



**THE REPUBLIC OF UGANDA**

**THE UGANDA ACTION PLAN  
ON UN SECURITY  
COUNCIL RESOLUTIONS  
1325 & 1820 AND  
THE GOMA DECLARATION  
(Revised Version)**

**COMMITMENTS TO ADDRESS SEXUAL VIOLENCE IN ARMED CONFLICT**

Ministry of Gender, Labour and Social Development

**September 2011**





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# TABLE OF CONTENTS

FOREWORD	ii
ACKNOWLEDGEMENT	iii
LIST OF ABBREVIATIONS	iv
CHAPTER ONE	1
Introduction	1
UN Security Council Resolution(UNSCR) 1325	2
UN Security Council Resolution (UNSCR) 1820	3
The Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region, June 2008	3
The Goal of the National Action Plan and Reporting Framework on the UNSCR 1325 Declaration	4
Relevance of the Action Plan	4
Key Features of the Action Plan	5
Implementers of the Action Plan	5
The Action Plan and Reporting Framework will be used in:	5
Conditions for the successful implementation of the Action Plan	6
CHAPTER TWO	7
A Historical Perspective of Women, Gender and GBV in Armed Conflict in Uganda Conflict in Uganda	7
CHAPTER THREE	13
Legal and Policy Framework	13
International Human Rights Instruments Protecting Women and Children	13
Regional Legal Provisions	13
National Legal Framework	14
National Policy Framework	15
The Uganda Gender Policy, 2007	15
The National Action Plan for Women (NAPW)	15
The National Peace, Recovery and Development Plan (PRDP)	15
Gaps and Challenges in Addressing Sexual Offences	16
REVISED ACTION PLAN MATRIX ON THE UN RESOLUTION 1325 & 1820 AND THE GOMA DECLARATION	17
Priority area 1: Legal and policy Framework	19
Priority Area 2: Improved Access to Health Facilities, Medical Treatment & Psycho-Social Services for GBV Victims	22
Priority Area 3: Women in Leadership & Decision-Making	24
Priority Area 4: Elimination of GBV in Society	28
Priority Area 5: Budgetary Allocation for Implementation	30
ANNEX: 1	32
An Overview of the UNSCR 1325 &1820; and the Goma Declaration	33

# FOREWORD

The Government of Uganda is committed to the implementation of the United Nations Security Resolutions (UNSCR) 1325 & 1820 and the Goma Declaration as a mechanism of strengthening Women's participation and involvement in the promotion of peace and security within the context of conflict prevention and resolution, eradicating Sexual Violence and ending Impunity Prone situations.

These instrument compliment other national, regional and global Policy and Legal Frameworks to which Uganda is a party, underscoring Government's commitment to promote, protect and fulfill Women's human rights in all spheres. Uganda developed the National Action Plan to implement these instruments in 2008.

This Action Plan for implementation of UNSCR 1325 & 1820 together with Goma Declaration defined a systematic framework for national actions and monitoring systems to assess progress and impact of interventions at all levels. The Plan also had been developed in line with Poverty Eradication Action Plan which was transformed into National Development Plan (NDP) 2010/2011 – 2014/2015.

However, the plan had many indicators which could neither be monitored nor attained. This therefore necessitated review and prioritization to be in line with the National Development Plan as well as enhance implementation, monitoring and evaluation of actions within the specified period of five years.

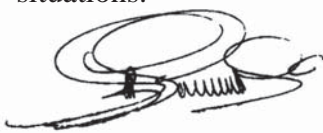
Furthermore, in this revised plan different roles and responsibilities have been assigned to various key stakeholders.

Prioritization of the NAP indicators considered several factors including available financial resources, information and gender disaggregated data as well as coordination and harmonization among different stakeholders for effective implementation.

This revised plan will serve as a guide to all actors implementing action on UNSCR 1320 and 1820 and GD for the next five years (2010/2011 - 2014/2015).

The plan will be reviewed periodically to set new priorities based on the experiences of implementing the plan.

I therefore call upon all stakeholders and duty bearers to identify the specific actions in their areas of mandate and take requisite measures within the spirit and context of this Action Plan to address the conditions, position, status and plight of women in conflict and post conflict situations.



HON SYDA N.M. BBUMBA (MP)  
**MINISTER OF GENDER, LABOUR AND SOCIAL DEVELOPMENT**

# ACKNOWLEDGEMENT

The Ministry of Gender, Labour and Social Development has the pleasure of presenting the revised National Action Plan and Reporting Framework for the implementation of the United Nations Security Council Resolution (UNSCR) 1325 & 1820 and the Goma Declaration.

The implementation of the first Action Plan enabled Government to break new grounds, bring fresh impetus and resolve to Uganda's efforts for the recognition and advancement of women's rights and end gender based violence. Government learnt lessons that indicators had to be prioritised and made succinct.

The Ministry wishes to acknowledge the contribution of various partners who participated in the review of the indicators. In a special way, we acknowledge the input of Ministries, Departments, Agencies especially Uganda Bureau of Statistics, Civil Society Organisations and individuals that participated in different consultations, meetings and workshops.

We are particularly grateful to UNFPA for their continued support and for having financed all the processes in the production of the Action Plan and UN-WOMEN for supporting the processes to review of the indicators and the final print.

The Ministry appreciates the overall leadership and guidance of Ms Jane Mpagi, the Director of Gender and Community Development and Ms Elizabeth Kyasiimire, Commissioner Gender and Women Affairs to the review of this Action plan. Furthermore, the Ministry is very grateful for the contributions from the members of the technical advisory team namely; Mr. Mubarak Mabuya-Team Leader, Ms Maggie Mabweijano, Ms Jane Ekapu and Ms Ida Kigonya who coordinated the whole process.

Special thanks also go to UN-WOMEN and UNFPA Headquarter staff from New York and the staff of Uganda Bureau of Statistics for their professional input and expertise in reviewing the indicators.

Thank you all for your tremendous contribution.



Christine Guwatudde Kintu  
**PERMANENT SECRETARY**  
MINISTRY OF GENDER, LABOUR AND SOCIAL DEVELOPMENT

# LIST OF ABBREVIATIONS

AIDS	Acquired Immuno Deficiency Syndrome
AU	African Union
CBO	Community Based Organisation
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
COMESA	Common Market for Eastern and Southern Africa
CRC	Convention on the Rights of the Child
CSOs	Civil Society Organisations
DEVAW	United Nations Declaration on Violence Against Women
DPP	Director for Public Prosecution
DRC	Democratic Republic of Congo
DVA	Domestic Violence Act
EAC	East African Community
FGM	Female Genital Mutilation
FBOs	Faith Based Organisations
GBV	Gender Based Violence
GLR	Great Lakes Region
GoU	Government of Uganda
HIV	Human Immuno Virus
HMIS	Health Management Information System
ICC	International Criminal Court
ICGLR	International Conference on the Great Lakes Region
IDPs	Internally Displaced Persons
IGAD	Inter Government Authority on Development
JLOS	Justice Law and Order Sector
JSC	Judicial Service Commission
LC	Local Council
LDC	Law Development Centre
LRA	Lords Resistance Army
LRC	Law Reform Commission
MDGs	Millennium Development Goals
M & E	Monitoring and Evaluation
MIC	Middle Income Country
MOD	Ministry of Defence
MOES	Ministry of Education and Sports
MOFPED	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender Labour and Social Development

# LIST OF ABBREVIATIONS (Cont'd)

MOH	Ministry of Health
MOIA	Ministry of Internal Affairs
MOJCA	Ministry of Justice and Constitutional Affairs
MOLG	Ministry of Local Government
MTEF	Medium Term Expenditure Framework
NAPW	The National Action Plan for Women
NEPAD	The New Partnership for African Development
NCC	National Council for Children
NGOs	Non Governmental Organisations
NGP	National Gender Policy
NWC	National Women's Council
OPM	Office of the Prime Minister
PEAP	Poverty Eradication Action Plan
PRDP	The National Peace, Recovery and Development Plan
SCR	Security Council Resolution
SDS	Social Development Sector
SGBV	Sexual and Gender Based Violence
SV	Sexual Violence
SWAPs	Sector Wide Approaches
UAC	Uganda Aids Commission
UBOS	Uganda Bureau of Statistics
UHRC	Uganda Human Rights Commission
ULRC	Uganda Law Reform Commission
ULS	Uganda Law Society
UMI	Uganda Management Institute
UN	United Nations
UNFPA	United Nations Fund for Population Activities
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations International Children's Education Fund
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UPDF	Uganda People's Defence Forces
UWOPA	Uganda Women's Parliamentary Association
NGOs	Non Government Organisations



# CHAPTER ONE

## UGANDA ACTION PLAN AND REPORTING FRAMEWORK FOR THE UN SECURITY COUNCIL RESOLUTIONS 1325 & 1820 AND GOMA DECLARATION

### Introduction

The Ministry of Gender Labour and Social Development (MGLSD), as the National Machinery responsible for initiating, implementing and coordinating policies and programmes that support women's empowerment and advancement, with the support from the United Nations Fund for Population Activities (UNFPA) has developed this Action Plan and Reporting Framework as a guide for the implementation of the UN Security Council Resolution (UNSCR) 1325 & 1820 and the Goma Declaration.

