of electricity bills was done by Police Headquarters, there was a disparity regarding timeliness of the payments. In some of the facilities, there was a backlog of unpaid bills while in others, payments were made in a timely manner. One of the respondents had this to say;

“Electricity is available and accessible although police headquarters at times takes very long to pay the bills. We are currently in deficit by several months...”

4.3.6 Access to medical Care

Regarding access to medical care, the key informants stated that there is a scheme whereby the personnel access medical services starting from the available health centres within their facilities to the level of getting a recommendation from the medical board for complicated cases that require specialised treatment.



Kitgum Police Clinic Health Centre

One of them described the scheme as follows:

“We have no medical insurance but have police health facilities. However, for cases beyond our facilities, one can go to a government facility and get an invoice that is paid by UPF. In case one uses their own money; they can get a refund. If it's an emergency, and a policeman rushes to a nearby facility then notifies health services department, such a claim is paid for by UPF. For cases beyond facilities in Uganda, the medical board must endorse them. In that case UPF pays”.

That notwithstanding, the findings revealed that, only 40% of the interviewed personnel were aware of the scheme. Out of those who were aware, 57% revealed that, the services were fully paid by the UPF. This was done centrally through their Headquarters. 18% revealed partial payment of medical care services by UPF whenever required, while 25% said that the payment of medical services was from other sources.

The respondents noted that, personnel who could not be managed at the UPF health facilities were referred to government hospitals and in some instances other specialised facilities. Where personnel had to meet the treatment costs, they were entitled to a refund by UPF. However, they revealed that, referrals were sometimes unfairly made based on nepotism and corruption. Other challenge associated with referrals were

the lack of transport facilitation to reach the government facilities and lack of medicines in the government health facilities where they were referred to. A respondent said:

“We are harassed by doctors when we seek recommendation for better treatment especially when we don't speak the same language”

In addition, they decried the bureaucracy involved in getting refunds since they had to be processed at the Police Headquarters in Kampala. The personnel further observed that, refunds were done in a discriminatory manner that mostly favoured the senior personnel. The junior personnel were said to either take too long to get the refund or never get it at all.

It was further established that, the largest percentage (60%) of police personnel were however not aware of any medical scheme provided to UPF personnel. The respondents however acknowledged that they had health centre II and III at some of the district police stations where the personnel accessed immediate medical attention when required. Whenever such health facilities were unable to handle their health issues, they were referred to government health facilities. They reported that they were treated like any other citizen at those facilities and had to queue for services yet they were required to be on call 24/7.

The personnel further stated that, they were not aware of any special arrangement to get immediate attention when injured while on duty. More so, they intimated that, they use personal funds to cater for their treatment. Some respondents said there were cases of personnel dying in the barracks due to lack of funds to cater for their treatment. Others were said to be critically ill some of whom were seen by the research teams. They also highlighted lack of drugs in the available police clinics to handle such emergencies. It was further revealed that there was no proper management of non-communicable diseases mainly high blood pressure, ulcers and diabetes which were on the increase. Some of the comments made by the personnel regarding the inadequacy of medical services were as follows;

“Currently, the police do not have any medical scheme but staff are being sensitized about the plan by police to start a medical scheme. At the moment officers access medication from government health centres where services are provided for free to police officers. In case of referral to private medical facilities, one has to pay for his/ her medical bills.”

“Police Officers and their families receive treatment from government health facilities. The centers however manage minor complaints... Accidents that have occurred on duty are not catered for... The services are so frustrating especially if an officer has a major health issue...the process for referral is very long. For instance, an officer has been put on ‘Katebe’ (kept in office without being assigned any tasks) for allegedly being mentally ill. The commanders have not helped him...Compensation for the medical bills is only on paper- it is not implemented.”

“...No appropriate treatment is received...Officers have to go to a distant Health Center or use personal money to cater for their medical bills because there is no Police Clinic.”

4.3.7 Decent burial for police personnel

The research established disparities in the way deceased personnel were sent off. It was revealed that when senior personnel and those at the headquarters died, funeral service providers were contacted to give them a befitting sendoff fully sponsored by UPF.

However, for some personnel especially those upcountry it is instead the colleagues who had to contribute towards their send off. In rare cases where facilitation was mobilized by UPF leadership, meagre funding would be provided which made them feel demoralized. One of them said;

“Why would someone who has served his country diligently, be sent off like a dog? Do you expect the young people in our villages to join the police force after witnessing the way we are buried?”

4.4 Moderating role of socio-political factors

The study sought to establish the moderating role of socio-political factors on the observance of human rights. This was in recognition of the fact that whereas adequate living and working conditions of personnel could ensure observance of human rights, other factors were likely to affect the realisation of that ideal. In this regard, the study focused on awareness of laws and policies that guide the work of UPF; policy implementation; interference in police work; communication; the attitude of personnel towards their work as well as the attitude of the public towards the UPF.

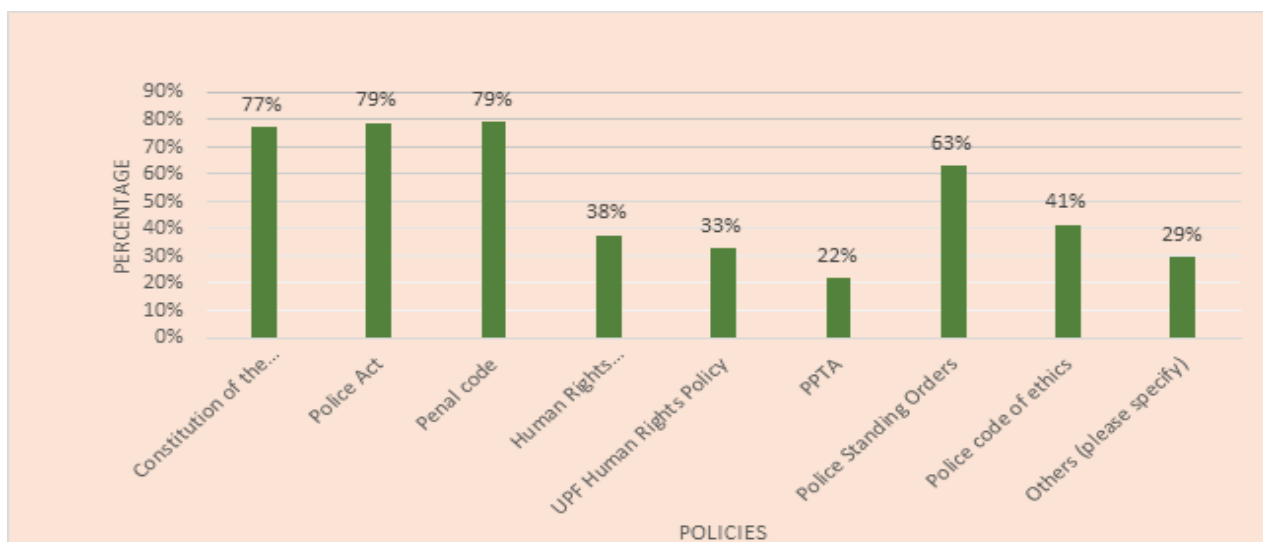
It was established that, the various laws guiding the UPF in the execution of its work included: the Constitution of the Republic of Uganda, the Police Act, the Penal Code Act, the Human Rights Enforcement Act, PPTA, Police Standing Orders, Police Code of Conduct, Criminal Code Act, the Magistrates Courts Act, and the Evidence Act. Alongside the laws, the UPF had a Human Rights Policy, 2019 which was a key guiding framework for observance of human rights and cross-cutting in all police work.

4.4.1 Awareness of laws and policies that guide the work of Uganda Police Force

UPF personnel were asked to state if they were aware of specific laws and policies that guided their work. Majority of the respondents were aware of the Police Act (79%), the Penal Code Act (79%) Constitution of Uganda (77%) and the Police Standing Orders (63%).

In specifying the 'other' laws and policies that guided their work as indicated in figure 18 below, respondents listed the following: NEMA Act, NDA Act, Trafficking in Persons Act, Local Government Act, Children Act, the Evidence Act, the Traffic and Road Safety Act, Criminal Procedure Code Act, Persons with Disability Act, POMA, the National Forestry and Tree Planting Act, the Domestic Violence Act, Computer Misuse Act, Trafficking in persons Act, Anti-Terrorism Act, Electoral laws, PPDA Act, Trial on indictment Act, Public service Act, FGM Act, Uganda Wildlife Authority Act, National Drug Authority Act, Education Act, the Land Act, The Fisheries Act, Laws on narcotics, Anti-corruption Act. Others said they are guided by all laws in Uganda, bylaws of Districts, International humanitarian laws and the National Gender policy.

Figure 18: Awareness of laws and policies that guide police work by personnel



However, their knowledge of specific human rights laws was found to be relatively low as indicated in figure 18 above. Awareness was much more on criminal law than the human rights laws and policies that guide police work. This was corroborated by key informants who pointed to the inability of the UPF Directorate of Human Rights and Legal Services to disseminate the human rights policies and laws as widely and effectively as it ought to be.

The limited awareness was attributed to unavailability of and inaccessibility to hard or soft copies of the laws. Others said the laws were only available to high ranking officers at the headquarters and police stations and could not be easily accessed by junior personnel at police posts.

A respondent said:

"We do not have copies of the law. So at times we have to make phone calls and ask colleagues for which section to use".

The knowledge gap which was said to impact on enforcement was also attributed to inadequate/infrequent or lack of training on the applicable legislation i.e. the Penal Code Act, The Traffic Act, the Anti-money laundering Act, the Human rights Enforcement Act, the Prevention and Prohibition of Torture Act, Computer Misuse Act.

Respondents said:

"There are gaps in sensitisation about these laws and their existence..."

"Not all officers are knowledgeable. Some of us lack training and therefore when enforcing we might not be on the same level especially given the various levels of education"

Respondents cited the gaps/challenges in implementation of the law to include: inadequate facilitation to complete investigations within the constitutional 48 hours in which to produce suspects in court (especially for capital offences); inadequate communication of the new and updated laws and provisions outlawed by court but which remained in the law books. Outdated provisions were sometimes used by police as holding charges in instances motivated by corruption or when it was outright abuse of office.

Respondents said;

"...capital offences cannot be investigated in 48 hours. Same as organised crime and border to border crime/international crimes. Organised crime need time to create an alibi..."

"There is inadequate communication of the laws or policies".

Other gaps/challenges included: cultural practices that conflicted with the provisions of the law; the mismatch between directives/orders and the laws; lack of knowledge and capacity to enforce the Disability Act especially for specific disabilities like hearing impairment in the absence of sign language interpreters and mental health.

Some respondents said:

"... We have challenges in handling the Disability Act which requires sign language interpreters"

"Serious offences committed by juveniles and mad people are hard to manage/handle"

"...Interference from bosses and external forces makes it difficult to enforce laws. Directives and law are conflicting..."

"Constables don't follow chain of command in most cases. Commands of bosses also hinder following of policies"

"There are situations where the guidelines deviate from the reality on the ground and the circumstances"

Regarding training, some respondents cited the non-inclusion of junior personnel in human rights training by some organisations, including refresher courses. Instructors at the Police Training institutions were also said to be inadequately grounded in human rights, which affected the quality of knowledge and skills delivered. This was worsened by the frequent transfer of instructors to other sections of police.

"There is lack of proper training for some Officers in regard to the laws thus lack of adequate knowledge to implement the laws..."

"Training which is supposed to improve our skills in this area cannot be given to those who fail to bribe officials to get on the list".

Respondents further highlighted inadequate time, capacity, equipment and logistics to facilitate enforcement of the laws as a challenge/gap.

Some respondents said;

“...lack of time for law enforcers to prepare for implementation since some laws require gadgets e.g. computer Misuse Act. If one is to investigate cyber bullying, they need training in IT... Officers are not trained in IT except those at headquarters... no internet and computer facilities yet investigations are supposed to be done”.

“There is high crime rate with suspects upping their game to make investigations difficult. Targeted attacks on police officers due to their work have increased...”

“Personal challenges like illness, official deficiency like lack of transport to facilitate our interventions, heavy rains during operations without tents, sometimes officers shed tears during operations and can't work. Some officers feel like failures and commit suicide especially in FFU and CFPU...”

However, some respondents said it was not so much the lack of awareness of human rights policies, but, the inadequate facilities such as for detention of juveniles and for separation of men and women. In other cases police personnel knew what to do but were motivated by corruption, particularly where they continued extorting money for police bond which is by law free of charge.

“...lack of recreation facilities, challenge of medication for the sick, suspects who are transferred from other stations without completing investigations...poor sanitation facilities e.g. overflowing toilet...no clear guidelines on how to get information from hard core criminals”.

Key informants revealed that key institutions that support the administration of justice such as Office of the Director of Public Prosecution (ODPP), Courts of Judicature and Uganda Prisons Service (UPS) were not available in the UPF areas of operation especially at Sub-county level. The inadequate manpower in the Courts of Judicature (where they were available) further affected administration of justice since some courts were said to sit once a month or even once in three months in some areas.

Key informants further revealed that establishment of new Districts and Cities without due consideration to allocation of land and infrastructure for policing services complicated implementation of laws and affected access to justice since the UPF struggled to find space and set up corresponding infrastructure that would enable the personnel to effectively and efficiently deliver quality policing services.

4.4.2 Impact of policy implementation on human rights observance

Policies relevant to the study variables were reviewed to establish specific aspects that impact on observance of human rights. These were policies on: salary, health, deployment, human rights, training and community policing.

a) The Uganda Police Human Rights Policy, 2019

It was established that UPF had the Uganda Police Force Human Rights Policy, 2019 which aimed at improving the framework to strengthen the conduct of police officers in the observance, protection and promotion of human rights. The policy provides guidelines on respect for human rights in all aspects of policing, use of force and clear roles of the various actors in implementation of the policy. It also promotes equality and gender sensitivity within the UPF and in the performance of duties and seeks to ensure UPF compliance with International, Regional and National Human rights standards.

