



AFRICAN UNION COMMISSION

PEACE & SECURITY DEPARTMENT

ASSESSMENT MISSION TO THE ICGLR REGIONAL TRAINING FACILITY (RTF)
ON THE PREVENTION AND SUPPRESSION OF SEXUAL VIOLENCE & GENDER
BASE VIOLENCE
14-18 DECEMBER 2015

GENDER, PEACE & SECURITY PROGRAMME
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EXECUTIVE SUMMARY

The Peace and Security Department (PSD) in line with the African Union Commission (AUC) Women Empowerment Agenda towards Agenda 2063 has been working closely with Regional Economic Communities (RECs) and Regional Mechanisms (RMs) under the African Peace and Security Architecture (APSA) to address issues affecting women in conflict and post-conflict settings.

In keeping with PSD's efforts to strengthen African institutions and Centers of excellence, the Department through its Gender, Peace and Security Programme, undertook an institutional assessment of the ICGLR Regional Training Facility (RTF) with a view to assessing its capacity to serve as a regional hub for the provision of training to first responders in cases of SGBV.

In recognition of the prevalence of Sexual- and Gender-Based Violence (SGBV) in the Great Lakes Region (GLR), the International Conference on the Great Lakes Region (ICGLR) established the Regional Training Facility (RTF) under Article 6(9) of the ICGLR Protocol on the Prevention and Suppression of Sexual violence against Women and Children (2006) to prevent, respond and suppress SGBV crimes. The RTF, which became operational in April 2014, is located in Kampala, Uganda and is mandated to conduct research, provide information, sensitize and conduct training for relevant actors in the law enforcement institutions, social workers, medical officers and other categories of persons to be determined on a case-by-case basis.

This report, which is pursuant to an assessment mission undertaken between 14-18 December 2015, establishes that the RTF has demonstrated its relevance in addressing the scourge of SGBV in the Great Lakes Region. Although other training programmes offer courses on SGBV, none is devoted to addressing the issue through the various prisms required. The proposed interventions of the RTF, which includes research, knowledge production and management, training and sensitization on a regional level is both effective and efficient. Without a doubt, the RTF is relevant to the general efforts of the AUC to promote peace and security in the region and the efforts of the PSD to address issues of SGBV and the protection of the human rights of the most vulnerable populations in conflict affected countries.

Using a mixed method of documentary reviews and interviews, the assessment is mainly descriptive and exploratory and provides a basic profile of the RTF. Although the RTF is a mechanism of the ICGLR, the assessment does not cover

the larger relationship between the AUC and ICGLR because that is deemed to be outside the scope of this assignment.

The assessment observes that even though the work of the RTF is in line with the AUC's declared Decade of Women's Empowerment, the AUC has failed to actively participate in crafting the strategy of the RTF. Being a nascent institution with very limited financial and technical support, the RTF is in need of expertise in a number of areas, including research, training, knowledge management and fundraising among others.

It is strongly recommended that the AUC designate the RTF as a training center on SGBV. This, it is believed, would enhance the Facility's efforts at garnering the needed support for its work. It is believed that the PSD can also assist the RTF through direct financial support as well as introductions and recommendations to relevant partners.

The assessment recommends that the AUC should advocate and mobilize support to assist the RTF with staffing and short-term expertise..

The RTF has succeeded in developing some training tools that have been piloted. It is recommended that PSD provide support for the review and further development of the curriculum and replication of the trainings. The assessment highly recommends that the RTF be assisted to develop mobile training capabilities so that it can provide training *in situ* to larger audiences within member states.

Finally, the assessment recommends the expansion of the office facilities of the RTF and the expansion of the National forensic laboratory of Uganda to serve as a teaching laboratory during training programs as well as provide the needed facilities for analyzing forensic evidence on SGBV in the GLR.

ACRONYMS

APSA	African Peace and Security Architecture
AUC	African Union Commission
GLR	Great Lakes Region
GPSP	Gender Peace and Security Programme
ICGLR	International Conference on the Great Lakes Region
PSD	Peace and Security Department
RTF	Regional Training Facility
SGBV	Sexual and Gender Based Violence
SOPs	Standard Operating Procedures
STE	Short Term Expert
UN	United Nations

CHAPTER ONE

1.0 Introduction and Background to the ICGLR Regional Training Facility on Prevention and Suppression of Sexual- and Gender-Based Violence (SGBV)

In recognition of the prevalence of Sexual- and Gender-Based Violence (SGBV) in the Great Lakes Region¹, the International Conference on the Great Lakes Region (ICGLR) established the Regional Training Facility (RTF) under Article 6(9) of the ICGLR Protocol on the Prevention and Suppression of Sexual violence against Women and Children (2006) to prevent, respond and suppress SGBV crimes.² Sexual and Gender Based Violence is one of the most prevalent and yet often underreported forms of human rights violations in the world today with a higher prevalence occurring in countries affected by armed conflicts.³ Higher than normal percentage of SGBV have been reported in the Great Lakes Regions, a region that is home to the country infamously known as the 'rape capital' in the world. The preponderance of SGBV in this region has been attributed to the fact that the GLR is home to a number of countries that have experienced or are still experiencing violent armed conflict in which SGBV was/is employed as a strategy. In addition, several cultural and social factors such as high levels of poverty, illiteracy and deep-seated patriarchal cultures and traditions persist and are being exploited to justify and validate SGBV in these countries.

In societies sustained by patriarchal ideologies that subordinate females to males, SGBV occurs both in times of peace and times of violent armed violence. In armed conflict situations, SCBV has been used as a weapon of war to engage in ethnic cleansing, genocide and to conduct acts of terrorism. In peace times, SGBV have been known to be employed both as a strategy to demonstrate power and dominance to demoralise communities, and to perpetuate and reinforce stereotype notions about male-female relationships and roles.

With respect to the GLR, member states have made significant efforts to address the prevention of gender-based violence. For instance, almost all the countries in this region are signatories to international and continental instruments aimed at mainstreaming gender into peace and security processes. In their concerted

¹ The Great Lakes Region is comprised of Angola, Burundi, Central Africa Republic, Republic of Congo, Democratic Republic of Congo, Kenya, Uganda, Rwanda, Republic of South Sudan, Sudan, Tanzania and Zambia.