The Action Plan on the UNSCR 1325 & 1820 and the Goma Declaration is in line with the five year National Action Plan on Women (2007) developed by the MGLSD, covering the period 2006/ 2007 – 2009 / 2010, which highlights among other priority areas for the Government of Uganda (GoU) action, peace building, conflict resolution and freedom from violence. This Action Plan has taken up these areas as key components in the implementation of these very critical instruments that are intended to prevent the violation of women's human rights and ensure their dignity as human beings.

Since the establishment of the United Nations (UN) in 1947, the UN Security Council (UNSC) on October 24<sup>th</sup>, 2000 for the first time held an open discussion on war from a women's perspective. The UNSC is the world's primary authority for making decisions concerning international peace and security, mandated under the Charter of the UN, Article 25 whereby member states agree to implement all its decisions.

On October 31<sup>st</sup>, 2000, as a result of the special sitting, the UNSCR 1325 was unanimously passed, addressing the impact of war on women and their effectiveness as peace agents. The UNSCR 1325 on *Women, Peace and Security* is a result of a strong lobby from the women's movement mobilised internationally. In this venture, the government, civil society and the UN worked together for peace and justice to come up with a historic instrument against which governments may be held accountable to respect human rights at all times and at all levels.

Realising some gaps in the UNSCR 1325, the UNSC adopted an additional Resolution 1820 on June 19<sup>th</sup>, 2008 on *Women Peace and Security*, stressing that sexual violence can significantly exacerbate situations of armed conflict and impede the restoration of international peace and security. Under the UNSCR 1820, the Security Council demands "immediate and complete halt to acts of sexual violence against civilians in conflict zones".

Around the same time, on June 18<sup>th</sup>, 2008, Member States of the International Conference on the Great Lakes Region (ICGLR) together with Civil Society Organisations (CSOs), religious and traditional leaders, international non-governmental organisations, development partners and the UN agencies, attending the High Level Regional Consultation on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region, in Goma in the Democratic Republic of Congo (DRC) committed themselves under the

**Goma Declaration** to eradicate all forms of gender-based violence, in particular sexual violence, and to take appropriate measures for empowerment and equal representation of women and girls.

This revised plan takes cognisance of UNSCR 1888 which was adopted unanimously in September 2009 to strengthen UNSCR 1820 by establishing leadership, deploying expertise and improving coordination among stakeholders involved in addressing conflict related sexual violence.

Furthermore, the revised plan is in line with UNSCR 1889 which was adopted in October 2009 to strengthen implementation and monitoring of UNSCR 1325 and reiterates its mandate for increasing women's participation, reinforces calls mainstreaming gender perspectives in all decision making processes in early stages of post conflict building.

At the 10th Anniversary of implementation of UNSCR 1325, in October 2010, notable progress was observed in increased participation of women in governance of member States. However, too few women still participate in peace making and peace building and there is an escalation of sexual violence during and after conflict.

## **UN Security Council Resolution (UNSCR) 1325**

The adoption of the UN Security Council Resolution 1325 explicitly stresses the role that women play in preventing and resolving conflict and in efforts to build peace by ensuring the increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict. The resolution reaffirms the UN commitment in the Beijing Declaration and Platform for Action, 1995 to increase the participation of women in conflict resolution at decision-making levels and protection of women living in situations of armed conflict.

The UNSCR 1325, building on other international instruments such as the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) seeks to expand the role and contribution of women in UN field-based operations, particularly as military observers, civilian police, human rights agents and humanitarian personnel. A gender component and HIV/AIDS awareness are supposed to be incorporated in the training programmes for military and civilian personnel as they are being prepared for peacekeeping operations.

The resolution also advocates for special recognition and respect for international law applicable to the rights and protection of women and girls, especially as civilians. Under UNSCR 1325, a special call is made to all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse and violence in armed conflict. The resolution emphasizes the responsibility of the State to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls.

Bearing in mind the different gender roles played by women, the UNSCR 1325 calls upon all parties involved in armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, taking into consideration the particular needs of women and girls. It also encourages those involved in the planning for disarmament, demobilization and reintegration (DDR) to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants.

## UN Security Council Resolution (UNSCR) 1820

On its part, the UNSCR 1820 re-emphasizes the UN commitment in the Beijing Platform for Action, whereby governments, international and regional organisations were urged to identify and condemn the systematic practice of rape and other forms of inhumane and degrading treatment of women as a deliberate instrument of war and ethnic cleansing. The Beijing Platform categorised rape in the conduct of armed conflict as a war crime, constituting into a crime against humanity and an act of genocide, hence demanding the enforcement of international humanitarian law and international human rights instruments to prevent all acts of violence against women in situations of armed and other conflicts.

The UNSCR 1820 therefore demands parties involved in armed conflict to immediately take appropriate measures to protect civilians, including women and girls from all forms of sexual violence, which could include, inter alia, enforcing appropriate military disciplinary measures and upholding the principle of command responsibility, training troops on the categorical prohibition of all forms of sexual violence against civilians, demystifying the myths that fuel sexual violence, vetting armed and security forces to take into account any past actions of rape and other forms of sexual violence by individuals, and the evacuation of women and children under imminent threat of sexual violence to safety.

The resolution further recognises rape and other forms of sexual violence as crimes against humanity, hence excluding the perpetrators from amnesty in the context of conflict resolution processes. Governments are thus called upon to comply with their obligation to prosecute persons responsible for such acts, to ensure that all victims of sexual violence, particularly women and girls, have equal protection under the law and equal access to justice.

## The Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region, June 2008

The Goma Declaration is a build up to the work of the International Conference on the Great Lakes Region (ICGLR) Protocol on the Prevention and Suppression of Sexual Violence against Women and Children and the ICGLR Project on Prevention and Fight Against Sexual Exploitation, Abuse and Gender-Based Violence and Assistance to the Victims. The ICGLR project provides an efficient and adequate framework for the prevention and fight against SGBV, and the prosecution and punishment of the perpetrators of sexual violence in the region.

In recent years, the situation in the Great Lakes Region (GLR) is very complex and greatly exacerbated by the proliferation of small arms and light weapons. The percentage of victims, in particular child victims of sexual violence is alarmingly on the increase in some countries of the GLR. There is also gross violation of human rights, more especially for women and children and pervasive impunity for cases related to sexual violence and exploitation.

The Goma Declaration therefore recognises that SGBV represents a serious threat to national and regional peace and security, and increases the propagation of HIV/AIDS. Thus the State has a duty to protect its citizens from all forms of human rights violations, including SGBV, since its cost on the economic and sustainable development of the GLR is very high. All survivors of SGBV, despite their social-political status including the IDPs and refugees are entitled to protection, justice and rehabilitation.

The Goma Declaration consequently recognises that the struggle to end SGBV entails a combined effort of men, women, boys and girls, and all state institutions and thus calls upon different parties, including Governments, International agencies and Civil Society Organisation, to jointly work together to eradicate all forms of gender-based violence, in particular sexual violence and to take appropriate measures for empowerment and equal representation of women and girls.

Therefore as party to the above instruments, the GoU commits itself to institute various measures to ensure the protection of the special needs and human rights of women and children in conflict situations and promote the understanding of the impact of armed conflicts on women and girls and the support needed to guarantee their protection and full representation and participation at all levels of decision-making in peace processes.

## **The Goal of the National Action Plan and Reporting Framework on the UNSCR 1325 & 1820 and the Goma**

### **Declaration**

The overall goal of the Action Plan is to ensure the protection of women and girls from gender-based violence, particularly rape and other forms of sexual abuse and guarantee increased representation and participation of women at all levels of decision-making in conflict resolution and peace processes.

### **Relevance of the Action Plan**

Rather than create a separate national action plan, for each of the three instruments, UNSCR 1325 & 1820 and the Goma Declaration, the MGLSD has opted to develop a joint plan that will:

- Ensure the protection of women and girls from gender based violence and promote human dignity and equality.
- Increase women's participation in the prevention and resolution of conflict, the maintenance of peace and security, and post-conflict peace building.
- Increase awareness of the public on UNSCR 1325 & 1820 and the Goma Declaration.
- Improve linkages and long term engagement between local authorities and central government agencies, regional coordination and cooperation between governments and international donors in ending the crime of rape and other sexual violence.
- Develop the capacities of key actors responsible for implementing the Plan and improve coordination in data collection, analysis and quality reporting.

By having of an Action Plan for the UNSCR 1325 & 1820 and the Goma Declaration in place, the MGLSD will be able to ensure:

1. The development of a comprehensive approach to implementation of the three instruments; taking time to assess current implementation of these mandates; identifying gaps and good practices; choosing strategic priorities and then selecting specific initiatives to be undertaken by the different actors.
2. Coordination of all the different actors working on these instruments and creating an inter-departmental or inter-ministerial plan, so as to ensure coordination; prevent duplication and increase the effective use of scarce resources.
3. A coordinated process of awareness-raising and capacity-building, with the aim of opening

up space to discuss; exchange information and hold seminars, workshops and trainings on the three instruments in order to strengthen understanding of and commitment to gender equality by different players.

4. The promotion of increased understanding of the mandates of the three instruments and the importance of their implementation hence boosting the sense of ownership and responsibility in implementing the Action Plan.
5. The promotion of institutional and personal accountability for implementing the plan of action, by defining the specific actors responsible for implementing each initiative and providing a clear timeframe, so as to publicly hold the different actors accountable for its implementation.
6. The facilitation of the monitoring and evaluation process by providing benchmarks and indicators as well as measures like annual reporting on implementation, taskforces in charge of monitoring, and focal points for implementation. With effective monitoring of implementation, the different actors will be able to duplicate successful initiatives and analyse, improve or eliminate the unsuccessful ones.