The policy was a demonstration of the UPF commitment to incorporate a human rights based approach in the fulfilment of its constitutional mandate and obligations. It had the potential to mainstream human rights observance to achieve the desired “human rights compliant regime in policing” as indicated by UPF.

The policy provided for human rights observance by the personnel in service delivery (operations including investigations, arrests, detention and release of suspects and searches, use of force, policing public

assemblies and elections among others. It also provided for respect for the rights of personnel and gender sensitivity in their working and living conditions.

The policy provided for training for all personnel and ensuring that they have the adequate tools and equipment to enable them perform their duties; transfers that are gender sensitive and free from any form of unlawful discrimination, promotions that are non-discriminatory; clear criteria for retirement and that personnel who violate human rights are not promoted.

In addition, UPF committed to ensuring adequate housing for personnel, adequate salaries and favorable employment benefits and working conditions in view of the demanding nature of work and adequate access to medical care which may include medical insurance for officers and their families. It also provided for development of community policing strategies to bring the police closer to the people.

Whereas the policy is human rights based, its impact was yet to be felt by personnel who highlighted discriminatory and haphazard implementation of promotions, deployments, transfers, trainings and inadequate access to medical care. This was in addition to inadequate salary and housing. Apart from the gaps in implementation, the policy was also not adequately known stemming from the inability of the UPF to disseminate it to all the personnel. Dissemination challenges were attributed to lack of funding.

b) Policies on salary

It was established that, the UPF is guided by the public service framework which includes the Salaries and Allowances (specified officers) Act. Cap 291 for the salary of the Inspector General of Police and the Deputy Inspector General of Police. For the rest of the personnel, the Circular Standing Instructions on Salary issued regularly applied. The Public Service Salary Structure for FY 2019/2020 and the related Circular Standing Instruction CSI No. 4 of 2019- Salary Structure of the Uganda Public Service for FY 2019/20 introduced professional pay for certain categories of public officers. As a result, there was a disparity in pay which was a big challenge as discussed above under.

According to some key informants, the UPF could not do anything about it since it was not only a Presidential Directive but a general policy cutting across the public service. However, other key informants advised that, in a rank-based institution like the police, army and prisons, it was counterproductive to have personnel of lower rank earning more than their commanders and supervisors as this could put security in jeopardy. According to them, it had implications for discipline and obedience and in turn, human rights observance.

Relatedly, whereas respondents tried to supplement their income, the requirement to be on call 24/7 to some extent inhibited their progress since they couldn't adequately supervise their ventures. Their inability to supplement their low pay impacts on their economic rights.

c) Health Policy

It was established that the UPF Health Policy, 2021, was human rights based and aimed at resolving health challenges of the personnel. It focused on health promotion, disease prevention, early diagnosis and treatment of diseases among UPF personnel. Among other provisions, the policy required the Directorate of health services to develop and implement a medical insurance scheme to adequately cater for personnel's health needs, retirement of personnel on health grounds and treatment of retired personnel to a possible extent.

The policy, in line with the UPF strategic policing plan 2020/21- 2024/25 also recognised the importance of a healthy workforce in the provision of policing services to the public and caters for non-discrimination. As such, the policy in itself had the potential to enhance observance of human rights since all the strategic interventions in the policy were human rights based.

It was further established that the policy, which was in its initial stages of implementation, was still being disseminated. If effectively implemented, the policy would address the issues that the personnel raised during the research such as, inadequate access to health services including lack of a medical insurance scheme, difficulty of accessing retirement on medical grounds, difficulty in processing refunds for medical expenses, inadequate attention and compensation for injury while at work among others.

It was established that the UPF Training Policy, 2014 was the institutional framework for managing training and capacity building enhance professional competence and capabilities of all UPF personnel. The training aims at enhancing knowledge, understanding attitude, skills and behavior of the personnel as well as equipping personnel and units with modern technical equipment and tools to enhance their capabilities and effectiveness. The types of training available to personnel were, initial training at point of entry, induction and specialized training, career development training, bridging courses (for officers promoted without the requisite training), refresher trainings (performance improvement courses- for all –once in every three years). The policy also provides for study leave with full salary at the discretion of management based on the Uganda Public Service Standing Orders.

The policy strives to put principles that enhance observance of human rights at the centre of access to training opportunities such as: professionalism, transparency, equal opportunity, affirmative action, demand-driven approach, value for money, authorization, prioritization, coordination, relevance and continuity. It further caters for exit training for those that are due for retirement, training in preparation for promotion and bond agreements among others.

If the training principles were to be effectively upheld, they would enhance the legitimacy of the UPF as a human rights compliant institution which would ultimately improve public trust and promote respect for UPF.

However, some respondents said the policy was not adequately disseminated, not readily available hence many were not conversant with it. A respondent said:

“Majority of the officers only hear about the policy and many see extracts of the same from training school during initial training. Once they are passed out, they lose contact with the policy... many have never even seen it, let alone touching it because copies of the same are not available”.

In addition, the study revealed that implementation of the policy had gaps which affected access to training and capacity building opportunities as indicated in section 4.2.9 (b) above on training. Consequently, the policy was not fully contributing to human rights observance. Addressing the gaps would ensure that personnel would be skilled, knowledgeable, professional, motivated and ultimately have a positive attitude towards work and the public they serve.

The study further established that there was a gap in application of the knowledge and skills gained during training, especially at the lower levels. This was partly attributed to commanders and supervisors who were not adequately ensuring it and sometimes, limited opportunities to apply the acquired knowledge and skills, as well as “orders from above” that compelled personnel to act to the contrary. A respondent said:

“The training policy itself is a very good document because the contents therein are human rights compliant. However, the problem is the practice, that unlike the practice by our sister security agency the UPDF, the UPF does not actualise the skills and knowledge gained during the training at the lowest levels because there are no action persons or supervisors at the lower levels to ensure strict adherence”.

Relatedly, it was revealed that police management had not yet fully operationalised the training structure at the lower levels. For instance, some respondents said, there were no kit inspectors or accountability mechanisms at lower units because of lack of supervision.

A respondent said:

“As long as the training structure is not operationalised at the lower levels, putting into practice the beautiful content of the Policy that addresses the training needs of the police personnel in a human rights compliant way will still remain a myth... personnel will remain doing their own things contrary to accepted human rights standards and therefore observance of human rights will remain a challenge.

Effective implementation of the training policy would enhance the knowledge and skills necessary for all personnel to respect human rights in the performance of their duties. It would also enhance observance of the personnel's rights and contribute towards motivation of personnel.

It was also established that the UPF had in 2019 started developing/reviewing a policy on placement/deployment and transfer. The policy aimed at ensuring that transfers/placement were predictable, timely, fair, transparent and systematic, in order to have the right individuals at the right place, at the right time. It also intended to address concerns regarding the manner in which staff placement/transfer were effected such as the timing and frequency of transfers and the perception that they are effected for punitive reasons.

The research findings as detailed in section 4.2.6 corroborate the acknowledgement of the UPF management that there were challenges in placements/deployments and transfers.

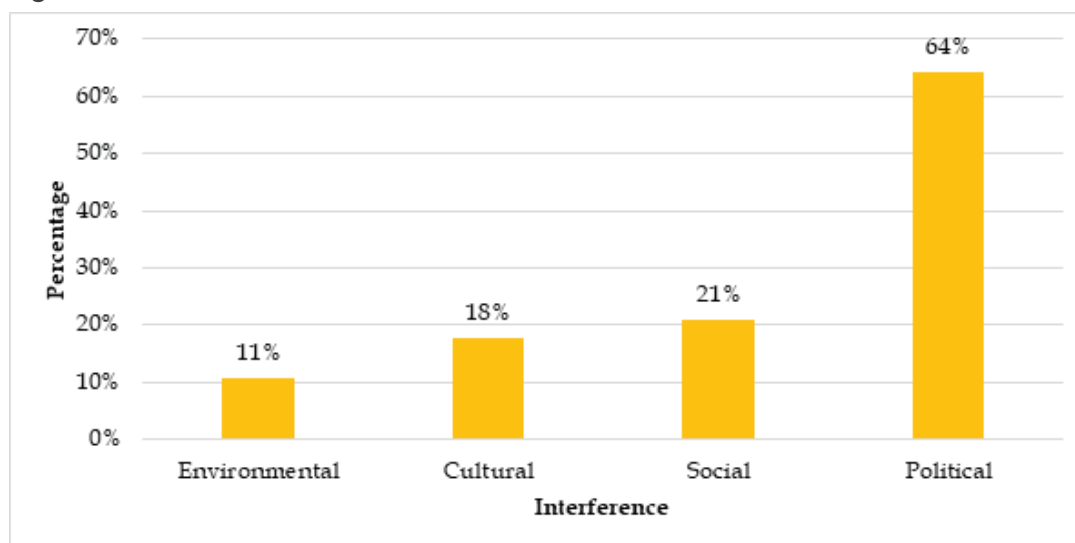
The study further revealed that the UPF management was also developing a policy on promotions which were hitherto managed on the basis of the Police Act, for gazette officers, Public Service Act and Standing Orders as well as circular standing instructions. The consolidated policy was aimed at establishing a fair, transparent and streamlined system of promotion in the UPF that enhances professionalism, career progression and credibility.

The research findings in section 4.2.9 (a) corroborated the acknowledgement of UPF management of a promotion backlog since very many positions within the structure, especially at senior levels, were yet to be filled and the difficulty of securing the corresponding budget. In addition, a number of officers had stagnated at one/same rank while others were holding higher offices in acting capacities for a long time or were not at the appropriate rank to be confirmed into the positions. The perception that promotions were biased, and handled in a manner that was both haphazard and not transparent was also acknowledged.

4.4.3 Interference in Police work

The study sought to establish whether respondents had ever encountered interference in their work. The majority (78%) confirmed having experienced interference while 22% said they had not. Asked to describe the nature of interference, respondents stated political, social, cultural, economic and environmental. The respondents had experienced one or more of these interferences. The majority (64%) had encountered political interference, 21% social, 18% cultural 11% economic, and 7% environmental.

Figure 19: Factors that interfere with Police work



Respondents (7%) also described other ways in which they experienced interference. They pointed to: civilians and community members who resisted/obstructed arrest; local leaders especially LC3s, who sometimes pressed for immediate release of suspects; Senior Government officials like RDCs and Ministers who disrupted investigations; land dealers who sometimes bribed superiors to influence decisions; prominent citizens and complainants who wanted things done their way and personnel from sister security agencies e.g. UPDF who at times interfered with investigations, confronted police personnel or took the lead in cases which UPF should have handled.

Internal interference was also said to manifest through: bosses who gave conflicting instructions and influenced transfers of those who declined to comply; colleagues at the same rank who considered themselves superior because of favoritism and the way they were recruited (underhand methods); police officers and administrators who intervened in cases concerning their relatives; discrimination in accessing work tools/facilities and betrayal by fellow officers.

Explaining political interference, respondents said some politicians either gave direct orders to personnel, used superiors/ commanders to give the unlawful instructions, mobilised community members against police and used UPF superiors to transfer uncompromising personnel based on false allegations among others. In situations where there were political strongholds, the officers were constrained to enforce the law because of the 'untouchable' relations of members of the public with 'big' people.

Some respondents said:

"Politicians mobilise communities against police"

"Political leaders are always looking out to win political favours for example if you have arrested a suspect, they sometimes want or order the release of the suspect".

"The politicians and RDCs usually interfere in my work and more especially if the case involves their supporters or relatives. They contact big offices and later you get instructions to release the suspect even before concluding the matter"

"Politicians make work sometimes harder. As you are handling a case, you receive a call from headquarters after getting wrong information from a politician. They also make allegations of poor performance against you to your bosses if you do not comply with their wishes"

In addition, respondents explained interference from some of their bosses/superiors to include: threats of or actual transfers orchestrated by bribes from wrong elements like land grabbers; unlawful spending of funds meant to facilitate juniors on special duties, frustrating investigations or blocking files due to be forwarded to the State Attorney, forcing subordinates into framing suspects and being used to fight personal battles among others.

Others said this about interference from bosses:

"...we get interference from higher bosses. Land dealers/grabbers can even sponsor your transfer, you refuse their money, they take it to people who transfer instead to get you out of their way"

"Interference is also from the bosses. I was deployed for special duty but my boss ate all the money for facilitation yet I was not supposed to complain".

"Orders from above lead to failure to prosecute people that I have investigated when bosses sit on the files".

"One time, I was forced to register a civil case as a criminal matter yet I knew the State Attorney would not sanction it. I was forced to waste time and resources because the person was a very key political figure. Sometimes we also face interference from our superiors whose instructions may not be professional and we are expected to comply, for instance, an RDC referred an old woman so that the police could register a case and arrest people over a land dispute which was not criminal".

"You may get an order to arrest or kill a civilian probably out of personal wrangles, which is not right"

According to the respondents, cultural practices in some places hindered enforcement of the law. Some of these interferences led to violations of human rights such as over-detention, illegal detention. Some respondents said this about cultural interference:

"Handling murder cases in northern Uganda is hard due to mato oput culture, ignorant politicians who want to exert their will on police."

"Cultural leaders believe that in their area, their decisions are final. Working in such a place is difficult since they keep interfering in your work"

"Sometimes interference is from cultural norms whereby communities prefer to sort matters on their own. The culture here is different, people believe in revenge and sorting out matters of murder themselves for instance, they burn houses and kill. To some extent it okay for communities to mediate some of the matters, but for a murder case, it's not acceptable..."

"Culture at times interferes with our mediation of child maintenance matters particularly where bride price was not paid. If bride price has not been paid for a girl and she gets an issue with her partner, her family will demand for bride price prior to participating in the mediation process. So it becomes difficult for us to bring the families together for the mediation. As a result, children end up with their maternal grandparents who are at times unable to take care of them even where their fathers could. Some of the children ended up on the streets".