² "Member States agree to set up a special facility for training and sensitizing judicial officers, police units, social workers and other categories of persons who handle cases of sexual violence in the Great Lakes Region."

³ United Nations Security Council, "Conflict Related Sexual Violence", Report of the Secretary General (S/2014/181) March 13, 2014.

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efforts to address the negative effects of SGBV on their various populations, the leaders in the GLR region under the facilitation of the AUC and the UN have worked with the International Conference on the Great Lakes Region (ICGLR) to come up with six specific instruments to address, minimize and prevent the occurrence SGBV. See the table 1. below for the timelines and coverage of these six instruments.

Table 1. Instruments Promulgated by the ICGLR for addressing Sexual and Gender Based Violence in the GLR

Date	Title of Instrument
June 2006	Protocol on the Prevention and Suppression of Sexual Violence against Women and Children
September 2006	Model Legislation on the Prevention and Suppression of Sexual Violence against Women and Children
August 2006	Project on Prevention, fight against Sexual Exploitation, Abuse, Gender Based Violence and Assistance to Victims
June 2008	The Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region
December 2011	The Kampala Declaration on Sexual and Gender Based Violence
July 2012	The Kinshasa Communiqué of Ministers of Gender and Justice on the implementation of the Kampala Declaration

In addition to these instruments that have seen several stages of implementation with varying successes and challenges, the ICGLR on the 23rd of September 2014 entered into a Framework of Cooperation with the Office of the Special Representative of the Secretary General of the United Nations to end conflict related sexual violence in the region. Undoubtedly, these attempts reflect a commitment at the highest political level to minimize the scourge of SGBV.

These efforts notwithstanding, a lot remains to be done to translate the legal protection provided for in the various instruments and the demonstrated political commitment into practice. Addressing and minimizing SGBV occurrence requires significant behavioural and attitudinal change on the part of its key stakeholders: survivors and their families, security agencies and society as a whole. Its success requires a shift of the guilt and shame from the survivor to the perpetrator, a determination on the part of those with a duty of care to protect the most-at-risk section of the populations, and an effort to empower survivors

of SGBV. Doing this requires a structured and systemic approach that identifies drivers of change and duty bearers in the chain of protection and empowerment and equips them with the knowledge, skills and attitudes required to make this a reality. For instance, Article 6(9) of the ICGLR Protocol on the Prevention and Suppression of Sexual Violence against Women and Children [hereinafter referred to as the Protocol] makes a case for *“a special regional facility for training and sensitizing judicial officers, police units, social workers, medical officers and other categories of persons who handle cases of sexual violence in the Great Lakes Region.”* This condition reflects an acknowledgement on the part of leaders in the GLR of the need for a structured engagement with the requisite professionals responsible for addressing and curbing SGBV.

1.1 The ICGLR Regional Training Facility: A Profile

The ICGLR Regional Training Facility on the Fight against Sexual and Gender based Violence [hereinafter referred to as the RTF] is one of the mechanisms established by the ICGLR to address the scourge of SGBV in the region. The facility was officially launched on 18th February 2014 in Kampala, Uganda to provide research-driven information, education and training on SGBV to member states in the GLR.

Hosted by Uganda, the RTF falls under the governance of the ICGLR Secretariat. The main objective of the RTF is to train and sensitize judicial officers, police personnel social workers, medical officers and other categories of persons who handle sexual violence in the Great Lakes Region on how to perform their duties efficiently and effectively.⁴ Specifically, the RTF is expected to:

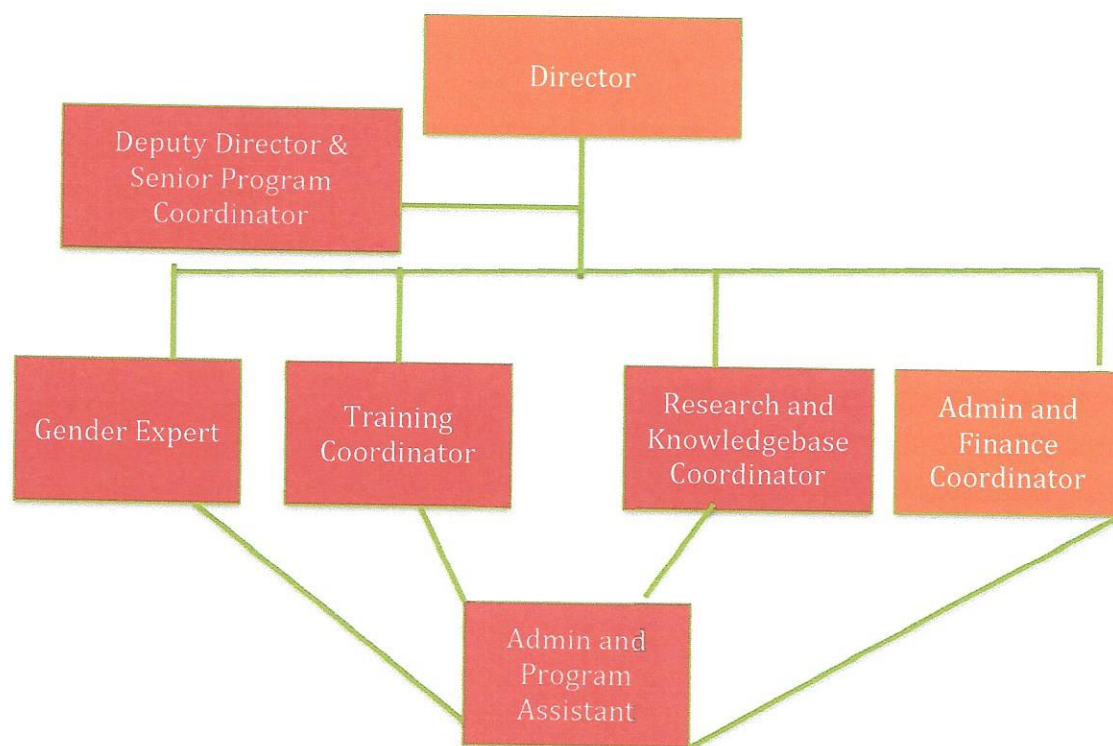
- develop regional coordination and standardized curricula that provides common skills, common frameworks and a common access to content;
- provide regional knowledge-generation, scientific evidence gathering, early warning, documentation and sharing framework;
- facilitate demand-led networking events and a regional SGBV training network available to training stakeholders ;
- provide policy oriented research to inform training materials for practitioners in the management of SGBV cases and;
- provide a database of regional and international technical experts for quality enhancement of SGBV training across the Region.