## Key Features of the Action Plan

The Action Plan is focusing on:

- The mandate of the different instruments
- Actions to address the existing gaps and challenges in accessing justice for victims of GBV
- Possible Actions for Implementation
- Monitoring, Systems of Collecting Information and Reporting Mechanisms
- Agency or Department or individual responsible for implementation

## Implementers of the Action Plan

The Action Plan is not intended to be prescriptive but an essential guide document for different sectors; Government line Ministries, bodies and Departments; District and Sub-county local administration (elected leaders and technocrats); indigenous and international Non-Governmental Organisations (NGOs), Community Based Organisations (CBOs); the media, Faith Based Organisations (FBOs); UN agencies and other bilateral organisations; Donor Agencies and other Development Partners and the Private Sector.

## The Action Plan and Reporting Framework will be used in:

- Identifying the priority areas for intervention in the implementation of the UNSCR 1325 & 1820 and the Goma Declaration, so as to help in initiating new programmes and projects or devising new components within existing projects and programmes that respond to women specific needs and concerns.
- The preparation of projects and programmes to meet specific strategic objectives.

- Identifying, mobilizing and allocating the required resources to undertake strategic actions through the budgetary process.
- Mobilizing the various actors in the implementation of the UNSCR 1325 & 1820 and the Goma Declaration.
- Monitoring the activities with reference to the given performance indicators and the guidelines set out in this Action Plan.
- Evaluating the impact of the projects and programmes with reference to the strategic objectives and overall purpose of the Action Plan.
- Facilitating the collection of data and documentation on significant changes and achievements in relation to each strategic objective.
- Co-ordinating the interventions between various actors and facilitate the sharing of resources like information and input materials.

## Conditions for the successful implementation of the Action Plan

The Action Plan may remain mere words on paper if the implementers are not committed to its implementation. The anticipated challenges to the implementation of this Action Plan include, among others:

1. **Availability of funding** – the departments/institutions charged with the implementation of the Action Plan should take full financial responsibility for the commitments made in the action plan. Gender issues are usually not seen as high priority and securing adequate funding is often tedious. It is therefore imperative that an elaborate fundraising and resource mobilisation strategy be put in place.
2. **Appropriate Political will** – there is need for awareness raising and advocacy about the Action Plan so as to ensure responsibility, enthusiasm and action. A lack of understanding of the importance of gender issues or resistance to change can result in the dismissal of the entire plan, resulting in the lack of political hence frustrating the implementation process.
3. **Strengthened Coordination** – with several different actors at different levels, the coordination of activities need to be well planned. The wide gaps between the policy and field operations, combined with a reluctance to share information, often results in duplication and ad-hoc implementation. Such a scenario could be avoided by having proper coordination and the creation of task force/focal points for implementation.
4. **Appropriate capacity for implementation** – the people responsible for the implementation of the Action Plan must have adequate tools, training and support in order to successfully implement it. Toolkits, guidelines and additional materials could be developed, along with holding specific capacity-building sessions.
5. **Institutional Monitoring and Evaluation** – there is need for the creation of a systematic and comprehensive system of monitoring and evaluation (M&E) that is neither bureaucratic and time-consuming, nor under-funded and overlooked. Effective M&E will provide the necessary information to determine which initiatives have been successful, which need to be changed and which should be discontinued. M&E will also serve as an incentive to the different players since it holds them responsible for their part in the implementation of the Action Plan.

# CHAPTER TWO

## A Historical Perspective of Women, Gender and GBV in Armed Conflict in Uganda

Gender Based Violence in all its manifestations (physical, sexual, psychological violence occurring in the family, community, or perpetrated or condoned by the State including: battering, sexual abuse of female children in the household, dowry related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non spousal violence and violence related to exploitation) remains a critical concern in Uganda. The violation of the human rights of women in situations of armed conflict, in particular murder, systematic rape, sexual slavery and forced pregnancy, have been documented in virtually all parts of Uganda that have experienced armed conflict. According to the PEAP, 2004, there are 1.5 million IDPs in Uganda, 80% of whom are women and children.

Women, men, girls and boys experience and react differently in the context of armed conflict, peacekeeping, peace building and reconstruction. Although entire communities suffer grave calamities in situations of armed conflict, women and girls in particular are a major strategic target in armed conflict. They account for the majority of those affected by abuses, ranging from rape, sexual violence, sexual slavery, forced pregnancies, murder, terrorism, torture, and abduction.

Women and girls are particularly targeted by the use of sexual violence, as a tactic of war to humiliate, dominate, instil fear in them, disperse or forcibly relocate civilian members of a community or ethnic group. As armed conflict in Uganda continues to persist, the violation of women's human rights prevails even after cessation of hostilities, in total disregard of international human rights standards, as well as International Humanitarian.

Sexual violence is a profound human rights violation which has the potential to impact severely on the mental and physical health of the survivors, both in the short and long term. It is a pandemic that is aggravated by gender inequality and remains one of the least attended to in our society. With the increasing levels of human rights violation and impunity, particularly in times of armed conflict, there is a dire need for a radical re-orientation of health care for survivors of sexual assault towards meeting their psychological, social and physical health needs in services that are staffed by appropriately trained providers. It is extremely important that the various stakeholders working on the elimination of GBV advocate for a fundamental shift in how legal and health service providers respond to survivors of sexual violence.

It is important to note that rape in situations of armed conflict and in and around the Internally Displaced Persons (IDPs) camps in Northern Uganda has been very prevalent, yet generally under-reported since many survivors do not go to the police or seek medical care – due to the lack of access to police and medical services as well as the complicated legal procedures in place. In general, a victim-blaming attitude prevails in most local communities, where the woman or girl is blamed her violation.

A flawed legal definition of 'defilement' makes it difficult to estimate the real magnitude of the problem of sexual abuse of minors, while poverty, poor living conditions, lack of access to food, lack of access to education and a lack of economic opportunities have made women and girls very vulnerable to sexual exploitation. Exchanging sex for money, food, soap or favors has become 'normal' and for many a necessary tool for survival. Many formerly abducted women and girls still suffer from the devastating consequences of sexual slavery and a high number of them have given birth to children in captivity.

Perpetrators of sexual violence are mostly family members, strangers, LRA rebels or soldiers of the Uganda People's Defence Force (UPDF).

Rather than simply regarding women as helpless victims of war and violence, it is crucial to take into account their active roles as combatants, peace builders, politicians and activists. Currently women have continued to be excluded from positions of decision-making in the sphere of peace and security, hence the need to ensure women's full and equal participation and gender mainstreaming in all peace building and security initiatives. The rights of women also need to be recognized as refugees, and as the majority who suffer from displacement, loss of homes and property, family separation and disintegration and forced into absolute poverty.

As signatory to and committed to the implementation of various regional and international instruments, including, the CEDAW, 1979; the Beijing Declaration and Platform of Action, 1995; UNSCR 1325 (2000); the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa; the Solemn Declaration of the African Union on equality between Men and Women in Africa which condemns rape and other forms of sexual violence; the Goma Declaration; and the UNSCR 1820 (2008), the GoU needs to appreciate the special role played by women in the attainment of sustainable development and ensure their full representation and participation in all peace building efforts.

## Conflict in Uganda

In the past three decades, several parts of Uganda, including Northern Uganda, Karamoja region, West Nile, Luweero Triangle and Kasese have experienced violent civil and armed conflicts. The most devastating conflict has been in Northern Uganda, for over two decades, resulting in hundreds of thousand people dead, over 60,000 children abducted and close to two million people internally displaced.

Over twenty years of armed conflict between the Lord's Resistance Army (LRA) and the GoU has turned northern Uganda into mayhem of human suffering. For years the LRA has terrorised the local population, abducting children, killing and torturing of men and raping of women and girls. In response to the LRA threat the Ugandan forced the people into camps, as a means to protect the local population from violations by the rebel group. Recently the security situation has relatively improved after the signing of a cessation of hostilities agreement, but the outcome of the peace talks is still very unclear. The population continues to suffer tremendously from the consequences of violence and ongoing displacement, restricted freedom of movement and very limited access to justice. In combination with societal factors and traditional practices the already weakened position of women creates an ideal environment for increased incidents of GBV.

### **The conflicts in Uganda have among other factors been caused by:**

- Poverty and Socio-economic Deprivation that has resulted in the underdevelopment of certain regions and political and economic gains of certain individuals at the expense of others;
- Weak State Structures causing imbalances in public investment and fiscal transfers, weak social service provision;
- Historical factors such as the regional divide between the north and south and divisive colonial policies that have been perpetuated by subsequent post-colonial governments;
- The misuse of the gun, which has caused insecurity, impunity of armed forces, human rights abuse, criminalisation, proliferation of small arms and weak border controls;



- Poor Governance, including poor representation and marginalisation by the central institutions of government;
- Natural Resource Dependence and competition over scarce resources, land disputes, marginalisation of pastoral communities; and
- Inequality between politically relevant groups such as regional, linguistic, religious, indigenous or ethnic groups.