"Some cultures allow domestic violence or wife battery, for instance, in this area women must seek permission from their husbands to take a bath and when they do not, their husbands beat them and no one reports to police because it is culturally acceptable. Those who report are again beaten by the clan members of their husband and personnel who try to stop the vice are attacked by the community members and at times lose life".

Respondents explained that socio-political interference included the business persons or the economically powerful members of the community or religious leaders interfering with the work of the police. In other instances police officers usually faced obstruction from members of the family and community attempting to protect criminals.

Respondents said:

"We experience community interference where some members gang up to defeat lawful processes including arrest"

"The community members marry off children early and shield perpetrators from arrest and prosecution"

"While handling investigations, sometimes we face interference from relatives of victims and suspects who try to interfere with investigations and hostile victims who do not want their boyfriends apprehended. We also face hostility at the scenes of crime where relatives of suspects and victims provoke and insult us when we try to access the rooms or places where the abuses occurred"

"During political campaigns, we have no voice and civilians threaten and call us Museveni people. As a result, I have been abused and beaten by a mob of civilians thrice while on duty quelling riots"

"Religious leaders like Bisaka use politicians to interfere with police work"

Respondents further explained that environmental factors affected their response and management of cases.

Some personnel said:

"...this area is prone to seasonal strong winds. Under the cover of too much wind, on some occasions, suspects broke out of cells with the help of community members"

"It is hard to keep suspects in this area because we use uniports for cells and yet the place is generally too hot. Even during the rainy seasons, the whole place floods affecting the suspects and officers"

“Environmental interference happens when I cannot take SGBV victims to health facilities due to the bad terrain, bad weather, coupled with bad roads and long distances”

However, some respondents said they were not affected by any form of interference because they were well trained and empowered to manage their work in a professional manner. They also said they resisted interference because they were aware of individual liability in case their commissions or omissions resulted into violation of human rights.

Respondents said:

“That used to happen, but since 2018, all the bosses now have the potential to resist any interference”

“Sometimes MPs, LC 3 and 5 chairpersons attempt to interfere with our work. My bosses will stand by me if I stand my ground”

“Police officers supposed to evaluate and only implement orders that are lawful”

“I have ever been told by a politician to release a suspect in police detention who belonged to the same political party as the politician. However, I remained professional and did not release the suspect”.

Some respondents complained that the manner in which these kinds of interferences were executed was disempowering to the personnel who were often humiliated or belittled before members of the public and this undermined their authority and in essence the authority of the UPF.

Interference with personnel's work impacted professional conduct such that they could not adequately apply their knowledge and skills for fear of the consequences of disobeying orders from above and challenges of dealing with internal and external factors outlined above. As a result, they violated human rights.

The study further revealed that, the restrictions for management of the Covid-19 pandemic had interfered with their ordinary operations such as investigations, presentation of suspects to court, effecting arrests and conducting community policing activities among others. Enforcement of the restrictions had resulted into clashes between UPF personnel and some members of the public. Some personnel were said to have violated human rights while some members of the public were defiant because they did not appreciate the importance of the restrictions. This tainted the UPF public image. The effects of Covid-19 pandemic impacted UPF personnel's observance of human rights and affected them as rights holders.

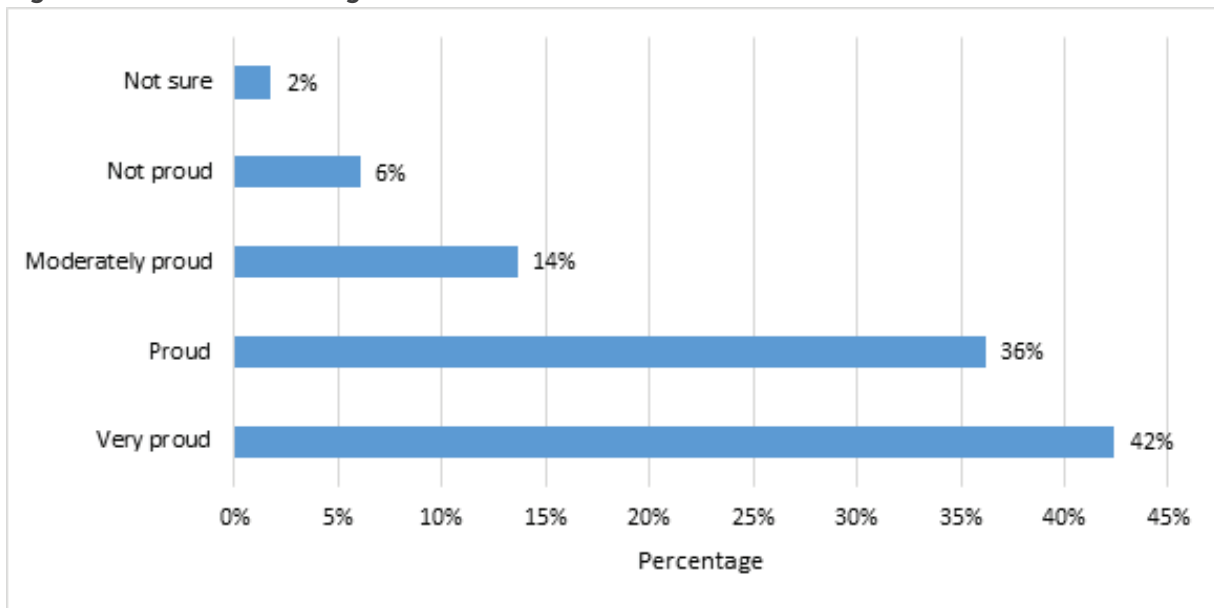
4.4.4 Attitude towards police work

The study sought to establish how personnel's attitude towards their work affected conduct of their work and how public attitude impacted police work in view of the community policing strategy which aimed at improving public attitude and collaboration in policing.

a) Attitude of personnel towards their work

Respondents were asked if they were proud of their work. The findings revealed that, the largest percentage (78%) of police personnel were proud of their work of which 42% said they were very proud while 36% were proud. Those who were moderately proud were 14%. However, those who were not proud to be police personnel constituted 6% while 2% said they were not sure as indicated in Figure 20 below;

Figure 20: Personnel's feelings towards their work



Those who were proud to be police personnel said it was because it was the profession they had chosen to serve in; they had managed to earn a living, educate their children and build homes; it had earned them respect from the community; the job was permanent and pensionable; the services they offered protected life and property, contributed to security in the country and that they loved to serve the country.

They also said the job had enhanced their status in the community, given them exposure, enabled them to meet people of various statuses including VVIPs and establish social networks. They had willingly joined the force; were enjoying privileges and powers, especially managing people who were more educated; the community appreciated their work; they had access to crime-related information which made them well informed; the job offered protection to their families and trained them to manage challenges.

Some personnel said:

"The police gave me employment. If corruption is eliminated the force would be a great force"

"Getting a job is not easy. Many people are floating. However much the salary is little I appreciate my job"

"I feel good when protecting people. Am so delighted that I have been able to save lives"

"Much as the current conditions are not favourable, am patriotic and I love to serve my country and I hope for things to be better"

"Despite all the challenges I go through to serve, it's the police that has made me what I am today"

"My status in society has been enhanced. I am a respected woman"

"It is the Force that I chose to serve so that I would have employment. Critiquing the Force does not mean I hate the Force"

"I went through recruitment, I have been trained, and I have a job. However, I would wish for a life and health insurance scheme for FFU since our work is between life and death. We also need recognition as police. We are at times treated as lesser because we work in FFU but I am proud to serve my own country".

"Because I can offer a service to my people. I talk to them in the language they understand, treat them humanely, affording them decency"

"I would be very proud if the challenges earlier highlighted are met. I am proud because I have a source of living".

"The police has made me. I have worked in many parts of the country and made friendship because of police work"

"As a CLO I enjoy talking to people and they listen. I have learnt a lot from Police and I will go back home after retirement and become a leader. Police has built a lot of confidence in me. Apart from the challenges am very proud"

"This office is a calling for me, so I enjoy the work and I can see impact in my work. I have been able to educate my children"

"I like my job because it attracts respect from the public. When am moving around they call me officer. The Job carries with it a lot of authority"

"Even with the challenges, I am committed to serve the country unreservedly. For us as officers we commit to being patriotic"

Those who were moderately proud said much as there were some positive attributes of their work, there were issues that sometimes did not make them proud to be associated with the Force. The issues included the poor public image of the UPF, being despised by colleagues on account of rank, unmet expectations and fear of being framed.

Some respondents said:

"A lot goes on about the police which spoils the general image of police and sometimes it makes us subject to ridicule when in public. The public knows that everyone working with the police are violators of human rights which is not so. We keep cautious all the time and with such a state one can never be so proud to be associated with the police because you know anyone can attack you especially when there are riots and campaigns".

"Because of what is going on. Wrong image to the public"

"I am able to get a source of livelihood. However officers with numbers underrate us SPC and say we are like pencil writings that can be erased anytime. This demoralises us. We have no voice!"

"I joined police to be deployed as a teacher, because I am a qualified teacher, but I am not. Secondly poor welfare cannot make me be very proud".

"Because I am serving my country, I am able to solve problems of my own people. However I don't feel free to travel abroad because some countries can think I am spying on them".

"I am moderately proud because I am fulfilling the obligation of maintaining law and order and also helping people who cannot help themselves"

Those who were not proud said their living conditions were harsh, salaries low and their facilitation for work was poor. They also cited lack of and delayed promotions, nepotism, tribalism, corruption, poor treatment of retiring officers, inadequate rest, deteriorating discipline and their inability to afford basic needs and assets such as vehicles like other citizens can.

Some respondents said:

"The situation in police is appalling. I work for the sake but nothing makes me proud".

"The challenges I face are more than what I gain from the Force"

"...At least improve the standard of living, education opportunities and medication. When the country is up in arms against the police one just feels shy. The pressure mounts more during elections".

"I need to be well facilitated to do my work"

"When a civilian abuses officers' rights, they do not want you to go far yet when officers violate civilians, they are handled in a high handed manner. Community says we are responsible for government remaining in power when they are suffering. We graduates in police sleep like peasants. Women don't want to marry us that we are poor. We are not proud when we are with our fellow graduates because we are poorly paid and are seen as the lowest of the low. Police generally is perceived by the public as a collection of poor people".

"Not motivated at all"

"One, UPF is full of corruption from the top management, two, my payment or take home salary is not in comparison to what I do, three, there is a lot of fraud at the Police SACCO"

"Police officers have been dehumanized and lost the glory. People used to yearn to be police officers but now with the way things are, it is hard to be proud"

"I joined the force willingly but my expectations are not met"

"Not proud because of the living and working conditions. It is as if I am in prison".

"The whole system has completely failed the Force. I am not proud to be a police officer any more".

"When I had just joined the police, I was very proud but along the way, my morale went down when people started to use bribery and nepotism to give promotions. My morale can only come back if promotions can be on merit and if we see those retiring getting their money quickly".

"Actually, sometimes when I follow what police does to many other officers, I can't be proud. But as an individual I ignore and work on myself to avoid committing suicide. At least I have struggled. I can access a salary loan. It is only the salary loan I get as an advantage. I can't be proud because of this uniform. Is it edible? The unrealistic expenditures on VIP deaths are so demoralizing. People have misappropriated billions of money but a police officer is charged for taking a soda"

"The tribalism and unequal distribution of opportunities makes me not proud. The salary should be based on qualifications not on rank e.g. an O-level dropout earns more than a graduate! Pay based on workload is nonexistent. We cannot get annual leave, we are engaged for 22 hours a day and only sleep for two hours".

"By the time I joined, I wanted to protect and serve. I would admire their uniforms, which were always smart, their way of doing work and their conduct. So I grew up vowing to become a police officer. But it is the working and living conditions making us lose the interest and I cannot even interest my own children to join the Force".

"Although I love to serve my country, my expectations at the time of joining have not been met such as a good salary".

Some respondents answered sarcastically:

"Let me tell you how I am proud. I am very proud because as I am sitting here, I do not have transport to go back home, the sewage flows right in front of our accommodation and since I am very proud, I told my children that I will personally shoot the one who chooses to join the Force"

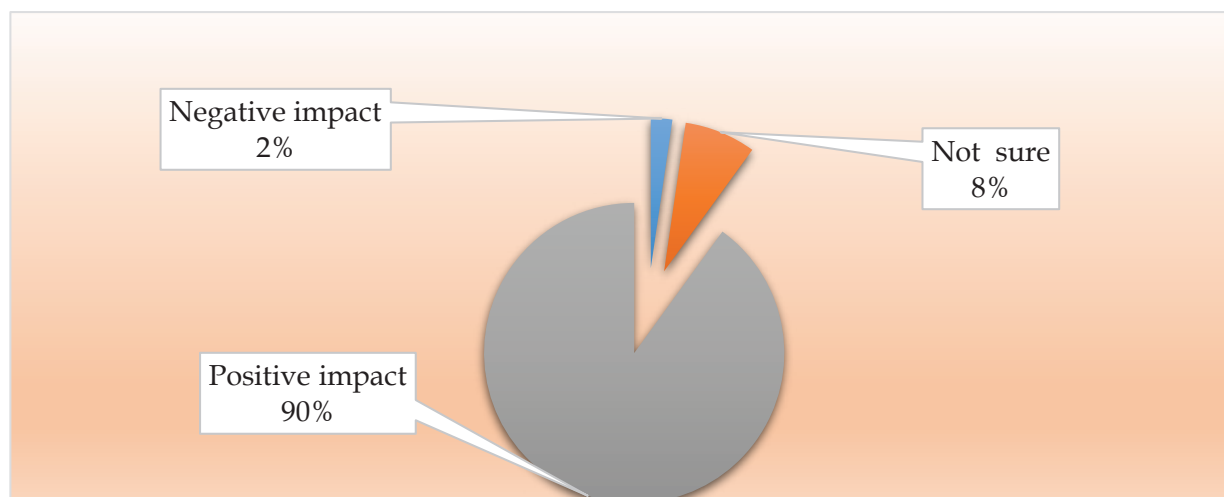
"I am proud to be a police officer because of the poor welfare. Secondly, top government officials talk very badly and negative about Uganda police force".