⁴ The other categories of persons are identified by the RTF on a need basis.

It is expected that the above-mentioned would enhance the efforts at implementing the provisions of the Protocol and aid in the suppression of SGBV in the GLR.

In terms of the facility's organisational structure, there is the Head of the Facility, who is the Director, and an Assistant Director. Three coordinators, who are in charge of three departments namely: Training, Research and Knowledge Base. In addition, there is an Administrative and Programme support for the three departments. The RTF also has an Advisory Board that provides expert advice on ways to address, among important issues, SGBV.

Fig. 1 - Organogram of the RTF (Developed from the ICGLR Project Implementation Manual)



According to its 2014-2017 Strategic Plan, the vision of the RTF is to become the leading research, information and training sharing facility on SGBV in the GLR with a regional mission of providing quality materials and training to professional groups that deal with survivors of SGBV in order to improve the response to SGBV in the area. In that vein, the RTF has established five main strategic goals, namely:

- To serve as a networking platform for governments, civil society, university and training institutions on SGBV in the GLR and beyond.
- To be a Centre of Excellence that provides quality training and information services based in thorough research in the GLR
- To offer a wide range program of training and sensitization addressing SGBV in the GLR
- To produce high quality, standardized training materials, curriculum and training modules for effective prevention and punishment of SGBV crimes.⁵

As part of its efforts to address SGBV, the RTF, in September 2014, requested the African Union Commission (AUC), through the Peace and Security Department (PSD), to support a proposed training for stakeholders on forensic evidence management for the Prevention and Suppression of Sexual Violence in the Great Lakes Region.

In response to the request, the Peace and Security Department through the Gender Peace and Security programme (GPSP) provided fifty thousand United States Dollars (\$50,000.00) to the RTF towards its aim. Through such gestures on the part of the AUC, the commission showed its desire for closer collaboration with the RTF. Furthermore, PSD also proposed to undertake an assessment of the capacities of the RTF as part of the AU's overall efforts for the prevention and response to SGBV through strengthening the capacities of African Regional Mechanisms (RMs) to respond to SGBV.

In this vein, from 9-13 December 2014, at Entebbe, Uganda, subsequent to the receipt of the funds from the AUC, the RTF conducted a training for a group of professionals from the police services, scientists working in forensic analytical laboratories and personnel from the Ministry of Justice who deal with aspects SGBV.

⁵ Strategic Plan for the ICGLR Regional Training Facility on the Fight against Sexual and Gender-Based Violence 2014-2017 p. 9

1.2 Purpose, Scope, Methodology and Assumptions of the Assessment

In keeping with the Facility's understanding with the AUC on undertaking an assessment of the RTF, the AUC commissioned a consultant to undertake an assessment of the facility's resources in Kampala, Uganda, from 14-18 December 2015.

The larger aim of this assessment was to assess the capacity and the potential for the Facility to serve as a Regional Centre of Excellence for the prevention and suppression of Sexual and Gender-Based Violence in the GLR and on the continent in general and offer recommendations.

Specifically, the objectives of the mission are:

- a. To assess the existing capacity of the ICGLR RTF based in Kampala Uganda;
- b. To assess possible areas for enhancing the AU and partners support to the RTF in the implementation of its mandate with a view to upscaling it to a centre of Excellence;
- c. To take stock of lessons learnt/challenges in implementation;
- d. To identify key partners to the ICGLR RTF and areas of support; and
- e. To provide recommendations for future AU-ICGLR RTF collaboration.⁶

This exercise was aimed at looking forward towards establishing a basis for a stronger relationship between the two entities in the future.

The assessment is both descriptive and exploratory. It profiles the RTF including its governance and internal management structures, its strengths and areas in need of improvement and explores the various areas in which support may be provided to enhance the Facility.

It is also important to underscore the scope of this assessment. This assessment was confined to the ICGLR's RTF and the recommendations are aimed at establishing and strengthening future engagements with AU-ICGLR on addressing SGBV.

According to the terms of reference covering this assessment, even though the RTF is an important mechanism of the ICGLR, the ICGLR is much bigger than the RTF. Therefore, any recommendations on future collaboration between the AU

⁶ The Terms of Reference for the assessment mission are annexed to this Report.

and ICGLR generally require a larger holistic assessment of the relationship between the two entities, which is beyond the scope of the current assessment.

In terms of the method that was used in this assessment, a qualitative data collection method was used in the collection of the information that informed this report. This form of data collection comprised a mixture of documentary review, interviews and informal conversations. The documentary review covered the constitutive and process documents. This formed the basis of the report that was undertaken from 15-16th December 2015. The information obtained from the documentary review informed the development of an interview guide that was shared with the Director of the RTF.

The documentary review was supplemented by face-to-face interviews with the Director and the Accountant to obtain clarifications on a number of grey areas such as the status of the RTF in relation to receiving and managing grants. The consultant also held informal conversations with interns at the RTF to validate the official information received. This mixed approach made it possible to gain an in-depth understanding of the work of the RTF and the areas in need of strengthening.

Nevertheless, this mixed method had some limitations. Ideally, the data collection for the assessment should have included interviews with former participants of the training offered by the RTF, officials of the ICGLR Secretariat and other donors. However, this was not possible because of the limited time frame within which the study had to be conducted. This notwithstanding, the availability of well-captured documentation enabled the study to get a fair idea of the perceptions of the audiences that were not interviewed and thus compensated for their physical absence for interviews.