**As a result of armed conflict, Uganda has experienced:**

- Widespread insecurity and high rates of civilian deaths. Atrocities committed during conflict include abduction of adults and children, rape and a host of sexual violence crimes, murder, torture, maiming, destruction and looting of property.
- Displacement of people: in Northern Uganda (Gulu, Kitgum and Pader) between 1.8 and 2 million persons have been internally displaced over the 20-year conflict (since 1986).
- Child abuse: it is estimated that over 60,000 children were abducted during the conflict in Northern Uganda. Children’s rights to family, parental support, education and health services are threatened by insecurity. There is physical and sexual exploitation of children.
- Food insecurity since the majority of people have limited access to their land due to insecurity. There is loss of food production and people are forced to depend on external food aid or handouts. This has resulted in chronic and acute malnutrition among the population.
- Human deprivations on several fronts, aggravated poverty levels, disruption of basic social service delivery, and poor hygiene and sanitation.
- Loss of productivity: Destruction of citizens’ pursuit of social, economic and human development. Women and girls fear being attacked during cultivation, while able-bodied men and youth are killed during the conflict, leaving behind widows and orphans.
- Wreckage of an already fragile economy, destruction of infrastructure and productive assets, and the consequent decline in economic production. Large tracts of land remain unused or underutilised, resulting in an enormous loss of economic potential.
- Setbacks for human development, crippling of effective citizens’ participation in governance structures and the destruction of the social fabric and economic and social infrastructures. There are increased levels of sexual abuse and domestic violence as a result of the weakened social structures and the shifting power relations in the families, since women tend to take on the roles of heading the family in times of conflict.
- Weakened government institutions to enforce the rule of law. There is armed theft, increased fear and heavy losses of life and property.

Much as the International Humanitarian Law is very clear on the treatment of non-combatants in situations of armed conflict, and the need for humane treatment of all people, many women and girls have testified the denial of their rights to citizenship and self-determination, as well as experiencing cruel and inhumane treatment.

Numerous constraints still persist in the justice delivery system, with a heavy backlog of cases and stringent administrative procedures in the administration of justice. The insecurity in the north and eastern parts of the country has greatly contributed to the crippling of the justice system in these areas. More so, the high levels of corruption and general inefficiency within the judicial system, high levels of poverty, limited resources and time availability to women, all undermine their ability access to justice in situations where their rights have been violated. There are also several cultural inhibitions and religious beliefs that contribute to the failure of women to use the existing progressive laws to assert their legal status and defend their human rights.

It is a common perception that war-making is an activity primarily engaged in by men, and governed by norms of masculinity. A significant body of literature has however recently emerged which challenges the relegation of women to the role of mere passive victims of armed violence.

There are various gender dimensions and approaches in situations of armed conflict and below Julia Taft, in her work “Gender Approaches in Conflict and Post-Conflict Situations” (New York: United Nations Development Program, April 2001), elaborates the situation of women and girls and men and boys in pre-conflict situations, during and after the conflict.

<b>POSSIBLE GENDER DIMENSIONS OF CONFLICT SITUATIONS</b>		
	Elements of Conflict Situations	Possible gender dimensions
Pre-conflict situations	Increased mobilisation of soldiers	Increased commercial sex trade (including prostitution) around military bases and army camps.
	Nationalist propaganda to increase support for military action	Gender stereotypes and specific definitions of masculinity and femininity are often promoted. There may be increased pressure on men to ‘defend the nation’.
	Mobilisation of pro-peace activists and organisations	Women have been active in peace movements – both generally and in women-specific organisations.
	Increasing human rights violations	Women’s rights are not always recognised as human rights. Gender-based violence may increase.
During Conflict Situations	Psychological trauma, physical violence, casualties and death	Men tend to be the primary soldiers/ combatants. Yet, in various conflicts, women have made up significant numbers of combatants. Women and girls are often victims of sexual violence (including rape, sexual mutilation, sexual humiliation, forced prostitution and forced pregnancy) during armed conflict.
	Social networks disrupted and destroyed – changes in family structures and composition	Gender relations can be subject to stress and change. The traditional division of labour within a family may be under pressure. Survival strategies often necessitate changes in the gender division of labour. Women may become responsible for an increased number of dependants.

	Mobilisation of people for conflict – everyday life and work disrupted	The gender division of labour in workplaces can change. With men’s mobilisation for combat, women have often taken over traditionally male occupations and responsibilities. Women have challenged traditional gender stereotypes and roles by becoming combatants and taking on other non-traditional roles.
	Material shortages (food, health care, water, fuel, etc.)	Women’s role as provider of the everyday needs of the family may mean increased stress and work as basic goods are more difficult to locate. Girls may also face an increased workload. Non-combatant men may also experience stress related to their domestic gender roles if they are expected, but unable, to provide for their families.
	Creation of refugees and displaced people	People’s ability to respond to an emergency situation is influenced by whether they are male or female. Women and men refugees (as well as boys and girls) often have different needs and priorities.
	Dialogue and peace negotiation	Women are often excluded from formal discussions given their lack of participation and access in pre-conflict decision-making organisations and institutions.

During Reconstruction and Rehabilitation	Political negotiations and planning to implement peace accord	Men and women's participation in these processes tend to vary, with women often playing other minor roles in formal negotiations or policy making.
	Media used to communicate messages	Women's unequal access to media may mean that their interests, needs and perspectives are not represented and discussed.
	Use of outside investigators, peacekeepers, etc.	Officials are not generally trained in gender equality issues (women's rights as human rights, how to recognise and deal with gender-specific violence). Women and girls have been harassed and sexually assaulted by peacekeepers.
	Holding of elections	Women face specific obstacles in voting, in standing for election and in having gender equality issues discussed as election issues.
	Internal investments in employment creation, health care, etc.	Reconstruction programmes may not recognise or give priority to supporting women's and girl's health needs, domestic responsibilities or needs for skills training and credit.
	Demobilisation of combatants	Combatants are often assumed to be all male. If priority is granted to young men, women do not benefit from land allocations, credit schemes, etc.
	Measures to increase the capacity of and confidence in civil society	Women's participation in community organisations and NGOs is generally uneven. These organisations often lack the capacity and interest in granting priority to equality issues.

# CHAPTER 3

## Legal and Policy Framework

Uganda has a solid national, regional and international legal and policy framework for the observance of human rights. With a universally acclaimed national Constitution, 1995, Uganda has been hailed as being at the helm of promoting the respect for human rights and being gender sensitive.

## International Human Rights Instruments Protecting Women and Children

The GoU has committed itself to several critical international legal instruments against sexual exploitation, abuse and gender-based violence. These also provide for an efficient and adequate framework for the prevention and fight against Sexual and Gender Based Violence (GBV), and the prosecution and punishment of the perpetrators.

Among these are: the United Nations Charter (1945); the Universal Declaration of Human Rights (1948); Security Council Resolutions 1325 (2000), 1612 (2005) & 1820 (2008); the CEDAW (1979) and its Optional Protocol (adopted October 1999 and entered into force in December 2000), the Beijing Declaration and Platform for Action (1995); the Rome Statute (2002); the Commonwealth Plan of Action on Gender and Development; Advancing the Commonwealth Agenda into the New Millennium (2005 – 2010); the International Conference on Population and Development (1994); the United Nations Declaration on Violence Against Women (DEVAW, 1993); the Millennium Declaration (2000); and the Convention on the Rights of the Child (CRC, 1990).

Others are the General Recommendation 19 on Violence Against Women; the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (2000); the World Health Organization Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies.

## Regional Legal Provisions

At the regional level, Uganda's commitments include: the East African Community (EAC) Treaty (2000); the Common Market for Eastern and Southern Africa (COMESA) Gender Policy (May 2002); the Protocol on the Rights of Women in Africa (July 2003); the Inter Government Authority on Development (IGAD), Gender Policy and Strategy (July 2004); the New Partnership for African Development (NEPAD) through its programmes aimed at enhancing women's human rights through the application of Social Development indicators; and the AU Heads of State Solemn Declaration on Gender Equality (July 2004).

Uganda is also signatory to: the African Charter on Human and People's Rights (1981); the Protocol to the African Charter on Human and People's Rights of Women in Africa (2003); the Bamako Declaration on an African Common Position on Illicit Proliferation, Circulation and Trafficking on Small Arms and Light Weapons (2000); the Nairobi Protocol for the Prevention, Control and Reduction of Small Arms and Light Weapons (2004); the Protocol on the Prevention and Suppression of Sexual Violence against Women and Children of the International Conference on the Great Lakes Region (30 November 2006) and the Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region (2008).

## National Legal Framework

The *Constitution of the Republic of Uganda, 1995* is the supreme law of the land and provides the broad legal framework for the respect of human and property rights; the equality between men and women (Art. 21); affirmative action to address any imbalances (Art. 28), equal opportunities for men and women to realise their full potential (Art. 30 and 32), and the foundation for the establishment of institutions to oversee or otherwise regulate the observance of fundamental rights and principles.

The Constitution specifically recognizes equality between women and men and provides for gender balance and fair representation of marginalised groups; recognises the role of women in society; accord equal citizenship rights, freedom from discrimination, affirmative action in favour of women; and articulates specific rights of women including outlawing customs, traditions and practises that undermine the welfare, dignity and interests of women.

Uganda has also domesticated most of its regional and international legal commitments through the Penal Code Act Chapter 120 and the Children's Statute (1996) that contains crucial provisions for the protection of children against all forms of physical or psychological abuse.

Within its present context, the Constitution also provides for a legislative body to enact principle legislation, as well as the judiciary to implement the enacted laws and ensure the administration of justice. Under its executive function, the Constitution establishes rights promotion bodies such as the Uganda Human Rights Commission (UHRC), the police, Prisons, Directorate of Public Prosecution and the Local Government regime – as key players in the enforcement and protection of legal and human rights in Uganda.