It was further established that rank and remuneration did not determine whether the respondents were proud to be police officers or not. This showed that there was good will among the majority to perform their functions diligently and serve to the best of their ability in spite of the challenges. Nevertheless, the majority of the respondents, regardless of whether they were proud or not still raised challenges and constraints in the living and working conditions that impacted the way personnel performed their work and their motivation.

b) Public perception about police work

The study sought to find out whether public perception about police had been impacted by the community policing programmes. Asked how community policing had impacted on communities, majority of the respondents (90%) said it had a positive impact, while 2% revealed that it was negative. However, 8% said they were not sure, as shown in Figure 21 below;

Figure 21: Impact of community policing



Those who said it had a positive impact explained that community policing had reduced the crime rate especially mob action, domestic violence and violation of children's rights; promoted protection of the rights of vulnerable persons; changed mindsets of the people; strengthened the relationship and communication between the police and communities especially the youth; people had been sensitised about laws, mandate of the police, and how to report cases and they now understood their rights duties and obligations.

The respondents also said people got to know about PSU through talk shows and this promoted checks and balances in police work; there was faster delivery of justice due to community support; arbitration of family matters was eased; the community had constructed some police stations/posts; police personnel could identify issues and work with the community to resolve them and public confidence in police work had increased.

Respondents said:

"Sensitisation through radio talk shows has helped boda boda riders and driver's associations to reform. Recently we sensitised drivers and riders about changing their tilted number plates and this yielded fruits because most of them abided".

"It has helped to bring civilians close to us hence they volunteer information on criminals...It has helped us to get secret intelligence contacts".

"It's positive because the police officers in the district feel safe and secure while in communities".

"The community is working very well with the police, occasionally arresting civilians and handing them over to the police".

"Through community policing, we have advised the locals on land matters which were earlier leading to murder cases and they have obliged"

"Community members have come to know which cases are handled by police and which ones are handled by the LCs".

"The community freely reports cases of crime including children reporting their parents to police".

"It has improved security among people in the community. When we adopted community policing, I sensitised kinyara drivers and now we have a reduction in fatalities".

"There is a positive impact on parents taking children to school. Early pregnancy and child school dropout rates have reduced. But there is minimal impact in relation to domestic violence due to the social cultural environment".

Respondents who said community policing had a negative impact attributed it to the mismatch between what the officers told communities about their services and what the people found when they tried to access them. Whereas communities were told that police services were free of charge, they had to photocopy forms and also pay for medical checkups. As a result, the community members perceived police personnel as corrupt instead.

Others said community policing had no/minimal impact due to the nature of some communities that were inclined to violence and deep-rooted negative cultural practices as well as general lack of interest in police work by some community members.

Some respondents said:

“The public still doesn’t trust us because we do not practice what we teach”.

“To some extent it has not had an impact since the community is violent, they love looting especially during accidents, assault cases are many ...sometimes it results into loss of life”.

“The community has no interest in these community policing meetings. Few people attend”.

“It has not managed to change perception about the police”.

Respondents who said they were not sure related it to the negative public perception about police work despite the community policing initiatives. Some said the media, especially social media had negatively influenced the public against the police hence the intended impact of community policing could not be felt while others said there was inadequate facilitation to ensure adequate community policing.

A respondent said:

“Community policing impact is at a slow pace; the digital system or social media has led to many problems”

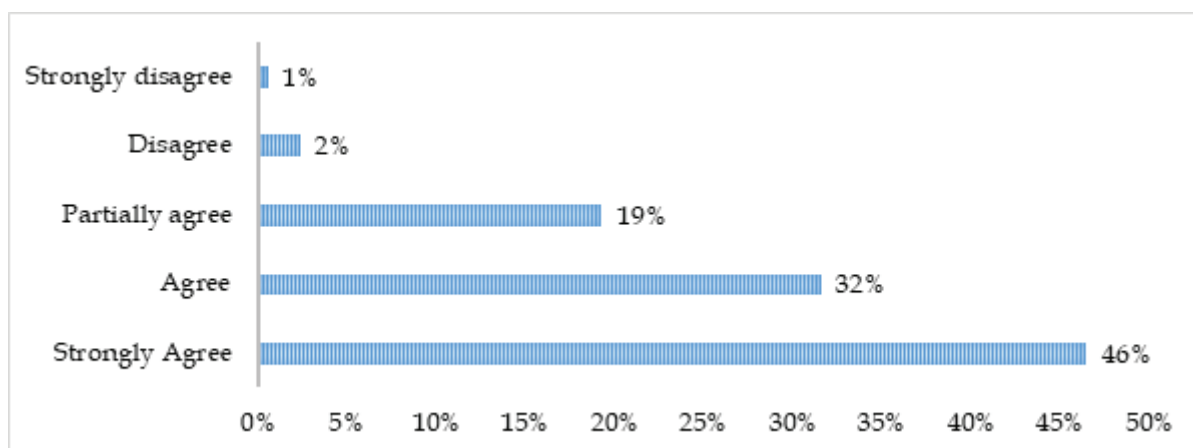
“We used to have a whole week with community and there was a change in attitude and reduced crime rate but it is no longer as vibrant as early 2000. But it has helped in crime prevention. e.g yesterday the community reported a thug and we arrested him with a riffle”

“There is inadequate facilitation which makes reaching distant communities hard “

“The only challenge is that communities have high expectations in form of facilitation so they do no attend meetings”

The respondents were asked the extent to which they agreed that community policing had improved public perception about the police. Majority (78%) agreed that it had improved public perception about them whereby 46% strongly agreed and 32% agreed. Some partially agreed (19%) while 3% disagreed as indicated in figure 22 below;

Figure 22: Whether community policing improved public perception towards police



Those who agreed that community policing had improved public perception of police said it was evident in the better relationships between police and communities, the reduction in crime rate, increased reporting and following up of cases by members of the public and community vigilance among others. All these were raised as the positive impacts of community policing as earlier indicated.

Some respondents had this to say:

"To a great extent, I think that public perception about police is good. Only a small percentage of people who are wrong doers are negative about police work".

"The crime rate in the area especially Nyakabande sub-county has really reduced. We even end a week without any case registered"

"People can now task officers to act well and they know the reporting procedures. They can report errant officers to the Professional Standards Unit"

"The Community easily reports their cases without fear and are knowledgeable"

"People are aware which cases are for police and those that are not. They also know that police is responsible for their protection"

"The community is very receptive when they see us in uniform in their villages and they help us execute our work"

"There is improved reporting of cases. There is also positive appraisal of our station by the community to our supervisor"

"The public has learnt to appreciate our role in solving community problems and react positively to us"

"Previous Police was an enemy of the public but nowadays people have understood that police is working for their betterment in terms of peace and security"

"Most community members trust the UPF hence they consult a lot with the police personnel and they easily lodge in their complaints".

Those who partially agreed said, much as the community to some extent perceived the police positively, the coverage of community policing was still inadequate, perception also depended on the quality of the services received by a community member. They also said, in spite of the hard work by police personnel, the public still negatively perceived them due to alleged corruption.

Some respondents said:

"We haven't reached out to all so we still have work to do. Otherwise, the community positively looks at us"

"....somehow, but still the image of police is not good "

"It depends on the circumstances. Those who are worked on well appreciate"

"Some have good perception, some still have wrong perception of police"

"Public perception is tainted with negativity but police officers do a lot of work. We need a society that looks at police in its entirety and appreciates police work including its challenges...the force used to have challenges with court orders but this responsibility is now handled by the directorate of legal and human rights and we are already seeing positive results".

However, some respondents said, public perception had not been improved by community policing. They said some communities had a pre-conceived negative attitude towards police which was partly attributed to politics and that, implementation of the Covid-19 restrictions further damaged police image among others.

Some respondents said:

"Few people in this area understand. But the rest are strong hearted and don't care about police"

"The perception of the public about police is not only attributed to community policing"

"The public is always against us and we have always been number one in terms of violating rights according to the UHRC reports".

“The public perception about UPF remains poor due to politics especially whenever police tries to enforce the law against opposition people. It is not because we don't respond to their expectations. We do respond by all necessary means but on some occasions we may not be 100%”

“Of recent, community perception has been negative because of enforcement of the Covid-19 regulations which worsened public perception about the police”

Respondents further highlighted the impacts of negative public perception on the UPF personnel which included some of them being killed or dehumanised by community members.

Some respondents said:

“For traffic officers who are constantly on the road, we become the subject of attack because of people's bad feelings towards the police. Sometimes cyclists just decide to knock officers intentionally because of the bad attitude towards us”.

“This community is very difficult and very uncooperative to the extent that community members throw stones at police officers when they go out to do community policing”.



CHAPTER FIVE HUMAN RIGHTS IMPLICATIONS AND RECOMMENDATIONS

5.0 Introduction

This chapter discusses the human rights implications arising out of the findings based on each objective, draws conclusions and makes relevant recommendations.

5.1 Human rights implications

5.1.1 Working conditions and observance of human rights

The working conditions of UPF personnel were analysed with focus on the right to work under just and favorable conditions of work as provided for under Article 23 of the UDHR. The right is provided for under Article 6 and 7 of the ICESCR. It is also embedded in other international and regional instruments like the ILO Declaration on Fundamental Principles and Rights at work, ACHPR and national instruments such as the Constitution of the Republic of Uganda, 1995, Employment Act 2006, Workers Compensation Act, 2000 and Occupational Safety and Health Act, 2006.

The discussion hereunder is based on the interpretation given to the right to a just and favourable working condition by General Comment No.18 (2004) and 23 (2016) of the ICESCR. The specific elements considered in the study include; office space, access to utilities, supplies and equipment, safety and security, social security, remuneration, deployment and transfers, promotions and trainings, annual leave, rewards and sanctions. The findings were also benchmarked against the Practical guide on monitoring police custody (2013) given by the Association Against Torture, regarding an ideal police station.

5.1.2 Office space, safety and access to utilities at the workplace

General comment No.23 (2016) describes a safe and healthy working condition as, among others, ensuring that there are preventive measures against occupational accidents and diseases; safe drinking water and adequate sanitation facilities that specifically take into account women's specific needs. To domesticate the above provision Article 40 (1) (a) of the Constitution of the Republic of Uganda provides that parliament shall enact laws to provide for the right of persons to work under satisfactory, safe and healthy conditions. Thus, S.13 of the Occupational Safety and Health Act, 2006, makes it obligatory for an employer to ensure health, safety and welfare of persons at workplace.

The research findings revealed that, whereas UPF had office space, it was inadequate and at times unsatisfactory, unhealthy and unsafe. It was characterized by limited work space which resulted into personnel sharing or alternating the use of the same office even for sensitive offices, lack of office structures in some places, lack of, or inadequate cells, water and electricity. As a result, personnel worked in a constraining environment that led to delays in case management and access to justice, failure to separate juveniles from adults, taking suspects into personnel's homes, use of deplorable health and sanitation facilities by both personnel and suspects/clients among others. The status of office space further compromised the right to privacy, security and safety of the personnel, suspects and exhibits, because of dilapidated, makeshift or nonexistent structures in some stations/posts as well as lack of fencing for most of the office premises. Ultimately the status of office space and access to utilities caused an infringement on the observance of the rights to: privacy, personal liberty, fair hearing, health and the rights of vulnerable persons among others.

5.1.3 Office supplies and equipment

General comment No. 27 on the ICESCR requires that, in ensuring a conducive working

environment, state parties should develop policies that put into consideration “design, testing, choice, substitution, installation, arrangement, use and maintenance of the material elements of work (workplaces, working environment, work processes, tools, machinery and equipment, as well as chemical, physical and biological substances and agents). The General Comment further calls for ensuring that the mental and physical capacity of personnel is adequate including providing for training and protecting personnel and representative organisations from disciplinary measures if they have acted in line with national policy during response to imminent and serious danger. In tandem with the above, Objective No. V of the National Objectives and Directive Principles of State Policy of the Constitution of Uganda, provides that the state shall guarantee and respect institutions which are charged by the state with the responsibility for protecting and promoting human rights by providing them with adequate resources to function efficiently.

The findings revealed that UPF provided equipment like guns, handcuffs, vehicles and motorcycles among others to its personnel and ensured that personnel would be trained to enable them have the mental and physical capacity to operate them. However, the equipment were highly inadequate in relation to the wide geographical area covered by the various stations/posts that received them. There was also a higher supply of biological substances and anti-riot equipment which were only required during particular times, like during riots and demonstrations, as opposed to supply of basic equipment such as handcuffs, guns, speed guns, breathalysers, scene of crime equipment and motor vehicles among others. There was also general lack of, or, poor maintenance and monitoring of functionality of the equipment resulting into some of them becoming dysfunctional and posing eminent danger to personnel, suspects and the public. In addition, inadequate equipment resulted into delays in investigations, arrests and production of suspects to court among others.

The findings further revealed that supplies like stationery, uniforms, fuel and lubricants among others were inadequate. Stationery in particular was found to be highly inadequate. Basic registers, forms, files and stationery required to aid investigations, case management and administration were found to be lacking. The inadequacy of supplies resulted into clients being asked to fund stationery for registration of cases, photocopying of relevant forms, lighting (buying kerosene or candles or ‘yaka’) which made access to justice difficult especially for the poor and vulnerable and promoted extortion and corrupt tendencies amongst some personnel.