1.3 Benchmarks for Assessment

The assessment was undertaken against four main benchmarks: Continued Relevance, Effectiveness, Efficiency and Financial Viability. These benchmarks are defined according to the Organisational Assessment Tool developed by the International Development Research Centre (IDRC) Canada.⁷

For the purposes of the assessment, “Continued Relevance” means the extent to which the work of the RTF addresses the needs of the ICGLR and the African Union in responding to and preventing SGBV in the GLR. In other words, how useful is the work of the RTF in addressing SGBV in the GLR. “Effectiveness”

⁷ For more on the Organisational Assessment: A Framework for Improving Performance: <http://www.idrc.ca/EN/Resources/Publications/openbooks/998-4/index.html>

measures the extent to which the RTF is able to accomplish its purpose and goals and “efficiency” examines how judiciously it spends its resources. Finally, “financial viability” looks at the diversity of the RTF’s funding sources.

1.4 Structure of the Report

The Report is divided into three chapters. This chapter covers the background, introduction to the assessment and the methodology employed. Chapter Two presents the findings and observations of the assessment and Chapter Three presents the conclusions and recommendations for consideration on future AU-RTF relationship.

CHAPTER TWO: FINDINGS

2.0 Observations, Findings and Recommendations

Based on the mission undertaken to assess the RTF in Kampala, Uganda, the consultant made the following observations and findings, and offers the following recommendations. The findings and recommendations cover, but are not limited to the four specific objectives provided in the Terms of Reference.

2.1 Continuous Relevance of the RTF

There is no doubt that the RTF is a needed mechanism in Africa generally and the Great Lakes Region specifically. Although a number of training centres and institutions on the continent provide courses for preventing and responding to sexual violence, no institution has a comprehensive programme on SGBV that is comparable to the RTF concept.

The main reason for such a focus is that the RTF is an implementing arm of the ICGLR, which is established, with the sole aim of giving practical meaning to the legal provisions on addressing SGBV. A major challenge on the African continent is the failure to implement legal instruments. Given the humongous challenge of SGBV in the GLR, it is critical to ensure that the necessary enablers needed at the level of member states for the effective implementation of their legal obligations are provided.

Training enhances knowledge and skills for effective performance. Training at the RTF therefore provides first line responders with the required knowledge, skills and attitudes to be proactive in the efforts at addressing SGBV in the region. The RTF also provides a platform for effective collaboration between the ICGLR and multilateral organisations such as the African Union and the United Nations.

The RTF serves as a Convener through which regional level initiatives can be developed and delivered. For the African Union, the RTF provides a platform for the implementation of its legal framework on Sexual and Gender Based Violence and gender mainstreaming generally, while for the United Nations, the RTF provides a mechanism for, among other things, implementing the Framework of Cooperation between the ICGLR and the United Nations Office of the Special Representative on Sexual Violence.

2.2 Effectiveness

The RTF is less than two years old. It has very limited human and financial resources. However, in its short existence, it has successfully conducted three very good training activities for personnel of security institutions in the region.

One of the guarantees for successful prosecution of alleged perpetrators of SGBV crimes is incontrovertible evidence. However, determining what to collect, how to collect and properly store it for analysis is a critical skill that is not available to every law enforcement officer. The Facility's first training, which was on Forensic Evidence Management provided the knowledge and skills, required for collecting and preserving evidence from SGBV crime scenes.

Personnel of security institutions in the GLR are among the culprits of SGBV. Given that the security institutions (especially the military) have organic justice systems, it is not always easy to hold perpetrators to account in civil justice systems. The Facility's training on gender justice therefore responds to one of the critical needs in the region. Given the high deployment of Ugandan troops to Somalia, the third training, for instance, was delivered as a pre-deployment training for the Ugandan army and police.

In order to maximise the use of its resources, the Facility also included police officers from the Ugandan Police Service. This was to encourage the institutions to proactively prevent SGBV and to use their judicial platforms to punish personnel who commit SGBV in during deployments. The activities carried out by the Facility in its twenty months of existence is clearly in line with its purpose and mission and a significant contribution of the efforts of all stakeholders to rid the GLR of SGBV.

2.3 Efficiency

This section examines the extent to which the Facility utilises its resources judiciously. At the point of being repetitive, it is important to reiterate that the RTF has very limited resources. Until June 2015 when an accountant was recruited, the acting director was the only substantive staff at the RTF.

2.4 Financial Viability

Even though most of the support to the facility has so far received has been *ad hoc*, the RTF has diversified its sources of funding and has demonstrated versatility in fund raising. Over five partners have provided and supported the work of the RTF through various financial and technical contributions. In addition, the RTF has identified a number of partners who could provide additional support to its work.

2.5 FINDINGS ON THE SPECIFIC OBJECTIVES OF THE ASSESSMENT

This session focuses on the specific objectives of the assessment mission. These are to:

1. Assess the existing capacities of the ICGLR RTF based in Kampala Uganda;
2. Assess possible areas for enhancing the AU and partners' support to the RTF in the implementation of its mandate with a view to upscaling it to a Centre of Excellence;
3. Take stock of lessons learnt/challenges in implementation and identify key partners to the ICGLR-RTF; and
4. Recommend areas of support for future AU-ICGLR collaboration

2.5.1 OBJECTIVE 1: TO ASSESS THE CAPACITIES OF THE ICGLR RTF

The RTF currently operates from the Ministry of Gender and social development in Kampala, Uganda. It has a skeletal staff of six people, four of whom are interns. Although a very young institution with very little resources, the RTF has shown a lot of promise and demonstrated huge potential.

There is no doubt that with some assistance, the RTF could become a Centre of Excellence, comparable to other Centres of training on the continent.

Finding 1: The RTF has an already identified a list of areas in which partner support is required. The RTF has a list of identified areas in which it requires support from partners. These include Technical Support, Expert Support to the Advisory Board, Capacity development in Resource Mobilization, assistance to institute a Partners' Forum, the development of Learning and Sharing platforms, Communications and trainings.

It is recommended that the identified lists should be prioritized and indicative budgets provided.

Finding 2: There is a critical need for substantive staff and Experts to ensure capacity development and the organisational growth of the RTF.