The national army the Uganda People's Defence Forces (UPDF) is established to guarantee the security of Uganda's interior and external borders. For purposes of enforcing discipline in the armed forces, the police has Standing Orders and the UPDF a Code of Conduct that contains provisions of military-civilian relations and disciplining of soldiers who cause injury/harm to civilians as non-combatants. The Local Government Act (1997), which is derived from the Constitution gives the local councils powers to enact by laws.

The UHRC was established under Article 51 of the 1995 Constitution of Uganda, is charged among other responsibilities with the monitoring of government's compliance with international treaties and conventions which define obligation on human rights and recommend to parliament effective measures to promote human rights. The UHRC has a specific mandate to protect the rights of vulnerable persons, create public awareness about people's rights and their violations and also receive and forward GBV cases to other jurisdictions for appropriate redress.

*The Domestic Violence Act 2010* is an Act to provide for the protection and relief of victims of domestic violence; to provide for perpetrators of domestic violence; to provide for the procedure and guidelines to be followed by the court in relation to the protection and compensation of victims of domestic violence; to provide for the jurisdiction of court; to provide for the enforcement of orders made by the court; to empower the family and children court to handle cases of domestic violence and for related matters.

*The Prohibition of Female Genital Mutilation Act 2010* is an Act to provide for the prohibition of female genital mutilation, the offences, prosecution and punishment of offenders and the protection of victims as well as girls and women under threat of female genital mutilation and to provide for other related matters.

*The Prevention of Trafficking in Persons Act, 2009* is an Act to provide for the prohibition of trafficking in persons, creation of offences, prosecution and punishment of offenders, prevention of the vice of trafficking in persons, protection of victims of trafficking in persons, and other related matters.

*The International Criminal Court Act, 2010* is an Act passed by Parliament to provide in Uganda's law for the punishment of the international crimes of genocide, crime against humanity and war crimes. It enables Uganda to cooperate with the ICC in performance of its functions, including the investigation and prosecution of persons accused of having committed heinous crimes. It provides for the arrest

and surrender to the ICC of persons alleged to have committed crimes against humanity in addition to enabling the ICC to conduct proceedings in Uganda after the Government of Uganda ratified the Rome Statute in June 2002.

## **National Policy Framework**

To support its legal framework, the GoU has adopted numerous sectoral policies and strategic plans to remove obstacles that hinder women's full attainment of their legal status and enjoyment of their human rights. In line with the Constitution, the *Poverty Eradication Action Plan (PEAP)* which was the overarching framework for promoting peace, prosperity and growth in Uganda has been replaced by the National Development Plan (NDP) 2010/2011 - 2014/2015. NDP recognises as one of its vision attributes, that peace, stability and social cohesion are prerequisites for development.

Other national policy frameworks include: the Uganda Gender Policy, the National Action Plan for Women, the Decentralisation Policy, HIV/ AIDs Policy, and the National Policy for Internally Displaced Persons – which all have a lot of relevance in addressing GBV in the context of armed conflict.

## **The Uganda Gender Policy, 2007**

The purpose of the UGP is to establish a clear framework for identification, implementation and coordination of interventions designed to achieve gender equality and women's empowerment in Uganda. The policy is a guide to all stakeholders in planning, resource allocation, implementation and monitoring and evaluation of programmes with a gender perspective. Together with the Sector Wide Approaches (SWAPs) to planning and the Medium Term Expenditure Framework (MTEF) as mechanisms for PEAP implementation, the GoU UGP is expected to enhance gender focused programming, gender equity budgeting so that national and local government interventions, expenditures and services benefit both women and men. The UGP contributes to achieving the national vision and aspirations as highlighted in Uganda's Vision 2025.

The policy is in line with Uganda's regional and international obligations on gender and women's empowerment, whereby the GoU commits to address gender inequality and safeguard the rights of women in particular to accessing justice; eliminating socio-cultural discrimination against girls and women; addressing gender based violence and promoting awareness about women's rights among women and men.

## **The National Action Plan for Women (NAPW)**

The goal of the NAPW is to achieve equal opportunities for all women in Uganda by empowering them to active participants and beneficiaries of the social, economic and political developments in Uganda. The NAPW provides a framework for action during the five year period 2006/2007 – 2009/2010 and its implementation contributes to the achievement of the objectives of the PEAP, the international commitments government has made under each priority area for action and the 2000 Millennium Development Goals (MDGs). The MDGs recognise the right of women to gender equality as a critical necessity for the attainment of any progress in ensuring sustainable reduction of poverty and overcome the systematic subordination of women and girls in society.

## **The National Peace, Recovery and Development Plan (PRDP)**

The National Peace Recovery and Development Plan for Northern Uganda (PRDP) is a commitment by GoU to launch a national program with the overarching intention to stabilise the north. The three years programme (2006 – 2009) is a set of coherent programmes in one organising framework that all stakeholders will adopt when implementing their programmes in the northern Uganda region. The commitment is to improve socio-economic indicators to be in line with the national ones in those areas affected by conflict and a serious breakdown in law and order. The targets and objectives in the PRDP are to contribute to the

overall objectives of the PEAP and contribute to community recovery and promote an improvement in the conditions and quality of life of displaced persons in camps, completing the return and reintegration of displaced populations, initiating rehabilitation and development activities among other resident communities and ensuring that the vulnerable are protected and served.

## Gaps and Challenges in Addressing Sexual Offences

Despite all the numerous achievements recorded by the GoU in putting in place policies, legislations and institutions to promote women's rights and enhance their empowerment, there is still a big gap between what is contained in the law and various policies and what actually happens in practice. Women continue to suffer gross violations of their human rights, ranging from insecurity of person, abuse of their bodily integrity and the inability to access justice. A number of laws, legal processes and enforcement procedures continue to discriminate against specific categories of women. More so, despite having a very gender sensitive constitution, gender differences still exist in men and women's legal status, hence impacting on the women's entitlement to enjoy their rights and accessing justice and protection under the law.

There has been an alarming increase in the number of reported cases of sexual offences in both times of peace and armed conflict. It is very disappointing to note that the rate of disposal of rape and defilement cases through the justice system remains very low, with most cases taking a minimum of two years to be disposed of. The Parliament of Uganda which is responsible for enacting laws to protect the lives of Ugandans has failed to enact the Sexual Offences Bill in order to address the gaps in the existing legislations pertaining to sexual offences.

According to Uganda's Penal Code, Chapter 120, Section 123, rape is defined as "*having unlawful carnal knowledge of a woman or girl, without her consent, or with her consent, if the consent is obtained by force or by means of threats or intimidation of any kind or by fear of bodily harm, or by means of false representation as to the nature of the act, or in the case of a married woman, by personating her husband.*" A person convicted of rape is liable to suffer death, while one who attempts to rape is liable to imprisonment for life. On the other hand the Penal Code stipulates that having unlawful sexual intercourse with a girl under the age of eighteen years is a felony known as defilement and is on conviction liable to life imprisonment, according to the Penal Code (Amendment) Act, 2007. Attempting to commit this same offence is punishable by imprisonment not exceeding eighteen years. Defiling an idiot or imbecile is liable to imprisonment for fourteen years.

Much as the legal framework seems to be elaborate, its implementation remains problematic hence inhibiting the ability of women to access justice. This is because of the prevailing gender barriers which include among others the differences in burden of proof requirements; flaws in the administration of the law, including physical access, training and orientation of staff and delays in the delivery of justice. Other related barriers include the low status accorded to women in society; power imbalances in the household and public arena, as well as inadequate knowledge and information about their legal rights and the working of the legal system.

In respect to protecting the rights of children from abuse and exploitation, many children continue to be abused and exploited physically, sexually and emotionally. The implementation of the Children's Statute, which is primarily left to local communities and access to court procedures, is inhibited in local communities, especially in places like northern Uganda, where the population has been decimated by a two-decade armed conflict, creating non-functional child welfare systems. It is therefore imperative that the MGLSD and its partners in development (UNICEF, the army and local communities) pay special attention to the security and protection of children caught up in situations of armed conflict against violence, especially GBV.

Ending conflict and insecurity in Uganda has been a major landmark in the country's history, but major steps have got to be made towards the achievement of gender equality. Among these will be putting in place specific policies and actions to enhance women and girls' development and measures to enable them enjoy their human rights and fundamental freedoms in their private and public life, in peace time or during situations of armed conflict. The GoU must also use its special sit on the Security Council to provide the much needed leadership in the implementation of the UNSCR 1325 & 1820 and the Goma Declaration.



**REVISED**

**ACTION PLAN MATRIX**

**ON THE UN RESOLUTION**

**1325 & 1820 AND THE GOMA**

**DECLARATION**

This section presents the revised National Action Plan Matrix on the UN Security Council Resolutions 1325 & 1820 and the Goma Declaration.

For ease of monitoring of the plan within the stipulated period 2010/2011 - 2014/2015, only priority indicators are represented within each of the priority areas.

A shift has been made from the matrix in the original plan to include the following;

- Results intended to be achieved
- Bench marks
- Targets.
- Data sources and
- Responsible agencies

This matrix presents the indicators which will be monitored for the next five years.