As a result of the status of equipment and supplies, UPF public trust was affected in spite of community policing. This was because at times, they could not quickly respond to the needs of the public in addition to the public viewing them as corrupt. This has a bearing on police accountability, efforts to deal with mob action and community policing. It also affects observance of the right to a fair hearing (Art. 44) which is non-derogable, a speedy hearing (Art. 28) and the right to personal liberty (Art. 23(4) (b)).

5.1.4 Remuneration

The right to work introduces the notion of the right to remuneration as interpreted in General Comment No. 23 on the ICESCR. In Para 18 appropriate remuneration is interpreted to mean fair and equal payment, equal pay for work done and provision of workers and their families with a decent living. It requires that, remuneration should also be based on other factors like cost of living and the prevailing economic and social conditions to enable personnel and their families enjoy social security, healthcare, education and an adequate standard of living. It goes beyond the ordinary meaning of salary to include direct or indirect allowances (cash or kind) that should be of fair reasonable value such as grants, contributions to health insurance, housing, food allowances and onsite affordable childcare facilities. It also provides for ensuring that women are not disadvantaged.

The research findings revealed that, the remuneration provided to UPF personnel was to a larger extent inadequate to enable them enjoy an adequate standard of living. Whereas the general cost of living in the country has progressively become higher, personnel pay had not been enhanced save for those who had received the general Public Service professional salary enhancement following a Presidential Directive. As a result, personnel were largely unable to meet their day-to-day demands and those of their families. Most personnel could not adequately enjoy social life, while some even chose to stay away from family and friends due to the inadequacy of their pay.

The findings further revealed that, UPF did not discriminate women in determination of salary since both male and female personnel received their salary in equal measure based on rank, profession, responsibility and number of years served. However, the gender issues that affect women in UPF including non-consideration of their maternal functions, failure to provide affordable day/childcare facilities, gender biases in deployment, training and promotion opportunities kept women stagnated which in turn affected their remuneration.

In addition, the study revealed that, a poorly managed promotion process had resulted in some personnel being elevated to other ranks without their pay being revised to suit their current rank. This resulted into an indirect discrimination since personnel of the same rank earned varying pay yet they performed the same or similar work. Another form of discrimination manifested through favouritism and corruption in awarding special duty in some instances, which implied that some personnel of the same rank benefited from allowances and incentives that their colleagues had no access to. Some personnel were found to have missed salaries with some of them spanning more than 3 years without pay. Such a scenario deprived personnel of an adequate standard of living and intrinsically affected their rights and yet they had to work. It also meant that they could not easily afford the basic necessities, including their transport costs.

Article 40 (1) (b) of the Constitution of Uganda provides for equal payment for equal work without discrimination. General Comment No.23 on the ICESCR guides that, the notion of a fair wage is not static but depends on a range of non-exhaustive objective criteria reflecting not only the output of the work, but also the responsibility of the worker, the level of skill and education required to perform the work, the impact of the work on the health and safety of the worker, specific hardships related to the work and the impact on the worker's personal and family life. Workers should not only receive equal remuneration when they perform the same or similar jobs, but their remuneration should be equal even when their work is completely different but nonetheless of equal value when assessed by objective criteria.

The findings revealed a general contention regarding professional and non-professional pay in the UPF owing to the way the general principle of fair wage was implemented. The existing pay structure in UPF revealed that some professions were not considered and the rank hierarchy was disregarded which had a negative impact on discipline and command.

In addition, implementation of the professional pay caused a big discrepancy in the personnel's salary. Personnel were performing the same duties but earning different salaries on account of the professional pay. Even in cases where the responsibilities were distinct, an objective look at the work revealed that it was of equal value in contributing to the UPF mandate, thus should have been remunerated equally. The disparity in the pay of the professionals and non-professionals notwithstanding, the study also found that the gap in the earnings was unreasonably wide.

Another issue was that the pay structure did not put into consideration fairness regarding pay commensurate with the level of responsibility, skill and education, risk and hardships of the work as well as health and safety of the personnel. Due consideration would have catered for risks of

personnel manning stores of hazardous substances/equipment, deployment in volatile situations and hard-to reach-areas as well as allowances commensurate with additional responsibilities assigned.

The status of remuneration in UPF deprives some personnel of the right to work in a just and favorable condition as well as the right to an adequate standard of living. It also contributes to demotivation since personnel struggle to meet basic needs and in some instances has fueled corruption. The effects of the low pay, no pay, disparity in pay and indirect discrimination ultimately impacted negatively on access to justice by the public and on service delivery.

5.1.5 Deployment and transfers

Para. 35 of General Comment 23 (2016) of the ICESCR provides for 8 working hours a day (excluding overtime) taking into account the complexities of the work place and acceptable flexibilities such as shift work, consecutive work shifts, work during emergencies and flexible working arrangements. Exceptions should be strictly limited and subject to consultations with workers and their representative organisations. Where legislation permits longer working days, employers should ensure that, the average number of working hours in a week does not exceed eight hours a day and should also cover workers on call or standby. Para. 46 calls for measures that can guarantee flexibility in the workplace and contribute towards a better balance between work and family responsibilities. This would require responsiveness to the different requirements and challenges faced by male and female workers; the needs of both workers and employers; and which should not undermine the right to just and favourable conditions of work.

The findings revealed that personnel worked beyond the recommended time due to shortage of manpower and at times as a result of the bad practices by supervisors and commanders. As a result of working longer hours, personnel would be fatigued and prone to mistakes in their work which at times resulted into human rights violations. Fatigue also has a bearing on the quality of work especially investigations, patrols, public order management and guard duties among others. It also poses risks to the health and lives of personnel as well as the public. This ultimately affects access to justice, service delivery and observance of human rights.

Another issue in deployment and transfers was the manner in which they were implemented without due regard to impact on personnel's morale, their lives and their families. Personnel were at times deployed or transferred arbitrarily, or after a very short or very long interval. In addition, those on transfer were deprived of the facilitation allowances leaving them to move at their own cost. This had an immediate effect on their finances impacting their family wellbeing. Transfers and deployments further separated families and exposed children to abuse since they at times either lived on their own or with relatives and friends so as to keep in good or affordable schools. This ultimately had a physical and psychological impact on the personnel and their families.

5.1.6 Promotions and trainings

Para. 31 of General Comment 23 (2016) of the ICESCR stresses the right of workers to equal promotion opportunity that follows a fair, merit based and transparent process that respects human rights. Determination of seniority and competence should cater for assessment of individual circumstances, different roles and experiences of men and women. The process should be free from irrelevant considerations such as personal preference, family, political and social connections as well as reprisals related to political activity. It also calls for consideration of vulnerabilities among others. According to Para 32, ensuring equality in promotion requires that an analysis of direct and indirect obstacles to promotion is done and introduction of measures such as training and initiatives to reconcile work and family responsibilities including affordable day-care services for children and dependent adults is implemented. Para. 33 in particular emphasises that for the public sector, state parties should introduce objective standards for hiring, promotion and termination with the aim of achieving equality between men and women.

The findings revealed that promotions and trainings were conducted in a contentious manner whereby the criteria used resulted into some personnel being more advantaged than others. Most personnel highlighted discriminatory and corrupt tendencies which may imply that there were no equal opportunities for promotion and training. It was also not clear from the interviews how vulnerable persons were considered during promotions especially because UPF work was generally energy intensive. Since the UPF lacked child day-care facilities both at work and in the training schools, it is implied that those personnel who had challenges balancing childcare roles with work were likely to be disadvantaged while making choices for both training and promotion. This is worsened by the fact that women are fewer in the UPF. It is therefore not surprising that there were more male senior personnel than women in the UPF.

Contrary to the human rights standards, findings further revealed that at times trainings were particularly used for reprisal. This meant that such personnel missed promotion opportunities when they arose or were promoted to areas where they could not have command and authority. For trainings, they would be sent for those that have no particular value addition to their career enhancement.

From the foregoing, it is evident that challenges in management of promotions and trainings have a negative bearing on the performance of the personnel which may contribute to demotivation, unprofessional conduct, indiscipline, poor customer care and low morale hence impacting observance of human rights.

5.1.7 Annual leave

Para. 41 of General Comment 23 (2016) of the ICESCR provides for paid annual leave for all workers whether permanent, part time or temporary and emphasises that no deductions from such leave should be done on account of leave taken due to illness, or other justifiable reason and that such leave may not be relinquished in exchange for compensation. It also requires regulations to identify other forms of leave such as maternity, paternity, parental as well as leave for family reasons and paid sick leave. Para 43 provides for the timing of annual leave to be negotiated between employer and employee but with a requirement for legislation to ensure a minimum of ideally two weeks of uninterrupted paid annual leave.

Findings revealed that, whereas all the above mentioned types of leave were provided for by UPF in line with the Uganda Public Service Standing Orders, personnel could hardly go for annual leave partly due to manpower shortages and at times due to challenges emanating from their low pay. As a result, most personnel could not take two weeks uninterrupted paid annual leave since the most common type of leave was pass leave. UPF negotiated leave with personnel based on the prevailing circumstances as required by the standard.

However, the consequences of personnel not being able to take annual leave manifested in form of fatigue which may affect the execution of work such as case management, timely presentation of suspects to court and community policing. It also affected personnel's family and social relations resulting into physical and psychological stress. This eventually negatively impacts on the personnel's rights and those of the public they seek to serve.

5.1.8 Rewards and sanctions

Section 22 of the Uganda Public Service Standing Orders establishes a rewards and sanctions framework under which good performance is rewarded and poor performance sanctioned. The same orders also establish various penalties given to public servants who err and proposes rewards for good conduct such as words of recognition of good performance, open praise, challenging work assignments normally done by seniors and cash bonuses, increments and

awards of medals among others. It also establishes a disciplinary committee to handle errant personnel. Article 42 of the Constitution of Uganda provides for the right to just and fair treatment in administrative decisions.

Findings revealed that UPF had a rewards and sanctions framework. It was however only the sanctions framework that was well known to personnel. Although the sanctions process in UPF was largely said to be fairly implemented, there were dissenting voices that highlighted occasional unfair execution of the process. Unfairness manifested in form of illegal sanctions such as 'katebe', denial of legal representation in the disciplinary process, random determination of cases without adequate consideration of evidence and delayed payment of withheld salary when one was acquitted among others. Another challenge was the inadequate capacity of some members of the disciplinary courts to handle some cases which affected access to justice by the personnel. Rewards on the other hand, were not well known and were found to be rare which gave most personnel the impression that management was more interested in punishments than recognising good conduct and performance. The inadequacy of rewards led to demotivation of personnel. Personnel further considered promotions a form of reward hence the delay in promoting them further demoralised them especially those who were due for or nearing retirement.

5.1.9 Social security

Para 18 General Comment 23 (2016) states that remuneration must be sufficient to enable the worker and his or her family to enjoy other rights in the Covenant, such as social security, health care, education and an adequate standard of living.

The findings revealed that UPF had a well laid scheme to cater for retiring personnel in line with the Uganda Public Service Standing Orders and the human rights standards. They catered for both uniformed staff (Pension scheme including gratuity). Another stride taken by UPF to ensure social security was the policy that provided for personnel nearing retirement to work close to their retirement homes and conduct of trainings to prepare them for retirement.

The above notwithstanding, access to retirement benefits was problematic and many retired personnel were frustrated by the process while some died before accessing their benefits. Some of the flaws included irregularities in capturing retirees' information details within the UPF system or by the public service. Alleged corrupt tendencies further led to delays in processing retirement benefits for befitting personnel.

In addition, bad practices by some supervisors and commanders and the lack of follow-up by the Human Resource Directorate resulted into some personnel who are due for retirement working very far from their home districts/retirement homes. As such, such personnel could not balance the remaining period of work with preparing for retirement which affected them psychologically.

In addition, preparation although UPF had recently started a system of preparing personnel who are due for retirement, the coverage was still low while the timing was also quite late. A proper remedy would require working backwards to ensure that complaints in receiving retirement benefits are addressed as well as rectifying records to ensure that personnel get their appropriate benefits. There was also no clear support given to families of retirees who may have passed on to complete the process which further taints UPF image.

More so, much as the personnel were aware about the benefits that accrue to them after retirement immediately, they start work, they were not equipped to handle financial planning after retirement. The delay in acquiring one's pension or gratuity also an impediment of the rights of the personnel to social security. This was worsened by the fact that the social security benefits were meagre since they were based on one's pay that was already low. This has a bearing on the

capacity of the social security funds to afford retiring personnel a decent retirement life. It may also partly explain why some personnel die shortly after retirement.

Relatedly, the difficulty in accessing early retirement in the UPF indirectly impedes the realisation of the right to development and social security since personnel who wish to retire early and find alternative means of ensuring a decent life prior and after retirement may not achieve it. Consequently, such personnel who are disgruntled continue working against their will which has a negative impact on their attitude, quality of work and service delivery.

Findings further revealed that, mindful of their finances and the need to have social security, personnel themselves formed two saving schemes namely UPF Exodus SACCO and the Police Savings Association Ltd (PSAL). Whereas the PSAL was quite organised, the Exodus SACCO was ridden with irregularities that left personnel unable to access adequate information about their savings, their savings when required and some even totally lost their savings in unexplained manner. This did not only disadvantage personnel but abused their right to social security. Consequently, it lowered personnel's morale and caused a loss of confidence in UPF management since they felt that management did not care about their plight.

5.1.10 Sexual harassment

Article 7 of ICESCR identifies a non-exhaustive list of fundamental elements to guarantee just and favourable conditions of work which includes freedom from violence and harassment, including sexual harassment.