The RTF is a relatively new establishment. It has a very small set up, as most of the positions in its structure have not been filled. With the exception of the Director and Accountant, the rest of the positions provided for in its Organogram are still vacant. The majority of the staff, some of whom have been at the Facility for almost twelve months, are unpaid interns. This is neither feasible nor sustainable in the medium- to long term as these people would eventually have to find paid employment elsewhere. The assessment nevertheless notes that

some of the staff at the RTF are quite knowledgeable on the issue of SGBV. Due to this shortfall, the Director and the unpaid interns stretch themselves very thin, because they are responsible for the development of the technical aspects of the programme including proposal development and training design and development. Coupled with it is noted that the Director also doubles up as a Facilitator during the training sessions. An examination of the Centres of Excellence on the continent reveals that all of them have significant technical and professional support.

As a nascent institution, however, the Facility still needs specific professional experts to aid in its growth into a centre of excellence. Key among the needed expertise is research and training. As a Facility mandated to design, develop and deliver regional training, it is imperative to ensure that its training products are of the highest quality. Even though the RTF has received promises of assistance for the development of some of its training manuals, it is necessary for the manuals to be context-specific. To this end, the case studies, exercises and good practices must reflect both the realities on the continent and in the GLR. The development of the training products can therefore not be left entirely to external experts. Rather, an in-house expert must work along the external experts to ensure that the products meet the needs of the RTF and the region.

It is recommended that in the short-medium term, partners should assist the RTF with the following experts: A Gender Expert, a Training Coordinator, a Research and Knowledge Management Expert and a Fundraising Expert.

Finding 3: There is an urgent need for predictable funding. Closely linked to the need for personnel support is the need for predictable funding. Predictable and assured funding makes it possible to plan and deliver high quality needed training in a reliable and stable fashion. In its current state, the RTF can only provide ad hoc training based on fund availability and invariably, donor interests. Although partner interests would always be a critical consideration in the provision of support, not having a clearly articulated Training Needs makes it challenging for partners to identify areas where support is most needed. The effectiveness of the RTF is dependent on its ability to provide awareness creation, sensitization and training in a systematic and coherent manner. In particular, the provision of systematic and coherent training is dependent on a clearly articulated training plan and budget that allows for the preparation of a viable training curriculum, the identification of useful resources including trainers and a careful selection of trainees. All of these would only be possible with a predictable budget. ***It is recommended that a comprehensive Training Needs Analysis should be conducted, a comprehensive short-medium term training proposal be developed and funding sourced for the identified activities.***

Finding 4: There is need to develop laboratory infrastructure to aid in training as well as provide access for forensic evidence analysis

Training is significantly different from other knowledge imparting activities. Training provides a combination of knowledge and skills. This makes it difficult to conduct training without opportunities for practice.

Although the RTF provides training for forensic evidence management, it does not have a laboratory where its trainees may practice the knowledge and skills they have acquired. In the evaluation of its maiden training on forensic evidence management, most of the participants observed that it was imperative to have practical sessions to allow them to practice the knowledge gained and to visit actual DNA laboratories in the host nation. The provision of a laboratory would also have multiplier effects as most of the countries reeling under the burden of SGBV crimes do not have the requisite facilities for forensic analysis. While a well-trained cadre of first and second line responders in the security and judicial institutions are critical to addressing the impunity of the crimes of SGBV and ensuring access to justice for survivors, their effectiveness is significantly dependent on access to well-resourced laboratories that are capable of analysing the evidence collected. Indeed, there is very little value in collected forensic samples if there are no facilities for analysis since the samples in themselves may not provide the needed evidence for prosecution. As the RTF is in Uganda, *it is recommended that efforts should be made to enhance the existing National Forensic Laboratory to provide for analysing exhibits of SGBV from the twelve member states of the ICGLR.*

Finding 5: There is a need for bigger office space, Training Facilities and Transportation. The Ugandan government has provided office accommodation for the RTF within the Ministry of Gender, Labour and Development. However, if the RTF is to be able to deliver on its mandate and achieve its objectives, it must grow. There is therefore a need for long term planning towards that growth. First is the need for more offices. Currently, the RTF has two rooms that have been partitioned into four office spaces and a front office. This will be inadequate when the full complement of staff is hired. Second is the fact that the high costs of renting training facilities limits the number of people that could be trained and the number of trainings that could be offered by the Facility. In light of this, it is imperative that the RTF get its own office and training facilities because such a move would be cost effective and provide more value for whatever financial assistance that the centre receive from its development partners. In addition, the RTF has no means of transportation and relies on the vehicle of the acting director and private car rental services for its activities. As the training activities

of the RTF gains momentum, it would need to have its own means of transportation, as vehicle rentals may not be cost effective in the long term.

It is recommended that plans should be put in place to provide office and training facilities for the RTF. In this vein, it must be noted that the Facility has received an offer of a five-acre land from the Uganda National Police that is earmarked to be developed into an office complex. However, bureaucratic red-tape has hampered the official handing over of the property. Given the foreseen bureaucratic challenges, a more viable option is to consider procuring an already existing property with a large office space and training facilities. It is also proposed that two vehicles (one four-wheel drive and a 36-seater bus) be provided for the RTF to enhance easy movement of personnel and training participants.

Finding 6: The RTF needs to develop a Business Plan. Even though the RTF has a strategic plan and a work plan, it does not have a business plan. A business plan is a marketing tool. It sets out the mission and objectives of an entity and detail out the human resource and financial requirements needed for achieving the set objectives. In addition, it provides indications on the viability of the institution and its future plans. Simply put, a business plan is a marketing tool for an institution. *It is recommended that the RTF should develop a business plan.*

2.5.2 OBJECTIVE 2: TO ASSESS POSSIBLE AREAS FOR ENHANCING THE AU SUPPORT TO THE RTF TO UPSCALE IT TO A CENTRE OF EXCELLENCE

Finding 1: PSD and the RTF do not have a structured operating relationship. So far, the relationship between the PSD and the RTF is not close enough. Any working collaboration between these two institutions comes through the ICGLR-Conference Secretariat. Because of this, there is no clearly spelt out agreement on any operating relationship between the GPSP and RTF.