## Priority Area 1: Legal & Policy Framework

**Strategic Objective 1: Improved legal & policy environment in relation to enacting laws & policy making on GBV**

**Result Intended: National laws and policies enacted, reviewed and where necessary amended to conform to 1325, 1820 and the Goma Declaration principles**

Priority indicators	Bench Mark 2008	Target 2014 (aligned to NDP)	Data Sources	Responsible Agency	Other Remarks, other assumptions, other comments.
<b>Indicator 1.1:</b> Laws addressing GBV issues in place and in-line with the principles of SCR 1325 & 1820 and the Goma Declaration	3 (FGM Act 2009, ICC Act 2010 and DV 2010 Acts enacted )	2 Marriage and Divorce Bill enacted by Parliament by 2012	N/A  N/A  MoJCA  Parliament of Uganda	MoJCA (LEAD) MoGLSD (Department of Gender) Parliament of Uganda MoJCA (LEAD) MoGLSD (Department of Gender) Parliament of Uganda	Parliamentarians appreciate, support and enact the Bills timely.
<b>Activities on indicator 1.1</b> a) Develop regulations to operationalise FGM, ICC and DV Acts b) Conduct advocacy and sensitization meetings / workshops to increase awareness on the Marriage and Divorce Bill		By December 2011		MGLSD Parliamentary Council MJCA, MGLS	Appreciation of the bill by targeted audience Compliance to the regulations

<p>c) Present the Bills for enactment by Parliament</p> <p>d) Produce popular versions and translate them into major local languages</p> <p>e) Review and enact Khadi courts Law as provided by the Constitution of Uganda to guide marriage and divorce under Islamic faith.</p>		<p>Khadi Courts Act reviewed and enacted by Parliament by 2012</p>			
<p><b>Indicator 1. 2:</b> Ministerial Policy Statements/Annual Workplans incorporate in GBV activities</p> <p><b>Activities on indicator 1.2</b></p> <p>a) Incorporate GBV issues in the sector plans of Health, JLOS, and Defense</p>		<p>By 2010 – 2011</p>	<p>N/A</p> <p>Policy statements</p> <p>Annual workplans</p> <p>Sector plans</p> <p>MGLSD</p> <p>MoH, MoIA, MOD</p>	<p>MGLSD</p> <p>NPA</p> <p>OPM</p> <p>Health, JLOS,</p> <p>Defense</p>	<p>MGLSD in liaison with the OPM and NPA will ensure that the information is incorporated in the relevant sector plans</p>
<p>b) Conduct advocacy / sensitization meetings to incorporate highlighted GBV issues into sector plans</p>		<p>By December 2010</p>	<p>N/A</p>	<p>MGLSD</p>	<p>Targeted audience appreciated and incorporated the issues in their sector plans</p>

**Strategic Objective 2: Improved performance of the different actors involved in combating GBV**

**Result Intended: Strengthened Capacity of law enforcement agencies**

<p><b>Indicator 2.1:</b> Percentage of convicted SV cases (Rape and defilement) out of total Sexual Violence cases reported to the police</p>	<p>No baseline survey has been done</p>	<p>2012</p>	<p>Annually JLOS IMS system Police Registrar; Judiciary Police UBOS</p>	<p>Judiciary DPP (Directorate of Public Prosecution) Police</p>	<p>Judiciary and Police provide timely information</p>
<p><b>Indicator 2.2:</b> Percentage of convicted Domestic violence cases ( burning, battering and murder) out of total Domestic Violence cases ( burning, battering and murder) reported to the police</p> <p><b>Activities for indicators 2.1 &amp; 2.2</b></p> <ol style="list-style-type: none"> <li>Train/Orient judges, lawyers, prosecutors, police, prisons, LDFs, LC courts on gender justice for GBV cases.</li> <li>Provide specialized training for police, prosecutorial and judicial staff on gathering evidence (including forensic evidence).</li> <li>Equip juvenile rehabilitation centers and recovery homes for juveniles.</li> <li>Collect sex disaggregated data in relation to GBV to strengthen the evidence base on the extent of GBV and experiences of women, girls, and young boys, as well as establish the existing social, political, economic and legal measures in place.</li> <li>Mobilize communities to work with the judiciary and the police to combat GBV.</li> </ol>	<p>No baseline survey has been done</p>	<p>2012</p>	<p>Annually JLOS IMS system Police Registrar; Judiciary Police UBOS</p>	<p>Judiciary Police DPP (Directorate of Public Prosecution)</p>	<p>Judiciary is able to provide timely information</p>

## Priority Area 2: Improved Access to Health Facilities, Medical Treatment & Psycho-Social Services for GBV Victims

**Strategic Objective 3: Increased access to appropriate health services and psychosocial services to victims of GBV and increased collaboration, linkages and joint initiatives among the various actors responding to GBV health related issues**

**Result Intended: Decentralized medical services at the grassroots levels for GBV survivors and their families include free access to PEP kits (which include HIV/AIDS treatment including ARV, ECP, STD treatment), counseling to overcome trauma, and other GBV-related health issues.**

<p><b>Indicator 3.1:</b> Proportion of Health Care Units level 3 (HC3s) with at least two service providers trained to handle GBV cases according to MoH guidelines</p> <p><b>Activities for Indicator 3.1:</b></p> <ol style="list-style-type: none"> <li>a) Train medical personnel and social workers in trauma management and sensitivity in handling sexual violence cases, with specific focus on the needs of minors, particularly very young girls and boys.</li> <li>b) Integrate awareness training on SGBV and its linkage with the spread of HIV/AIDS into national training programmes.</li> </ol>	<p>To be gotten from MoH (HMIS)</p>	<p>2013</p>	<p>Annual Administrative record MoH (through HMIS)</p>	<p>MoH  MoH MGLSD</p>	<p>MGLSD shall dialogue with MoH to ensure collection of information on the number of service providers trained</p> <p>MGLSD should propose to MoH to include this concept in HMIS</p>
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<p><b>Indicator 3.2:</b> Proportion of HC3, HC4 and hospitals equipped with PEP kits</p> <p><b>Activity for indicator 3.2:</b> Provide hospitals with PEP Kits on a regular basis.</p>	<p>To be gotten from MoH (HMIS)</p>	<p>data collection of PEP to start by 2011</p>	<p>Annual Survey HMIS National Medical Stores UBOS MoH</p>	<p>UBOS MoH</p>	<p>Availability of PEP skits should be mainstreamed in the HMIS</p>
<p><b>Indicator 3.3:</b> Proportion of GBV survivors sensitized on the need to seek medical services in Post Conflict districts within 72 hours</p> <p><b>Activities for indicator 3.3:</b></p> <ul style="list-style-type: none"> <li>a) Provide psychosocial support to survivors of SGBV and children born out of rape.</li> <li>b) Provide psychosocial support to perpetrators of SGBV.</li> </ul>	<p>N/A</p>	<p>2014</p>	<p>Bi-annual HMIS MoH Police CSO (s) on Human Rights, Peace and Security</p>	<p>MoH MGLSD</p>	<p>MGLSD should dialogue with MOH to include records on cases of PEP in the HMIS</p>

## Priority Area 3: Women in Leadership & Decision-Making

**Strategic Objective 4: Increase women’s visibility, representation and participation in leadership and decision-making in national, regional and international institutions and mechanisms for prevention, management and resolution of conflict.**

**Result Intended: Female representation and participation in the democratic processes in conflict and post-conflict situations increased at the national, regional and international levels.**