The findings revealed that there was sexual harassment in the UPF especially at the training schools, during deployment, transfers and promotions. This also caused another form of discrimination whereby personnel who complied were placed in “wet areas” as opposed to using a merit-based system. There was no specific policy regulating sexual harassment in UPF and some personnel who were sexually harassed feared to report for fear of reprisal. As a consequence of sexual harassment, some personnel were frustrated by their tormentors while others were allegedly denied promotion and training opportunities. This also had affected remuneration since such personnel were deployed in areas that could not afford them additional allowances. Sexual harassment affected both male and female personnel. Consequently, they were disgruntled which negatively impacted their attitude, well-being, morale and quality of work output.

5.2 Living conditions and observance of human rights

Living conditions were studied with focus on the status of housing (which incorporates access to water, energy and personal security) and access to medical care. The analysis of the relationship between living conditions and observance of human rights was based on human rights standards as elaborated below;

5.2.1 Housing

Adequate housing was recognized as part of the right to an adequate standard of living under article 25 of the UDHR and in article 11 (1) of the ICESCR. Other international human rights treaties have since recognized or referred to the right to adequate housing or some elements of it, such as the protection of one's home and privacy.

According to General Comment 4 of the United Nations Committee on Economic, Social and Cultural Rights, housing should not be construed to mean shelter that simply puts a roof over one's head or as a commodity. Instead, “it should be seen as the right to live somewhere in security, peace and dignity.” Para 8 of the General Comment provides minimum standards for adequate housing to include legal security of tenure, availability of services materials, facilities and infrastructure, affordability, habitability, accessibility, location and cultural adequacy. The research revealed the following in relation to the standards:

1) Legal Security of tenure

The standard provides that housing occupants should have a degree of tenure security which guarantees legal protection against forced evictions, harassment and other threats.

The study revealed that, security of tenure was not guaranteed in the UPF. House allocation was particularly found to be unfairly managed whereby in some instances, personnel not entitled to UPF accommodation lived in the barracks while the entitled personnel were forced to live in rentals to create room for them. In other instances, newly recruited personnel were forced out of their houses to create room for personnel who had served in the force for a longer time but were on transfer. One of the non-entitled personnel had this to say;

"I am not meant to stay in the barracks. But because of the less accommodation and no facilitation for accommodation, we still have to stay in the barracks. The police have to leverage the issue of facilitation for officers who are not meant to stay in the police barracks by virtue of their ranks. Otherwise, officers will still continue scrambling for space in police barracks with the junior staff..."

Regarding personnel who were found to be renting outside, security of tenure couldn't be guaranteed since some of them revealed that rental costs were quite high and they were being threatened with evictions by their land lords. Moreover, no housing allowances were provided to them (especially those that are entitled) to ensure sustainability.

The shared accommodation by the personnel also posed other threats to family well-being and psychological stability of personnel while on duty. This impacted the quality of their work as described by the personnel in the scenarios below;

"We have marital challenges whereby two married officers live in the same 'uniport' whereby one has a wife in the 'uniport' while another has a wife in the village. How does he trust his colleague with his wife during the day if he is deployed for day duty while his colleague remains at home waiting for night deployment?"

"Children are affected by poor accommodation. Some have suffered sexual harassment and even been defiled"

The research findings further revealed that personnel lived in dilapidated accommodation which posed a threat to their lives. For instance, in Lira barracks, a child was hit to death by a stone which had been used to support a leaking roof. Mbale is another example of a very dilapidated barracks. It was also established that, more than 95% of the barracks visited were not fenced off posing security and other threats like cases of theft, sexual harassment and rape which were common yet it was difficult to ascertain whether this was done by passersby or personnel and their family members. One respondent said;

"The barracks is not fenced and anyone can pass through. A gun was once stolen from the barracks so all guns are kept in armory save for those being used on night duty.... Civilians steal our property and sell it..."

In addition, the issue of congestion in the institutional housing was highlighted as a key concern whereby some personnel had big families and yet they were sharing the houses. In such scenarios, one family would be living in the sitting room and another in the bedroom. This also posed health threats in case of communicable diseases.

In some areas like Wakiso Divisional Headquarters, Kyankwanzi and some police posts in Fort Portal there was no accommodation for their staff. This meant that such staff had to fend for themselves and ended up living in areas far away from their duty station due to affordability.

The above scenarios affected the right to privacy, right to life, right to health, right to safety and security, right to development among others.

2) Availability of services, materials, facilities and infrastructure

The standard provides that, housing occupants should have safe drinking water, adequate sanitation, and energy for cooking, heating, lighting, food storage or refuse disposal.

According to the UN special Rapporteur on the human right to safe drinking water and sanitation (2014), the human right to sanitation entitles everyone to sanitation services that provide privacy and ensure dignity, and that are physically accessible, affordable, safe, hygienic, secure, and socially and culturally acceptable. While the human right to water entitles everyone to sufficient, safe, acceptable, physically accessible and affordable water for personal and domestic use.

From the general outlook, a bigger percentage of personnel had access to safe water for drinking, cooking, personal and household hygiene. There was also presence of sanitation facilities within the vicinity of their dwelling. However, there was inadequate sanitation since majority had dilapidated bathroom and toilet facilities which were overwhelmed by the huge population especially at the main stations.

Personnel and their families had to line up for water, toilets and bathrooms in some places like Nsambya and Old Kampala among others. They also had to wake up as early as 4:00 a.m. to access water and sanitation facilities. As a result of struggles associated with accessing the above facilities, unnecessary wrangles developed and sometimes spilled over into the workplace. In addition, the status quo resulted into, abuse of the right to health, privacy, safety and security. In such circumstances, women, children, PWDS and older persons were the most vulnerable.

The research established that, some personnel (both those entitled and non-entitled to institutional housing) were living in rental accommodation. Such personnel were meeting their own water and sanitation bills which were at times exorbitant in comparison to their earnings. In addition, due to the challenges associated with accessing the water and sanitation services within the institutional accommodation, some personnel were forced to buy water despite their meagre earnings. The above scenario affected their ability to pay for other essential necessities guaranteed by human rights such as food, housing and health care among others.

Regarding acceptability of the water and sanitation services, the biggest percentage of personnel had no cultural issues regarding accessing water. They were however uncomfortable with the shared toilet and bathroom facilities which did not provide adequate privacy and posed hygiene risks to the various sex in their residences. Women in particular raised issues of privacy especially during their menstrual cycle. They were concerned that they had to use the bathroom or toilet hurriedly without adequate consideration for their hygiene needs. The inadequate facilities resulted in personnel pressurising one another out of the sanitation facilities. The men on the other hand highlighted the need for separate sanitation facilities for women due to their unique nature.

Whereas some of the police stations had separate toilet facilities for inmates, the rest including the outposts shared the same facilities with inmates and in extreme cases even shared with the community members. Observations made by the research team also revealed that, the bathroom facilities were largely makeshift, with poor hygiene which impacts on the physical, social and mental wellbeing of a person. One of the respondents had this to say;

“At the main station we don’t have enough toilets and urinals yet we share them with suspects and the community. This mainly affects women who can’t find decent and private places of convenience as compared to men. No bathrooms for women to at least bathe decently during menstruation and as a result, they often get infections”.

The quality of water in some of the areas like Elegu and Lira City did not conform to safety and

quality standards. For instance, the Elegu Police station was prone to flooding which compromised the water quality. In addition, much as they had a borehole, the water would reportedly become too hot that it would scald them. This is a threat to the personnel's health. At one of the stations in Lira City, the personnel fetched water from a well that was hidden in a mini forest. The well was shared by the community and their animals. They also couldn't fetch water in the late evenings since the same area was prone to attacks by street children posing a risk to their lives.

The study further revealed poor disposal facilities for used sanitary wear for women. As such, women had to carry their used sanitary wear in their handbags until they found an appropriate disposal point.

Access to energy is essential for cooking, lighting, heating, cooling and sewerage management (Human rights quarterly, 2006). SDG 7 provides for access to affordable and clean energy by 2030 (United Nations 2022). According to Wawerinke-Singh (2021) *"human rights can draw attention to the multiple dimensions in which energy systems affect the life, health and living standards of human beings and their means of subsistence"*

The findings revealed that, much as personnel accessed electricity paid for by UPF, it was inadequate to meet their needs. Key informants highlighted the issue of overload due to a big population that is struggling to survive. Due to the high cost of living, personnel used electricity for cooking (coils) as opposed to buying charcoal. As such, the quarterly allocation for electricity was depleted within a month resulting into blackouts till the next allocation was done. Some of the key informants had this to say;

"Electricity is available and accessible within the facility...payments are done in a timely manner by Headquarters since we are using yaka (the prepaid system in Uganda). However, sometimes, officers and their families are extravagant which leads to high power consumption..."

"The barracks is always dark. Only the office space has electricity while most of the barracks lacks electricity because the self-help structures are grass thatched..."

In addition, those who had access to electricity confessed to practices like illegal connections (looping) which had sometimes caused electrocution especially of children and posed eminent danger to the life of personnel and their families. It also affected their right to safety and security. Furthermore, access to energy has a bearing on the right to safe and healthy working conditions (Article 7 of the ICESCR). The use of charcoal and firewood poses a health risk to the personnel among others, since they emit dangerous gases that affect their health and that of their families. This is worsened by the fact that the personnel cook from inside their already small houses. More so, in relation to security one should be able to freely move from their place of abode to the workplace without fear of being attacked due to inadequate lighting. On the contrary, some personnel had to endure blackouts while others didn't have electricity at all. This eventually has a bearing on security, work attendance and output due to safety and health issues. Regarding security, some personnel complained that torch light was inadequate and instead it exposed them to attacks by wrong elements. One personnel had this to say;

"Police station is not connected to the national grid much as the wiring was done some time back...officers who work at night use torch lights which is quite risky"

A closer look at the significance of energy reveals that, its availability impacts the right to education (Article 13, ICESCR) since the personnel and their family members are able to revise at night and use electronic gadgets for research.

3) Affordability

Standard housing costs should not threaten or compromise the occupants' enjoyment of other human rights.

The findings revealed that, inadequate accommodation within the barracks forced some police personnel to rent outside. The issues surrounding rental accommodation included the high costs of finding houses that resulted in personnel opting for low cost houses which were mostly in unsafe environments. Some of the personnel said they even had to remove their uniform when returning to their places of abode due to fear of being attacked by members of the public. One of them had this to say;

“My neighbors do not know what work I do. When I am returning home, I leave the uniform here in office. If I show you the place where I rent, you won’t believe it! But what do you do? Our salary is inadequate compared to the current high costs of living. Before you chose where to rent, you should remember that you also have school fees and medical bills to cater for. So you find that the only option is a slum”

In addition, the fact that the personnel rent far from their work stations impacted their attitude and enjoyment of the right to work in that, it had a direct bearing to their timely response to incidents, especially emergency situations resulting in complaints by members of the public hence bad publicity and general hatred towards police personnel. Their failure to respond to emergencies like fire, mob action, cases of attempted murder, accident scenes, defilement, rape and homicide at times resulted into loss of life which they seek to protect. One respondent had this to say;

“Assuming there is no money and your wife or dependent is sick, rent is needed and frustration is at your nerves, what do you expect out of that police officer while on duty...the problem is expecting us to keep rights of others while no one thinks about our rights as law enforcement officers...”

It was further established that, lack of institutional accommodation for police personnel had a negative bearing on their observance of human rights. For instance, in Kampala Metropolitan area, police personnel stayed in the suburbs of Kawempe, Kansanga, Mukono, Nateete among others yet they were expected to attend a parade at 6:00am daily at the UPF Headquarters at Naguru. This applies to several others all over the country. As a result of the distance travelled, some personnel arrived when the parade was already concluded and proceeded to the field without instructions. This often times resulted into them making mistakes, some of which had human rights implications. Consequently, some personnel have been held to account for human rights violations or faced other disciplinary processes within the UPF.

4) Habitability:

Housing must guarantee physical safety or provide adequate space, as well as protection against the cold, damp, heat, rain, wind, other threats to health and structural hazards.

The findings revealed that some personnel lived in Uniports while others lived in makeshift structures. Observations made by the research team further revealed that UPF generally embraced uniports not only for their personnel’s accommodation but also as police cells despite the fact that they are very hot during the day and very cold at night. In all the main stations visited, a large number of personnel were found to live in uniports. Some examples of places where uniports and makeshift structures existed were; Lira, Apac, Amuru, Kitgum, Gulu, Arua, Moyo, Kagadi, Buloba, Kawempe, Buliisa, Nsambya, Kalangala, Mityana, Luuka, Rukungiri, Mbarara rural, Mbarara City and Old Kampala among others.

In addition, tents were found to constitute police accommodation especially for the newly passed out personnel. At Old Kampala, Mityana and Mukono for instance, the tents provided were so small that anyone of average height could not stand while inside them. Some areas were found to be prone to flooding for example, Elegu, Kawempe, Zombo and Apac, which made the uniports and makeshift structures damp.

Under the above described circumstances, physical safety, adequate space, as well as protection against the cold, damp, heat, rain, wind, other threats to health and structural hazards could not be guaranteed. Some respondents had this to say;

"We sleep like rats. One room is shared by two families, they are separated by a plywood or sometimes curtains...they are dilapidated and old...during rainy season, some of the blocks and uniports leak. Sometimes we cover children with 'buveera' (polythene bags) to ensure that they do not get wet. The sanitation is very poor, toilets are rarely emptied, conjugal rights are violated and children are getting spoilt because of the adult environment around them"

"Some uniports just hung on stones to get support. In case of any strong rain the whole uniport is soaked in water...there is a very poor drainage system"

"Most of the uniports are very dilapidated and a big cause of insecurity...poor accommodation...poor sanitation facilities... one toilet serves over 100 families. The toilets in police are so pathetic and poses a health risk to the officers"

"It is terrible and the conditions associated are pathetic. The structures are dilapidated, old, and mostly self-help (makeshift) etc. - Budgets and plans have been drawn and planned but it still a challenge. The idea to have uniports was a temporary one but has turned to be permanent. Uniports are not weather friendly; once sunny; it's very hot and vice versa. There is a plan for making the accommodation better; we hope it rolls out. Uniports should be disbanded".