Although the work of the RTF is in line with the AU's efforts of promoting peace and security on the continent generally and protecting most vulnerable populations in armed conflict situations, the AU support to the RTF has been ad hoc. *It is therefore highly recommended that the AUC, through PSD, both formally acknowledge the Facility as a training institute on SGBV on the continent and develop a more formal working partnership with the RTF.*

Finding 2: There is a need for expert assistance to the RTF

The RTF is in critical need of experts. As a new entity, it is imperative for it to receive expert assistance and guidance in a number of areas. Yet, it does not have the financial resources to recruit the required expertise. Although requests have been made for support from the ICGLR, there is no guarantee that the support that would be provided would be sufficient. *It is recommended that the AUC*

through the Gender, Peace and Security Programme, mobilize support for the recruitment of experts for the RTF for at least twelve months.

Finding 3: There is a need to develop mobile training capacity for the RTF

The work being undertaken by the RTF is critical to addressing the scourge of SGBV in the GLR. However, very little is known of the RTF. This may arguably be due to the fact that the Facility is less than a year old. As a young entity, the relevance of the RTF would be most enhanced through visibility and impact. The impact of the Facility's work can best be achieved through the training of a critical mass of professionals working in the area of SGBV. Yet, constrained by resources, the Facility would be unable to train the needed numbers of people required to make a difference in the short-medium term under its current training model. ***It is recommended that the AUC assist the RTF to develop a Mobile Training capability so that it can undertake training in different countries within the region.***

Finding 4: The AU must support the RTF in its fundraising efforts through direct support, introductions and recommendations. The RTF has been raising funds for its programs on its own. Experience has however shown that fundraising is more effective when it is led by a known and trusted entity. The AUC has the legitimacy, credibility and clout to open several doors for the RTF. ***It is recommended that the AUC through the PSD assist the RTF to conduct a Training Needs Analysis, develop a training programme and raise funds for its programmes through the provision of direct financial support, joint funding proposals to donors and recommendation to various partners. In particular, it is highly recommended that PSD introduces the RTF to the Training Unit in the Peace and Security Operations Division (PSOD).***

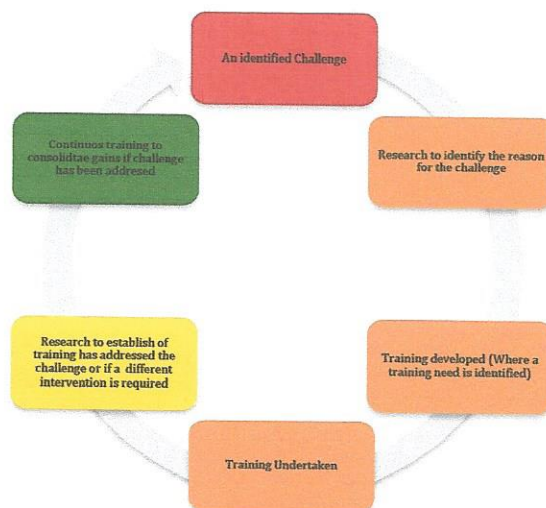
Finding 5: The AU must provide a set of standards against which the performance of the RTF can be measured for up-scaling to a Centre of Excellence. Generally, Centres of Excellence are characterised by certain attributes that include efficiency, effectiveness, and a high degree of professionalism and quality standards. For the RTF to become a Centre of Excellence, it must demonstrate all of these qualities. Since the core function of the RTF is to provide research, training and information, it means that at a minimum, it must have well-developed research protocols and training products (fully developed curricula and manuals), policies and standard operating procedures.

For the RTF to qualify as a Centre of Excellence, the AUC must provide a set of standards for addressing SGBV against which the performance of the RTF can be measured. The RTF has already obtained commitments from the World Bank for

the development of training manuals and curricula for police and judicial officers. *It is recommended that as a first step, the AUC through the PSD recognize the RTF as a designated training institute and provide a set of benchmarks that the Facility would have to achieve to qualify it as a training centre of Excellence. In the meantime, the assessment recommends that through the PSD, the AUC should assist the RTF to develop a training policy and standard operating procedure, curricula, training manuals and Facilitator Guides for the various training audiences.*

Finding 6: There is a need to develop substantially the research component of the RTF. Training must respond to an identified need that can only be recognized through cutting edge research. Generally, training should begin with research and be constantly informed by new developments in the field.

Fig. 2 - The Training Cycle



Although the RTF has conducted three main trainings, they were not necessarily guided by empirically identified needs. As a result, it is difficult to conclude whether the training delivered responded to a given need in the fight against SGBV.

The Research component of the RTF is weak and would have to be strengthened considerably if it is to be able to service the Facility in the way that it should. Currently the Director leads most of the research that informs training at the RTF. SGBV manifests in different ways and occurs for different reasons. The ability to properly profile its causes and identify ways of addressing it is critical to any training endeavour. In its current state, training at the RTF is not sufficiently guided by research findings. As the Facility develops, it is imperative to ensure that its training activities are needs based. *It is recommended that the*

AUC assist the RTF to develop a comprehensive research capacity to support training as well as the information provision component of its mandate.

2.5.3 OBJECTIVE 3: TO TAKE STOCK OF LESSONS LEARNT AND THE CHALLENGES IN IMPLEMENTATION

Even though the RTF is a young institution with very little resources, it has done considerably well and has acquired useful experiences in the areas of grant management and training. So far, it has undertaken three main training activities for different training audiences with excellent success. The first training was on forensic evidence management for Prevention and Suppression of Sexual Violence in the Great Lakes Region. The training was organised for police officers in the GLR. The second training was delivered to military justice officers from conflict affected member states in the region – the Democratic Republic of Congo, Central African Republic, Sudan, South Sudan and Uganda (as a host country). The third training was organized for the Ugandan military and police on Protecting Women and Girls from Sexual Violence during conflict.

On Lessons Learnt

Lesson 1: There is a need to develop a training policy and Standard Operating Procedures (SOPs) on training. Training at the RTF is initiated through the development of a concept note and an agenda. It is unclear how the training needs are identified, the selection criteria used for recruiting participants and Facilitators and the training methodology employed. There is also no clearly stipulated process for the review of training courses. This is due to the fact that the Facility does not have a Training Policy and SOP on training. The absence of a training policy and SOP can negatively affect training standards as there are no laid down processes and guidelines and a lot of things may be left to the discretion of the person in charge.