<p><b>Indicator 4.1:</b></p> <p>Percentage of women in political and administrative positions disaggregated by post conflict areas (PRDP) and the rest of the country</p> <p><b>Activity for indicator 4.1</b></p> <p>a) Document women leaders in post conflict areas.</p>	<p>To be established</p>	<p>5% increase from the baseline in all categories</p>	<p>Annually Administrative records Parliament records. UBOS. MoLG</p>	<p>Office of the Prime Minister, Local administration department in MoLG</p>	<p>Establishment of these positions/ structures in the army, police, prisons and parastatals is a process and requires continuous consultation with the concerned partners.</p> <p>The percentages are calculated for each category e.g. 5 women out of 20 ministers will be 25% women hence 75% are men.</p> <p>Notes: Measure for political positions to include; ministers, parliamentarians, local councils (L.C 5), mayors of municipal councils).</p> <p>Measure for administrative positions to include; Permanent Secretaries, Directors, (including CAOs), magistrates, police, prisons and army and Commissioners.</p>
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<p><b>Indicator 4.2:</b> Percentage of women participating in conflict resolution and peace building mechanisms_ and structures at district, national, regional &amp; international levels</p> <p><b>Activities for indicator 4.2</b></p> <p>a) Establish the list of the Joint Permanent Commissions. (These are distributed in all EAC countries)</p> <p>b) Compile the number of representatives disaggregated by gender</p> <p>c) Establish the regional and international representation disaggregated by gender.</p> <p>d) Collaborate and network with key organizations in Northern and Eastern Uganda to implement the planned activities and avoid duplication of efforts.</p> <p>e) Train women from the districts in monitoring and reporting on the PRDP.</p> <p>f) Strengthen the NAP coordinating office by recruiting statisticians to support the M&amp;E officer.</p> <p>g) Collect information on the indicators that are being developed.</p>	<p>No PRDP Gender Responsive Women's Task force in the district was established 2009.</p>	<p>Yes 50% of NAP implemented by 2014</p> <p>GBV reference group to be strengthened in terms of membership and finances 2011</p>	<p>Annually Administrative records</p> <p>Progress reports of the</p> <p>MGLSD task force.</p> <p>Progress reports from ISSIS- WICCE and OPM</p> <p>Minutes of the task force,</p> <p>Attendance registration forms that indicate the sex of participants</p> <p>Report on the targeted training</p>	<p>Department of Gender and women affairs. ICC-WIC</p> <p>MoFA (East African Department and Ring States / Great Lakes Region)</p>	<p>The disaggregating by PRDP districts will only be for local councils.</p> <p>Further definition on key conflict resolution and peace building mechanisms and structures at all levels is needed The indicator will be reviewed in case new mechanisms are put in place. For the structures the local councils were identified but this has been discussed in indicator 8 above.</p> <p>A GBV reference group particularly (Peace and Security Subcommittee will monitor the implementation process of NAP</p> <p>Each districts in the PRDP region are represented</p> <p>Meetings are held on quarterly basis</p> <p>Policy organizing committee, members from the task force are represented along with ICC- WIC; A desk officer is available to coordinate activities.</p> <p>Work closely with OPM and are represented in 5 committees</p> <p>The overriding objective of this framework is to establish a fully resourced and operational NAP secretariat to coordinate and implement the NAP.</p>
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<p><b>Indicator 4.3</b> Functionality of the women's PRDP task force.</p> <p><b>Activity for indicator 4.3</b> Conduct meetings at least once every quarter by the women PRDP task force.</p>	<p>Records of meetings, monitoring reports</p>			<p>Department of Gender and women affairs. ICC-WIC</p> <p>MoFA (East African Department and Ring States / Great Lakes Region)</p>	<p>mechanisms around the Juba Peace deal and Joint Permanent Commissions</p> <p>Note: Commissions have representatives from all Ministries. Representation is Director and Commissioner Level.</p> <p>An MOU is usually signed between Permanent Secretaries from the respective countries.</p> <p>Note: This will further be strengthened through regular dialogue with the respective Ministries, Departments and Agencies (MDAs) to ensure effective implementation of the activities.</p>
			<p>Progress reports from ISSIS-WICCE and OPM</p>		<p>Note: Currently the main post conflict areas are the PRDP districts and the existing mechanism to ensure women's participation is the women's PRDP task force. Functionality will be measured on what extent the committee has influenced other PRDP mechanisms.</p>

Such as gender specific programmes/intervention have been put in place by the other PRDP committees.  And amount of resources allocated to the identified gender related programmes/intervention.					

## Priority Area 4: Elimination of GBV in Society

**Strategic Objective 5: Build community and institutional capacity to ensure the prevention of GBV in society**

**Result Intended : Strengthened capacities of community based and state institutions at the national, district and local levels to work against all forms of GBV**

<p><b>Indicator 5.1</b> Availability of adequate specialised personnel to prevent GBV at national, district and local level (disaggregated by sex and decision-making capacity for each institution considered)</p> <p><b>Activity for indicator 5.1</b> a) Compile the number of specialized personnel trained to prevent and respond to GBV at national, district and lower levels (disaggregated by sex and decision-making capacity for each institution considered)</p> <p>b) Train CDOs, Probation and Welfare officers, Police (Family Protection Unit and CID, community liaison officers) on GBV prevention and response</p>	<p>N/A</p>	<p>5 per sub-county per district with GBV programmes</p>	<p>Annually Administrative records Progress reports SGBV MIS</p>	<p>Department of Gender and Women affairs Ministry of Health JLOS sector (Police) CSOs</p>	<p>Mapping of CSOs every two years. A link of the NAP should be created to the MGLSD website for online discussion. MGLSD should fund persons sending this information. This should be implemented in the GBV districts only GBV has been incorporated in the Police curriculum The following categories will be considered if there is any specialized training on GBV, namely; Teachers, Police, CDOs Media (FM radio; programme managers) Magistrates Religious leaders (Anglican, Catholic, Islam) UPDF (political commissars) Selected performing artists in programme districts</p>
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<p><b>Indicator 5.2:</b></p> <p>Number of community members trained in GBV prevention and response</p> <p><b>Activity for indicator 5.2</b></p> <p>a) Train community members (CBO FBO Cultural leaders Community Action Groups Women councils Women councilors Opinion Leaders) on GBV prevention and response.</p>	<p>Male action groups trained in GBV programme districts</p>	<p>5% of sub counties in the selected districts with GBV programmes</p>	<p>Annually Administrative records SGBV MIS</p>	<p>MGLSD CSO</p>	<p>Note: Numbers should be disaggregated by gender and age</p>
<p><b>Indicator 5.3:</b></p> <p>Percentage of sub counties with functional referral systems for sexual violence per district in selected districts where GBV programmes have been initiated. Whereby a referral system, constitutes competent personnel, equipment, manuals.</p> <p><b>Activities for indicator 5.3:</b></p> <p>a) Conduct monthly coordination meetings for participating districts. b) Regularly update the SGBV management information system c) Establish standard operating procedure (i.e. roles and responsibility allocation. d) Establish rapid response desks.</p>	<p>To be established</p>	<p>5% of sub counties in the selected districts with GBV programmes</p>	<p>Annually Administrative Records Progress reports</p>	<p>Department Gender and Women in development and the CDOs at local government level, Health, Police</p>	<p>Sufficient resources The referral system will comprise of local councils, Police, Health Centre 3</p>

## Priority Area 5: Budgetary Allocation for Implementation

### Strategic Objective 6.0: Increased financing to all sectors for implementation

#### Result Intended: Increased budgetary allocation to implement the Plan

<p><b>Indicator 6.1</b></p> <p>Percentage of budgetary allocation for specific activities targeting designated GBV programmes in the priority sectors (Health, Social Development and JLOS) in-line with the principles of SCR 1325 &amp; 1820 and the Goma Declaration.</p> <p><b>Activities for indicator 6.1</b></p> <p>a) Advocacy campaigns through quarterly meetings with the respective sectors</p> <p>b) Train National and District Planning Committees on GBV and gender budgeting</p> <p>c) Review of budget framework papers in the priority sectors (Health, Social Development and JLOS)</p>	<p>To be established from the priority sectors</p>	<p>5% allocation within sectors</p>	<p>Annually, continuous Administrative records</p> <p>Specific study (Hire a consultant though the ToR should include collection of data on other aspects of GBV)</p> <p>Sector Budgets</p>	<p>All Sectors; Health, JLOS, Police Planning Units of the various selected stakeholder</p> <p>Ministry of Finance, National Planning Authority</p>	<p>There are no extra resources expected within the MTEF for GBV interventions rather a mainstreaming strategy will be adopted and data obtained will be used for advocacy purposes. Therefore increased budget reallocation toward GBV related interventions will be achieved through increased advocacy.</p> <p>Note: PRDP districts should be considered.</p>
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<p><b>Indicator 6.2</b> Amount of money allocated to reparation;</p>	<p>Some receive thru CSOS</p>	<p>1000 survivors receive reparation fund 2011/12</p>	<p>Annually Administrative records Progress reports, Police records and statistics.</p>	<p>Family and children courts. Family and Child protection unit. Health units.</p>	<p>This indicator should be inbuilt within the management information tools for the Ministry of Justice and Constitutional affairs, Internal affairs (Police) and Ministry of Health.</p>
			<p>HMIS District progress reports</p>	<p>Probation office</p>	
			<p>CSO</p>		

**ANNEX 1:**  
**An Overview of the**  
**UNSCR 1325 & 1820;**  
**and the Goma Declaration**



# ANNEX: 1

## An Overview of the UNSCR 1325 & 1820; and the Goma Declaration

	Mandate	1325	1820	Goma Declaration
1	<b>Budgetary Allocation and increased financing</b>	Increase voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes (e.g. UNIFEM, UNICEF, UNHCR)	Support the development and strengthening of capacities of national institutions, in particular judicial and health systems and of local civil society networks in order to provide sustainable assistance to victims of sexual violence in armed conflict and post-conflict situations.	<p>Fund projects related to the prevention of SGBV and assistance to survivors, and strengthening of institutions working on SGBV</p> <p>Establish a Reparation Fund to assist victims of SGBV and put in place a Reparation Commission to handle sexual violence claims.</p> <p>Initiate economic support for the benefit of SGBV and other vulnerable survivors.</p>
2	<b>Judicial services enhancement programme</b>	<p>Ensure the protection of and respect for human rights of women and girls, particularly as they relate to the Constitution, the electoral system, the police and the judiciary.</p> <p>Put an end to impunity and prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls.</p> <p>Exclude these crimes, where feasible from amnesty provisions.</p>	<p>Exclude sexual violence crimes from amnesty provisions.</p> <p>Ensure that all victims of sexual violence, particularly women and girls, have equal protection under the law and equal access to justice.</p>	<p>Strengthen the judicial systems through</p> <ul style="list-style-type: none"> <li>- training the judiciary in SGBV issues</li> <li>- revising discriminatory laws</li> <li>- simplifying procedures for lodging complaints</li> <li>- providing free legal services to victims</li> <li>- fighting corruption and the trivialization of sexual violence cases</li> </ul> <p>Provide specialised and professional training for police, prosecutorial and judicial staff on gathering evidence (including forensic evidence) and prosecutorial guarantees on cases of sexual violence.</p> <p>Establish protection mechanism for victims and witnesses who are willing to testify in courts against alleged perpetrators.</p> <p>Enact and when necessary amend laws to conform to the ICGLR Protocol on the Prevention and Suppression of Sexual Violence against Women and Children.</p>