"Accommodation is in a very sorry state. I think only about 12.5% of the police force is being accommodated- others are in self-help units, tents and renting outside... only gazetted officers get some allowance for housing yet others also rent outside.

This is hard for mobilisation. It may take 50years to handle the current situation of housing...UPF is trying to lobby National Housing and NSSF to build houses for officers..."

Poor housing also affects the conduct of individuals and work performance as confirmed by one of the key informants here below;

"Housing affects personnel's work performance...where you live affects how you carry yourself...environmental factors also affect the conduct of individuals. It has a psychological effect"

5) Accessibility:

Housing should meet and take into account the specific needs of disadvantaged and marginalized groups.

The current housing in the UPF disadvantages women, children and dependents of the police personnel who cannot live with them to provide the much needed support. Some of the most vulnerable dependents are ailing parents or those who need their specific care.

Some police personnel were found to be leaving their children under the care of their relatives in the village due to the accommodation challenges. Such personnel felt that the environment in the barracks was unfavorable for them to raise proper children. This affected both the parents and their children in that, parents couldn't provide the much needed mentorship to their children and children also missed the opportunity to bond with their parents which has psychological implications. One of the personnel had this to say;

"If I had a good accommodation, I would live with my family. Mentoring our children is getting too hard. Failure in my family makes me have no consideration for others sometimes. Someone should investigate the health conditions of police officers. They eat so poorly because

they don't live with their families. Their children can't bond with them. The police should undertake a study or learn from other countries on how they manage to keep families less detached from each other"

More so, the children who stayed in the barracks with their parents also faced challenges associated with congestion, poor hygiene and general lack of privacy which affected their health and innocence as children. Abuse of children's innocence manifested in form of sexual abuse (defilement, rape, seeing naked adults, listening to sexual talk and action, bad touches and heckling) among others. One of the respondents had this to say;

"Housing is very poor especially in central region. In some areas there is no room for expansion due to population pressure. Cases of defilement and rape within the densely populated barracks are common. A block of 8 families can house up to 100 people. Children who have completed school are still staying in a barracks and those not going to school have increased cases of SGBV. Barracks are not fenced ... there is no control hence SGBV cases".

Women and men were also victims of the housing crisis in that, some men had resorted to leaving their wives in their home villages due to poor accommodation. Such women could only access their spouses when they got pass leave or if they were able to afford lodging services at an agreed location. This 'dehumanises' them as it puts them in the place of vulnerability. The above scenario was said to be a leading cause of promiscuity among personnel, high rates of HIV infection and domestic violence. A respondent had this to say;

"Our housing facilities have no regard to a proper family life based on our African culture. You are given a uniport or a sitting room. You cannot even stay with your wife and children. So you leave them in your village. For those of us who are deployed far away from our home areas, you have to use pass leave to fulfil your conjugal rights and check on your children...pass leave is for 7 days. You use four days for travelling to and fro... for the remaining three days, the first one is consumed by your extended family which also wants to access you. On day two, you try to fix time for your wife and children. The third day is preparation for travel back as you give some instructions here and there. Are our wives made out of iron or are we?"

For the personnel who lived with their families in the barracks, they lacked privacy and had to find means of accessing their conjugal rights which included negotiating for alternate duty with those whom they shared houses, building makeshift structures, playing loud music and hiring lodges. Just like any other family, police personnel have dependents who include their elderly parents, orphans and sick relatives to support. However due to the nature of their accommodation, it's difficult for them to house them and give them the much needed close attention which psychologically affects them and their dependents.

The housing also affected the rights of suspects and deprived personnel of their privacy and safety since in some instances the personnel shared the same houses with suspects with minimal provision for privacy which impacts the suspects' psychological wellbeing (emotional stress).

6) Location

Housing should not be cut off from employment opportunities, health-care services, schools, childcare centers and other social facilities, or located in polluted or dangerous areas. Given the fact that UPF currently accommodates only 24% of their workforce (UPF annual report 2021), this human rights standard is not met to a large extent. Whereas some of the main stations like Gulu and Nsambya had primary schools within the barracks and others were located near social amenities like schools and health services, this was not the case for outposts. Personnel also decried the high costs associated with accessing education and health services vis a vis their low pay which meant proximity didn't imply economic accessibility of the facilities.

100% of the places visited didn't possess any child care facilities. This implied that police personnel especially nursing mothers and single fathers and mothers had a challenge of finding appropriate caregivers to their children when duty called and yet they were not allowed to carry children to work. Some respondent had this to say;

"We are not allowed to carry children to work, no nurseries, no babysitters... which is a challenge to breastfeeding mothers..."

"Imagine renting far from work-trying to find affordable accommodation with little pay and responsibilities! It affects work time management, personal security and quality of life at home and at work"

"The cost of rent, the distance to and from the station can cause emotional stress...one cannot work under stress... most police officers transfer stress to the clients who come to the station because they have issues back home..."

7) Cultural adequacy:

Housing should respect and take into account the expression of cultural identity.

For personnel to live in an environment that promotes their cultural identity, their housing should be culturally adequate. The Geneva UN Charter on Sustainable Housing provides four areas of focus in ensuring that housing is culturally adequate. They include; integrating the socio-cultural peculiarities in the housing policy, development of public spaces for cultural and social activities, consideration of the background and culture of occupants, and house designs which should be done in consideration of the neighbourhoods and communities.

Cultural identity is a very important aspect of personal identity and a person's worldview. It develops as one absorbs, interprets, and adopts (or rejects) the beliefs, values, behaviors, and norms of the communities in their lives (Wilson, 2022). Since the community shapes cultural identity and world view, some personnel and their families pick the good and bad habits from the barracks and this can shape their general behavior and outlook to life. The general outlook on the housing arrangement for police personnel reveals that, UPF housing impacts cultural identity as follows;

The status and quality of housing in the UPF does not give due consideration to cultural norms that promote privacy and decency. For instance, different families sharing one housing unit which results in scandalising children with nudity, exposure to sex and violence. Adults on the other hand cannot enjoy the required privacy in their sexual relationships due to congestion and associated challenges.

In addition, the fact that men and women at times share the same housing unit, sometimes only separated by a curtain, disregards cultural norms in the African setting where men and women, unless they are married should not share the same room/house. It also potentially promotes temptations and sexual abuse by both men and women.

Given that the family is a critical unit of socialisation, the state of housing which constrains the personnel from living with their families results in inability of parents and family members to provide socio-cultural education and due care which would ideally ensure proper grooming and behaviour.

In addition, key informant interviews confirmed that some police personnel have picked bad habits like taking crude drinks and fighting from their colleagues resulting into domestic violence. Some children of police personnel were said to have become vagabonds and destitute as a result of the worldview that life is unfair. Children are also impacted in a way that they at times lose their native language and learn other languages around them destroying their cultural identity.

The house allocation in UPF is randomly done and in cases where cultures fuse, some aspects of the personnel's indigenous culture are lost while new ones are adopted diluting the cultural beliefs, norms and practices of the personnel and their families.

The house design and materials used were found not to give due regard to the personnel and communities around them for instance, the layout which makes the barracks congested consumes space that would have ideally been used for recreational and cultural activities. The continued allocation of asbestos roofed houses to personnel (which endangers them and the communities around) and the use of fabricated iron (uniports) does not consider the weather conditions in Uganda which is either hot or cold or extremely cold and extremely hot most of the year depending on where one is located. The materials themselves especially for uniports are culturally derogatory as such housing is not appreciated as a house owned by a responsible person in Uganda.

Nonetheless, on a positive note children and personnel in the barracks are exposed to some positive cultural practices from their colleagues, learn new languages and pick positive behaviour which promotes harmonious living or "Ubuntu".

5.2.2 Access to medical services

Access to medical services in the study was tagged to realisation of the right to health. The World Health Organization (2022) defines the right to health as "a complete state of physical, mental and social well-being, and not merely the absence of disease or infirmity." In its General comment 14, the UN Committee on Economic, Social, and Cultural Rights (CESCR) provides detailed guidance to States regarding their obligations to respect, protect and fulfil the right to health. The Committee provides four interrelated components of the right to health as being; availability, acceptability, quality and accessibility.

Access to UPF health services was analysed based on the accessibility criteria for the right to health as follows;

1) Non-discrimination

The standard provides for access to health services to all without discrimination both in law and fact

Whereas the set-up of the UPF medical scheme is ideally not discriminatory, the findings revealed that, there was preferential treatment for senior personnel in accessing the medical scheme benefits. This was compounded by lack of adequate information about the scheme and failure to reimburse some personnel for money spent on health related complications referred beyond the police health units. One senior personnel had this to say;

"Our medical scheme is interesting. If a senior personnel like me is sick and needs to access medical services, everything possible will be done to accord me those services. Even when I pay for myself, all I need is to write to headquarters and get a refund. That is not the case if my junior requires such services..."

2) Physical accessibility

The standard provides that facilities and services should be within reach of the populations and safe, particularly to those who are marginalised.

The findings revealed that, the facilities that were available to the personnel were inadequate in coverage and lacked essential drugs to cater for the personnel's health needs. The findings further revealed that, the poor access to medical services did not only negatively affect the UPF

personnel but also the suspects under their care since issues like lack of drugs, long distances covered to access medication and lack of transport applied to them as well. In addition, due to the lack of medical care, UPF personnel who were indisposed missed duty affecting investigations and presentation of suspects to court. The above scenario affects the right to health resulting into loss of lives, right to personal liberty and right to fair hearing among others.

3) Economic accessibility

The standard provides that services should be affordable for all including the poor and vulnerable.

The findings revealed that, personnel often catered for their own medical bills due to lack of essential drugs in both the police clinics and government facilities. In a bid to meet such bills, some of those with complicated ailments ended up borrowing money to cater for their medication. Even for those who were aware of the reimbursement policy, they decried the bureaucracy and non-refund of funds spent on their treatment.

“Nepotism in management of issues, corruption in compensation for injuries where at times compensation is intentionally routed to wrong people.”

4) Information accessibility

The standard provides access to information that is suitable for every group.

The findings revealed that access to information about UPF health services especially regarding the medical scheme was inadequate. The comments by majority of the personnel during the interviews clearly state that the available medical scheme is yet to be known and fully appreciated by the personnel who need it most.

The personnel further highlighted inadequate information on HIV/Aids despite the prevalence of HIV and availability of the HIV/AIDs policy. This increased the risk of infection and reinfection.

There was also a glaring gap on health related sensitisation for mental health and general psychological wellbeing as personnel used words like “we are stressed” “our colleagues shoot themselves” “some of us have given up on life”, “if the UPF allowed early retirement, most of us would have voluntarily left the forces” “if you live like a dog, can you behave like a human being?” among others. All these point to psycho-socio issues that can be addressed through information provision.

5.3 Moderating role of Socio-political factors

A study of factors that were likely to interfere with the contribution of living and working conditions to observance of human rights in the UPF such as awareness about the requisite laws, policies guiding UPF work, interference in police work, attitude of UPF personnel towards their work, attitude of the public towards police and community policing impact revealed that, whereas personnel were aware of the basic laws guiding their work, their knowledge was more on the criminal laws than the human rights laws and policies guiding their work. This was worsened by the unavailability of hard or soft copies of the laws and inadequate training in the same especially when laws were amended. This mainly affected junior staff. As a result, personnel were unable to refer to the laws when required affecting the quality of their decisions and work generally, which in turn negatively affected suspects. Some personnel even applied outdated laws.

In addition, other factors that made it difficult for personnel to apply the law in their day-to-day work included: deep-rooted negative cultural practices in some communities, the mismatch between knowledge of the law and the inadequate time, equipment, logistics and facilities available to the personnel, ultimately affects access to justice.

Whereas UPF had policies like the Human Rights Policy and the Health policy, they were yet to be well known to all personnel due to inadequate dissemination. The salary policies though in line

with the government of Uganda pay structure were not human rights-based and lacked due consideration for a rank-based institution hence their application had a negative impact on personnel's discipline and morale. Other policies such as deployment and training were in draft form although their objectives pointed to the issues raised by personnel during the interviews such as unfairness in training, promotions, deployments and transfers. In the absence of the policies, personnel continue to suffer undue discrimination which must be urgently addressed.

Interference in police work came in various forms, that is, from political leaders, business persons, religious leaders, and powerful members of the community, cultural leaders and environmental factors which all contributed to how personnel handled cases and executed their duties. Since such interference affected professional conduct of personnel, it also tainted the UPF image.

Personnel were to a great extent proud to be police officers in spite of the challenges. However, some were totally disgruntled. All personnel however confirmed that their living and working conditions demoralised them. On the other hand, the community policing strategy had improved UPF relationship with the public, the perception about police, created awareness about the law and improved public participation in maintenance of law and order. However, there was a mismatch between what personnel said during community policing and actual service delivery because it was affected by inadequate supplies, equipment and bad practices such as extortion by some personnel. As such, it had a reverse effect of rescinding the positive public perception about police to the extent that sometimes personnel were abused, attacked or even killed by community members. Media was found to be a strong partner for promotion of police image. However, it was sometimes accused of publishing content that was harmful to the image of the UPF especially social media.

5.4 Conclusions

5.4.1 Working conditions and observance of human rights

The findings confirm that there is a correlation between working conditions of UPF personnel and observance of human rights in that, due to the current status of working conditions personnel were unable to perform their duties in a timely and effective manner and in some instances they totally could not execute the required duties. Consequently majority of them were demotivated. This affects the UPF obligation to respect, protect and fulfil human rights. It also negatively impacts service delivery and realisation of the rights of the personnel.