Lesson 2: The RTF needs to develop an organic post training monitoring and evaluation system. The impact of the training delivered by the RTF can only be visible to the extent that the knowledge and skills imparted through the training sessions contribute in a positive way in addressing the challenge of SGBV. However, although the RTF has a system of participant evaluation of trainings, it does not have a post training system for monitoring and evaluation. It is therefore unable to ascertain the extent of the usefulness of the training for addressing the problem of SGBV. The assessment notes that the Project Implementation Manual (PIM) makes provision for monitoring and evaluating the *Great Lakes Emergency Sexual and Gender Based Violence and Women's Health Project*. However, this relates to the project as a whole and not necessarily to the training delivered by the Facility.

Lesson 3: *The target groups of the training provided by the RTF need to be expanded to include other actors in the protection chain.* The RTF has targeted the police, military, judiciary, social workers and medical officers for its training. The assessment however observed that so far, training at the RTF has been developed for certain categories of personnel within these target groups- those who deal with the substantive aspects of investigation and prosecution. This leaves out other critical actors such as public relations officers, community police, civil- military officers and the media, among others, whose work foster behavioural and attitudinal change for the prevention of any form of violence including SGBV.

The decision of a survivor and her/his family to report a crime of SGBV is dependent on a number of things including the community's perception of the law enforcement agencies. In a society where law enforcement is not trusted, it would be difficult for survivors to seek justice. At the police station, the survivor comes into contact with different actors. The reception at the front office of the police station and the process of interrogation among others play a role in the survivor's willingness to pursue the case. Then of course, the investigator's ability to obtain incontrovertible evidence, including from medical personnel is critical for the Prosecutor to build a case. The process of interrogation by both the Prosecution and the defence attorney, the sensitivity of the judge and the awareness of the judicial staff are all critical to ensuring that the case is disposed of as quickly and efficiently as possible.

All those identified in the chain of events are critical actors whose failure to act in a professional manner can negatively affect the survivor and his/her chances of obtaining justice. In the event that a conviction is secured, it is equally important to ensure that correctional officials have the needed knowledge and skills to provide the needed services for correction and reform. In light of this, all those who play a role in addressing SGBV crimes in the chain of events need to be identified and trained. It is particularly important to also identify actors within the informal structures such as traditional authorities, traditional healers and civil society actors.

Fig. 3 - A visual representation of the chain of events in an SGBV case



Lesson 4: The RTF has a good grant management system in place and operates in accordance with global standards. Because of the lack of an accountant, funds to the RTF were originally routed through the ICGLR Secretariat in Bujumbura, the Facility can now receive funds as it has its own accountant. It uses the World Bank's Project Implementation Manual (PIM) for the Great Lakes Emergency Sexual and Gender Based Violence and Women's Health Project. This funding is targeted at the Facility's work in the area of SGBV and the World Bank's accounting standards. Through such funding, the RTF is able to use standard procurement processes and procedures including Quality and Cost Based Selection of consultancy firms and global best practices for the procurement of equipment and services. In addition, the facility also uses the World Bank guidelines for the selection of individual consultants. The RTF has a structured system of documentation and filing in accordance with global standards on office practices. The assessment noted that all documents were properly filed and easy to access.

Lesson 5: RTF has a good organizational culture. The assessment noted that although the interns were unpaid, they were punctual at work and demonstrated commitment to their tasks. Informal conversations with the staff revealed that

they shared in the vision of the RTF and believed that with time, the Facility would be able to fully realise its potential. The RTF staff were highly professional and motivated. During the period of assessment, many of them often stayed beyond accepted working hours to enable the Consultant to examine the facility's files.

Lesson 6: RTF staff has gained considerable experience by learning on the job. Since the RTF does not have allocated funds for training, it has had to raise funds for all its activities. The Director and his team have raised funds to run the office, recruit an accountant and successfully organised three training courses. Undoubtedly, the staff has acquired useful skills and experiences that would be invaluable to the future development of the RTF. Yet, with the exception of the Director and Accountant, the rest of the staff at the RTF are unpaid interns.

As the RTF is beginning to gain traction, it is important to ensure that the knowledge and experience developed is retained. It is therefore important to retain the people with the institutional memory by taking them on as paid employees. Equally important is the need to have staff development programs to ensure that employees understand the area in which they are working and are able to deliver effectively and efficiently on their tasks.

Lesson 7: The RTF has the legal and professional capacity to receive and manage its funds.

Bureaucratic challenges at the coordinating Secretariat of the ICGLR negatively affect the RTF's ability to access funds. At the launch of the RTF, the African Development Bank (ADB) pledged one hundred thousand United States dollars (\$100,000) as seed money to assist with its set up. However, as at the time of the assessment, despite its dire financial straits, this pledge had not been realised because of the bureaucratic challenges at the Coordinating Secretariat (CS) of the ICGLR. However, the Host Nation Agreement between the government of Uganda and the RTF provides it with financial autonomy and the RTF can receive, hold and manage its own funds. Since the recruitment of an accountant, the RTF has received, managed and accounted for funds from partners. This means that partners, including the AUC can directly send funds to the account of the RTF in Kampala.

Lesson 8: The AUC is missing an opportunity to contribute to crafting the strategy of the RTF. The mission, objective and mission of the RTF is very aligned to the AU's objective of promoting peace, security and stability on the continent and its Gender, Peace and Security Programme. The RTF provides the AUC and its PSD with a practical mechanism for developing needed capacities for preventing and addressing SGBV through awareness creation, training, knowledge production and management, especially in the GLR. Therefore, the

RTF is uniquely positioned as an important training arm of the ICGLR, which can influence, through innovative research, legal and policy frameworks and mechanisms in all member states. A number of partners including the World Bank and the British High Commission in Uganda have recognised the unique potential of the RTF and is taking advantage of this opportunity to contribute to designing strategies for addressing SGBV in the GLR. The voice of the AUC as the initial facilitator of key protocols for the protection of vulnerable populations in the ICGLR inception phase has however been missing.