3	<p><b>Improving medical and health services</b></p>			<p>Strengthen medical structures in order to facilitate the provision of medical certificates that are necessary for timely hearing of SGBV cases</p> <p>Support mobile, legal clinics and medical centres to facilitate free access to medical, legal and psycho-social services</p> <p>Decentralize services at the grassroots levels for SGBV victims and their families so that they can receive free legal and medical assistance, including the morning-after-pills, counselling to overcome trauma, and socio-economic assistance, including food shelter, ARV, and other HIV/AIDS infection and STD related assistance.</p> <p>Make available to all health facilities, specific and sufficient medical kits for all victims especially children.</p>
4	<p><b>Training and Capacity Building</b></p>	<p>UN to develop training guidelines and materials on the protection, rights and the particular needs of women.</p> <p>Ensure the inclusion of gender and HIV/AIDS awareness training into national training programmes for military and civilian police personnel in preparation for deployment. Civilian personnel of peace keeping operations must receive similar training.</p>		<p>Ensure specific training for all actors in relation to the specific needs of minors, particularly very young girls and boys victims of sexual violence, in medical care, trauma management and legal assistance.</p> <p>Train the police, army, prisons, medical personnel, and social workers in trauma management and sensitivity to victims in handling sexual violence cases.</p>

<p>5</p>	<p><b>Information Sharing and Awareness Creation</b></p>	<p>UN to conduct a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution.</p>	<p>Establish a Committee for the protection of Women and Children from sexual violence to ensure follow up, dissemination and implementation of the Protocol on the Prevention and Suppression of Sexual Violence against Women and Children.</p> <p>Systematize data collection to strengthen the evidence base on the extent of SGBV and experiences of women, girls and young boys, as well as existing social, political, economic and legal measures in place.</p> <p>Undertake sustained public awareness, targeting women, men, girls, boys and the community on their rights and responsibilities and on programmes of assistance available to victims of SGBV in languages and formats that are accessible to the people at the grassroots and to civil societies.</p> <p>Put in place a national media strategy for sustainable use of electronic and print media, especially radios, newspapers, television and community/traditional based means to expose the atrocities of sexual violence, and facilitate the sensitization and fight against SGBV.</p> <p>Include the prevention of SGBV in the curricula of schools and other learning institutions to enable young boys and girls to grow in a more conscious and sensitive environment.</p>
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<p><b>6</b></p> <p><b>Capacity enhancement programme for the military, police and prisons</b></p>	<p>Expand the role and contribution of women in UN field-based operations, especially among military observers, civilian police, human rights and humanitarian personnel.</p> <p>Incorporate a gender perspective into peacekeeping operations and ensure where appropriate, that field operations have a gender component.</p> <p>Take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in armed conflict.</p>	<p>Enforce appropriate military disciplinary measures and uphold the principle of command responsibility.</p> <p>Train troops on the categorical prohibition of all forms of sexual violence against civilians.</p> <p>Debunk myths that fuel sexual violence.</p> <p>Vet armed and security forces to take into account past actions of rape and other forms of sexual violence.</p> <p>Evacuate women and children under imminent threat of sexual violence to safety.</p>	<p>Create a vetting mechanism to screen out candidates for official positions in the army, police or other security services, who have a past record of human rights abuses including SGBV.</p> <p>Strengthen or set up Gender Desks or Special Units at all prisons, police and military units with both male and female police and military officers trained to handle SGBV, with functions of sensitization, prevention and effective prosecution of SGBV cases.</p> <p>Strengthen or set up Child Protection Units at all police and military stations, and have Child Protection Focal Points in all stages of the civilian and military justice system</p> <p>Implement programmes for behavioural change and rehabilitation of imprisoned perpetrators of sexual violence in accordance with juvenile justice procedures for child perpetrators.</p>
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7	<p><b>Disarmament, Demobilisation and Reintegration (DDR)</b></p>	<p>Take into account the special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction.</p> <p>Respect the civilian and humanitarian character of refugee camps and settlements, taking into account the special needs of women, including their design.</p> <p>Consider the different needs of female and male ex-combatants and take into account the needs of their dependants in planning for DDR.</p>	<p>In consultation with women and women-led organisations, develop effective mechanisms for providing protection from violence, in particular to sexual violence against women and girls.</p>	<p>Ensure that DDR processes facilitate access to girls, boys and women associated with armed groups so as to promote responsiveness to children and women in the reintegration programmes.</p>
8	<p><b>Increased Participation of Women, CSOs and NGOs (Community Participation)</b></p>	<p>Ensure increased representation and participation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management and resolution of conflict.</p> <p>UN Secretary-General to appoint more women as special representatives and envoys.</p> <p>Ensure that the UNSC Missions take into account gender considerations and the rights of women, including thorough consultation with local and international women's groups.</p>	<p>Ensure consultation and effective representation of women's CSOs in the Peace Building Commission, as part of its wider approach to gender issues.</p> <p>Facilitate the equal and full participation of women at all levels of decision-making in prevention and resolution of conflict, maintenance of peace and security and post-conflict peace building.</p>	<p>Support the implementation of gender equality programmes aiming to transform the relationship between women and men in a sustainable and equitable manner, involving traditional and religious leaders, as well as women leaders at the grassroots level.</p> <p>Ensure that all girls and women abducted and kept as wives/sex slaves are released and reunified with their families.</p>

<p><b>9</b></p> <p><b>Regional and International Obligations and Initiatives</b></p>	<p>All parties in armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians (Geneva Convention, 1949; Additional Protocol, 1977; Refugee Convention 1951 and Protocol 1967; the CEDAW, 1979 and the Optional Protocol, 1999; the CRC, 1989 and the two Optional Protocols, 2000; and the Rome Statute of the ICC.</p>	<p>Develop and implement policies, activities, and advocacy for the benefit of women and girls affected by sexual violence in armed conflict.</p>	<p>Ratify the Pact on Security, Stability and Development in the Great Lakes Region.</p> <p>Domesticate the Protocol on the Prevention and Suppression of Sexual Violence against Women and Children by reforming the Penal Codes to provide stiff punishment for crimes related to SGBV.</p> <p>Review discriminatory laws and provisions incompatible with effective implementation of the Protocol.</p> <p>Create a regional facility under the Special Fund for Reconstruction and Development, to prevent SGBV and assist survivors specifically in the area of training, legal assistance, medical treatment, rehabilitation and reintegration of survivors of sexual violence, including the perpetrators of SGBV.</p> <p>Put in place a special regional facility for training and sensitising judicial officers, police, military units, social workers, medical officers and all others who handle SGBV issues.</p> <p>Facilitate high level consultations on the fight against SGBV for high ranking military and police officials of the Great Lakes Region.</p> <p>With the assistance of the UN facilitate regional consultations on the fight against SGBV for traditional, religious and women leaders.</p> <p>Institute measures to stop child trafficking and child prostitution in the GLR by specifically addressing cross border regional networks that facilitate child trafficking.</p> <p>Put in place legislative and policy mechanisms to respond to vulnerabilities of children born out of rape and to women with pregnancy to benefit from maternal assistance and to those who do not, to be allowed to abort.</p>
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<p><b>10</b></p> <p><b>The role of Development Partners and United Nations Agencies</b></p>	<p>The UN Secretary-General to include in the report to the UNSC progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls.</p>	<p>Develop and implement appropriate training programmes for all peacekeeping and humanitarian personnel deployed by the UN to help them better prevent, recognise and respond to sexual violence and other forms of violence against civilians.</p> <p>Strengthen efforts to implement the policy of zero tolerance of sexual exploitation and abuse in UN peacekeeping operations.</p> <p>Heighten awareness and responsiveness of personnel in UN peacekeeping operations to protect civilians, including women and children, and prevent sexual violence against women and girls in conflict and post-conflict situations, including wherever possible the deployment of a higher percentage of women peacekeepers or police.</p>	<p>Provide financial and technical assistance to strengthen legal, judicial and medical response capacities to eradicate SGBV and end impunity in line with the Protocol on the Prevention and Suppression of Sexual Violence against Women and Children and other international and regional instruments.</p> <p>Mobilize international political and financial support for the implementation of Pact on Security, Stability and Development in the GLR and its related Protocol on the Prevention and Suppression of Sexual Violence against Women and Children.</p> <p>Promote harmonization of international initiatives on SGBV in relation to national and regional contexts.</p> <p>Provide financial resources and technical capacities to the ICGLR to facilitate the coordination, implementation, monitoring and evaluation of the Protocol on the Prevention and Suppression of Sexual Violence against Women and Children and the ICGLR Project on the Prevention and Fight against Sexual Exploitation, Abuse and Gender-Based Violence and Assistance to Victims.</p> <p>The UN and Peacekeeping Missions to assist governments to have sustainable legal, policy and institutional mechanisms and human resources to ensure continuity in the fight against SGBV.</p> <p>Ensure the deployment of an adequate peacekeeping force and the enforcement of their protection mandate.</p> <p>Establish specialised processes for SGBV in national judicial system and within transitional justice mechanisms to expedite prosecution of alleged perpetrators.</p> <p>Support the coordination, monitoring and evaluation of responses to SGBV at national, regional and international levels.</p> <p>Support the strengthening of national, regional and international judicial systems to help ensure all suspected perpetrators of sexual violence are brought before justice and that judicial decisions and relevant sentences are executed.</p> <p>Support and train peacekeeping forces in handling SGBV and other related cases.</p>
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