5.4.2 Living conditions

The findings reveal a correlation between living conditions and observance of human rights in that as a result of the unfavorable living conditions, fundamental rights and freedoms of the personnel and their families have been violated. They include, right to life, right to work, right to privacy, right to health, right to dignity of a person, right to live in a secure and safe environment, right to a family, right to a clean and healthy environment, right to adequate standard of living (water and sanitation), right to food, right to decent shelter/housing, conjugal rights, right to cultural identity, right to education, rights of vulnerable persons (children, women, older persons and PWDS), freedom of expression, freedom from discrimination among others.

In addition, the violation of the above mentioned rights of the personnel, affected their attitude, morale and general health. This in turn affected their behavior and quality of work. This manifested in form of lack of timely response to emergencies, torture, delays in investigations and presentation of suspects to court, extortion, over detention of suspects, confiscation of suspects' property, disappearance of exhibits, disappearance of vital records, excessive use of force and general vulnerability to corrupt tendencies which affects access to justice. It also resulted in general failure to protect the life and property of citizens which is the UPF mandate among others. The affected rights include, right to life, right to freedom from torture, inhuman and degrading

treatment or punishment of suspects, right to personal liberty, right to fair hearing, right to police bond, right to food, right to health, and right to access their families and legal representation among others.

5.4.3 Moderating role of socio-political factors

The findings revealed that in pursuit of conducting their duties in a professional manner, personnel faced interferences from other factors which, if not dealt with, would undermine the contribution of any efforts to improve working and living conditions. These included external and internal interference in their work, attitude of personnel and the public and awareness about both criminal and human rights laws and policies.

5.5 Crosscutting issues

5.5.1 Equality and non-discrimination as a cross cutting issue

Equality and non-discrimination is a fundamental principle in observance of human rights. It is provided for in all the key human rights instruments specifically under Art 2 of the UDHR, Art. 2 & 6 ICCPR, Art 2(2) ICESCR, Art 2 CRC, Art. 5 CRPD, Art. 2&3 ACHPR and Article 1 (1) ILO III. Article 21 of the constitution of Uganda equally provides for equality and non-discrimination. Discrimination on any ground including sex, race, color, ethnic origin, tribe, birth, creed or religion, social or economic standing, political opinion or disability is expressly prohibited. The constitution of Uganda defines discrimination as giving *“different treatment to different persons attributable only or mainly to their respective descriptions by sex, race, colour, ethnic origin, tribe, birth, creed or religion, social or economic standing, political opinion or disability”*. The employment Act operationalises the provisions of this Article adding HIV status to the list. It however permits positive discrimination to cater for unique requirements of a given job. Violation of this principle arises if equal cases are treated in a different manner, the difference in treatment does not have an objective or reasonable justification or if there is no proportionality between the aim sought and the means employed.

The right to equality and non-discrimination was crosscutting in the study variables and related issues were raised in deployment and transfers, trainings, promotion, remuneration, allocation of accommodation and management of healthcare services among others. There were evident attempts by UPF to apply positive discrimination particularly regarding female personnel in consideration of their natural maternal functions. To a greater extent personnel who had health issues were also given special consideration during deployments.

5.5.2 Communication as a cross-cutting issue

Findings revealed that there was inadequate information flow from the top to the bottom and vice versa. This was partly attributed to the decline in issuance of circulars and adopting new communication modes like WhatsApp without due consideration to technological and environmental barriers that limit access to information. Some personnel also had challenges of affording modern communication gadgets and inputs like phones and data affecting timely reception of information. Consequently, some personnel were not aware of the happenings within the UPF or received information late or second-hand.

In addition communication gaps were as a result of some supervisors and commanders withholding or delaying to relay information to their subordinates. In other instances, communication from subordinates to superiors was also withheld or delayed in the chain of command. Consequently, personnel missed out on vital information and some opportunities which their colleagues were already aware of regarding access to trainings, promotions, transfers, SACCO information and access to medical care among others. Delayed communication at times, resulted in haphazard execution of tasks. This also affected service delivery.

5.6 Recommendations

5.6.1 Working conditions and observance of human rights

In order to ensure that personnel work in a conducive and favorable work environment to enable them perform their functions in accordance with their human rights obligations, the study makes the following recommendations:

- (1) The Ministry of Finance Planning and Economic Development should increase funding to UPF to facilitate the construction of decent offices with the requisite facilities and amenities that are in line with human rights standards on police stations; provision of adequate equipment and supplies and dissemination of laws to all personnel.
- (2) The UPF should develop a standard design for a police station/post that conforms to human rights standards on police stations and ensure its progressive implementation.
- (3) The UPF should stop the use of Uniports and other makeshift structures as offices and cells.
- (4) UPF should provide adequate supplies and equipment to personnel to facilitate proper conduct of work and mitigate the challenges associated with personnel soliciting the same from the public. UPF should specifically:
 - a) Ensure that the supplied equipment and supplies are in tandem with the geographical coverage and work requirements of specific police stations and posts.
 - b) Prioritise regular and adequate provision of basic supplies like fuel, stationery, police forms and registers and equipment like batons, guns, handcuffs, vehicles, motorcycles, scene of crime equipment, among others and ensure that they are well maintained and serviced to facilitate provision of basic police services by every police unit.
 - c) Provide uniforms in full, in a timely manner and in consideration of unique duty requirements, weather and area-specific climate patterns. Expectant mothers should be provided with an appropriate office uniform to address challenges of non-deployment to duties that required uniform.
 - d) Reinstate plain clothes allowances for personnel who are bound by duty not to wear uniform.
 - e) Investigate the sale of UPF uniforms to personnel and the public and prosecute culprits. Accordingly UPF should also establish a mechanism for confirming that all personnel receive full and adequate uniform.
- (5) The Ministry of Public Service should review UPF remuneration to address the huge gap caused by the implementation of a professional pay in view of the rank based institution. The review should cater for enhancement of the salaries of non-professional personnel; align the salaries of other professionals currently in police whose pay is not commensurate to that of their counterparts in the mainstream public service; take into consideration the high cost of living, responsibilities and; give special consideration for personnel who handle hazardous substances, equipment, those working in hard to reach areas and volatile situations.
- (6) UPF should without delay, update all staff records and ensure that personnel who have missed salary are urgently paid and that those who were promoted but are not earning the right salary are also paid their dues. The records update should also provide adequate information for the quick processing of retirement benefits.
- (7) The Ministry of Gender, Labour and Social Development should expedite the process of enacting a minimum wage to cater for the salary discrepancies among public servants and other workers.
- (8) UPF should enact and implement policies that address issues raised in deployment, transfers, training and promotions. In so doing UPF should specifically:
 - c) Implement a rotational deployment plan after a specific number of years to ensure that all

personnel have equal chances of being deployed in being deployed in all parts of the country.

- d) Streamline deployment for special duty to ensure that all personnel have equal chances of accessing the accruing benefits.
- (9) UPF should in the interim streamline deployment and transfers to ensure that due consideration is given to family life, gender, school going children and facilitation for transferred personnel. The timing should specifically give due consideration to school going children to ensure that their academics are not interrupted.
- (10) UPF should revamp the police children schools and construct new ones ensuring that they are of a high academic standard and affordable for its personnel to facilitate the right to education for their children.
- (11) UPF should set up child day-care facilities to facilitate their staff to work while their children are well taken care of.
- (12) UPF should conduct an analysis of all its staff to assess and address the manpower gaps so as to deal with fatigue amongst personnel and ensure that personnel can go for leave without undue interruption.
- (13) UPF should ensure that the criteria for promotions and trainings is clear to all and that the processes are transparent to ensure equal opportunities for all. Special consideration should be given to vulnerable persons especially the elderly.
- (14) UPF in collaboration with the Ministry of Public Service should ensure that personnel who retire get immediate access to their benefits but not exceeding a period of one year and punish corrupt personnel who delay retiree's benefits.
- (15) UPF should organise regular financial literacy trainings for its personnel to ensure proper preparation for retirement.
- (16) UPF leadership should pick special interest in the management of the exodus SACCO to ensure voluntary membership, safeguard personnel's funds, ensure access to information and participatory decision making that is representative of members' views.
- (17) UPF should enact and implement a policy against sexual harassment.
- (18) UPF should increase office imprest and ensure that all police units are effectively facilitated.

5.6.2 Living conditions and observance of human rights

In order to ensure that personnel and their families live in decent accommodation and access adequate medical services to enable them ably execute their duties, enjoy their rights and observe human rights, the study makes the following recommendations:

- (1) UPF should stop the use of uniports as a form of housing for police personnel because they are not fit for human habitation.
- (2) The available funding for 'uniports' should be used to construct permanent, decent, low cost houses, leveraging modern technology and designs in order to cater for all the personnel who are entitled to institutional housing.
- (3) UPF should prioritise renovation of existing houses where appropriate to ensure decent accommodation for the personnel.
- (4) UPF should consider construction of senior quarters or provide adequate housing allowance to ensure decent and safe accommodation, commensurate with their status senior personnel.
- (5) UPF should provide housing allowance for personnel entitled to institutional housing but are not allocated.
- (6) UPF should urgently investigate and address the unfairness in allocation of institutional houses in order to address the plight of entitled personnel.
- (7) UPF should fence off barracks to provide a safe and secure environment for personnel and their families.
- (8) UPF should streamline the medical scheme, sensitise personnel about it and ensure that

its implementation benefits all personnel and their families without discrimination. The scheme should also address compensation of personnel injured at work and a befitting burial for personnel.

- (9) UPF should consider establishing a countrywide network of health facilities that can handle referred personnel from the police clinics and health centers.
- (10) UPF should work with Ministry of health and National Medical Stores to ensure that the UPF health facilities are well stocked to meet the health needs of personnel.
- (11) UPF should establish a continuing programme of sensitisation of its staff and families on mental health and HIV/Aids to cater for their psycho-socio needs and reduce the risks associated with HIV/Aids and mental stress.

5.6.3 Moderating role of socio-political factors

The study recommends the following to ensure an environment that fosters professionalism in the conduct of UPF work:

- (1) Ministry of Finance Planning and Economic Development should allocate funds to UPF and UHRC to facilitate the dissemination of laws and policies as well as training of personnel in the requisite laws and human rights in line with the duty of the state to train/ provide constitution education to security personnel and the community as provided for under Articles 4 (b) and 52 of the Constitution of Uganda.
- (2) The Judiciary should ensure availability of regular court services at every Sub-county to enhance access to justice and protection of human rights.
- (3) The Office of the Director of Public Prosecutions should ensure availability of ODPP services at every Sub-county to facilitate expeditious handling of cases to enhance access to justice for all.
- (4) The Ministry of Internal Affairs should construct more Prisons in areas where police services and courts exist without a prison facility.
- (5) UPF should ensure availability of requisite laws and policies in all stations and posts especially in user-friendly formats like pocketbooks, flyers etc. to facilitate its personnel in taking the right decisions.
- (6) UPF should expedite approval and implementation of policies that address the issues in training, promotions, deployments and transfers.
- (7) UPF should empower their personnel not to take unlawful instructions and protect them against undue influence.
- (8) UPF should ensure adequate deployment and facilitation to safeguard personnel from harm by some members of the public.
- (9) The UPF should prioritise the dissemination of the Police Human Rights Policy so that personnel can appreciate it as a fundamental instrument in their work.
- (10) The UPF should build the capacity of police personnel in modern skills of investigations and provide adequate facilitation to enhance adherence to the 48-hour constitutional requirement.
- (11) UPF should review the approach to the training on human rights in the police training schools from one-off sessions to integrated/mainstreamed courses. It should be a requirement for instructors in police training schools to be well grounded in human rights.
- (12) UPF Leadership should ensure that the Training Department is operationalised at the lower levels to ensure adequate monitoring of compliance and application of the knowledge acquired during training.
- (13) UPF should develop a comprehensive media strategy, covering social media, to adequately share information with the public, particularly documenting the positive stories from police, in order to improve its public image.
- (14) UPF should strengthen mechanisms of addressing alleged cases of corruption by personnel and ensure that punitive measures are taken against those that are proven in accordance with the existing national legal framework.

(15) The UPF Directorate of Human Rights and Legal Services and the PSU should be strengthened to be more effective in empowering Police personnel to comply with human rights standards and protect them from undue reprisals.

(16) The UPF should do everything possible to end impunity and enhance accountability for human rights violations committed within and/or outside the UPF.

5.6.4 General recommendations

(1) The UPF should integrate the Human Rights based Approach in all their policy development, implementation, evaluation and review to ensure that no unintended harm results from legitimate decisions and actions.

(2) The UPF should observe the human rights of the police personnel stipulated in the policies in order to maintain a constructive attitude of the police personal towards human rights respect and observance.

(3) The UPF should continuously improve communication and information flow particularly from the headquarters to all units and to all personnel since some of the grievances, conflicts, interests and needs are as a result of inadequate information.

5.6.5 Limitations of the study

1. The research studied living and working conditions of UPF which means the findings may not be generalised to other forces.

2. Determinants of observance of human rights are not limited to working and living conditions of UPF personnel and socio-political factors hence the study was conceptually restricted.

3. The study was largely qualitative which may have resulted in respondents taking a lot of time responding to the questions.

5.7 Areas for further research

Based on the findings, the following areas are recommended for further research;

(1) The impact of deployment and transfers on productivity and professional conduct of UPF Personnel

(2) A comparative analysis of the living conditions of the personnel in the armed forces in Uganda

(3) An in-depth analysis into the impact of the working and living conditions of UPF personnel on family life

(4) The impact of recruitment on professional conduct of UPF staff and observance of human rights

(5) Enrolment of women into the Uganda police Force and the gender dimensions of promotions and transfers.

(6) The Impact of UPF personnel's living and working conditions on their children.



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UGANDA HUMAN RIGHTS COMMISSION

Head Office - Rume Towers, Plot 19 Lumumba Avenue, P.O. Box 4929, Kampala
Tel: +256-414-348 007/8 Toll free: 0800 100766 Email: uhrc@uhrc.ug Website: www.uhrc.ug