On Challenges in Implementation

Challenge 1: Unpredictable Funding. The most pressing challenge to the ability of the RTF to implement its mandate is the lack of predictable funding. Although it has a lineup of activities, their realization is dependent on available funds. As a result, the RTF has not been able to develop its own in-house comprehensive training program, as its activities have had to fit into donor preferences. The lack of predictable funding makes it impossible to have such a training logic as the RTF has very little options. This is worrisome because if the RTF is unable to develop and deliver efficient training for the relevant training audiences, it will not be able to make the needed impact. Yet for training to be efficient, it must have some logic to it so that it is well sequenced, coherent, coordinated and iterative. More importantly, such training, in large part, must reflect the mandate of the Facility.

Challenge 2: A challenging organisational structure. The strategic head of the RTF is the director. He/she is responsible for providing strategic leadership and management of the entire Facility. Through the assessment, it became known that the current occupant of the position is just an acting position. This situation is not very helpful for a young organisation such as the RTF, which needs to demonstrate sufficient stability to be able to attract serious partners who, without a doubt, would be concerned about who is responsible for their funds and the viability of the Facility.

The situation is even worsened by the fact that the contract of the current acting director expires at the end of December 2015. Given the current situation of the RTF, any mid-stream change could adversely affect its development. An extension of the contract of the director's position is therefore highly recommended to allow the current occupant to consolidate the efforts the facility has achieved so far.

2.5.4 OBJECTIVE 4: IDENTIFY THE KEY PARTNERS OF THE RTF AND THEIR AREAS OF SUPPORT

Key Partners to the RTF and Areas of Support				
S/N	Name of Partner	Year and Duration	Type of Support	Area of Support
1	AfDB	Feb. 2013	Financial	Seed Money for the RTF (This was a pledge)
2	UN Women	Feb 2014	Financial	Office space and Furnishing
3	UN Women	Oct. 2014	Financial	Brainstorming meeting with RECs, UN, WB, CSOs on baseline mapping of Regional training activities and institutions on SGBV
4	UN Women		Technical expertise	Gender expert - until end 2015
5	Office of the Special Representative of the Secretary General on Sexual Violence in Conflict	Dec 2014	Financial	Forensic Training for Police Officers (9-13 December 2014)
6	British High Commission	August 2015	Financial	Training Workshop on Addressing Sexual Violence within the Military Justice System in the Great Lakes Region 10-12 August 2015 (Delegates from the GLR) 13-14 August 2015 (Participants were drawn from the Ugandan Military and Police institutions)
7	AUC	Dec. 2014	Financial	Forensic Training for Police Officers (9-13 December 2014) – Cost-sharing OSRSG on Sexual Violence in Conflict
8	World Bank	Oct 2014 (Oct 2014- June 2018)	Financial	Training of Judicial and Police Officers

CHAPTER THREE

CONCLUSIONS AND RECOMMENDATIONS FOR FUTURE AU-RTF (ICGLR) COLLABORATION

CONCLUSIONS

The partnership between the AUC through the PSD and the RTF is a relevant one that has the potential of contributing in practical ways to addressing the challenge of SGBV by enhancing gender mainstreaming and the empowerment of women in the GLR. Although a relatively young Facility, the RTF has demonstrated a lot of potential in realising its purpose, mission and goals. It has the political support of the region's leaders, a visionary Director with a strong and committed team of volunteers. However, to realize fully its potential and relevance in the fight against SGBV, it requires significant support of various kinds.

The RTF recognises the AU Peace and Security Department as one of its partners. Accordingly, the two entities have collaborated especially in raising funds for the delivery of training to law enforcement agencies in the GLR. However, it is noted that the AUC has missed numerous opportunities to be part of shaping the RTF's implementing agenda, as it has not engaged fully with the Facility as it could have. This can however be remedied through the establishment of a long-term direct implementation framework between the AUC and the RTF through the PSD.

As a young institution, the RTF requires considerable expertise, handholding, mentoring and coaching. Although the PSD Gender, Peace and Security Programme is itself under-staffed, PSD can leverage its institutional credibility, legitimacy and political clout to assist the RTF address some of its needs through introduction to partners. Currently, the RTF engages partners on a one-on-one basis. While this may seem useful in the short term, it will not be sustainable in the medium to long term. It is therefore important for the RTF to have a platform on which to coordinate its Partner Relations. This will allow it to develop common fund management processes and procedures and better coordinated and coherent activities.

Generally, the assessment shows that the RTF is relevant, effective and efficient. It however needs to improve its resource base significantly, boost its staff strength and develop critical expertise to be able to retain its relevance, sustain

its current drive to propel it to the position as a centre of excellence for its mandate.

RECOMMENDATIONS

The recommendations presented in this part of the report are informed by the challenges and lessons learned from the assessment which have been enumerated in the previous chapter. These recommendations are limited to interventions that the AUC can undertake to enhance its partnership with the ICGLR through the RTF.

Recommendation 1: The AUC through the PSD should designate the RTF as its training institution on SGBV

The RTF, which is the research and training implementation arm of the ICGLR on SGBV, has a unique role that needs to be recognised and harnessed more efficiently for the GLR. As the only institution of its kind that is established to address SGBV in a comprehensive and holistic manner through research, training, sensitization, advocacy and awareness creation among others, the RTF is also well poised to provide policy options for considerations to the Conference.

The Facility provides a practical mechanism for translating the provisions of protection provided for in several international, continental and regional instruments for the protection of human rights generally and the prevention of SGBV. However, so far the RTF has been under utilised because of its lack of long-term funding, limited staff capacity and expertise.

Since the purpose and vision of the RTF is so well aligned with the work of AU , designating the RTF as its training institute on preventing and responding to SGBV would be mutually beneficial for the RTF and the Commission. For the AU, the designation would provide it with a platform on which to implement its programmes for addressing SGBV, gender mainstreaming and women's empowerment in the GLR specifically but Africa in general; while for the RTF, such a designation would enhance its legitimacy and credibility and help to open doors for partnership and funding for its programs.

Given that the AUC already has a MoU with the ICGLR, it is recommended that a specific Agreement that spells out the operating relationship between the PSD and the RTF be drawn out of the MoU.

Recommendation 2: The AUC should assist in mobilizing short terms experts for the RTF

The assessment recommends that the AUC utilize the support provided under the Gender, Peace and Security Programme to provide experts for the RTF. In particular, the PSD should provide a Gender Expert/Liaison Officer, a Training Expert, a Fund Raising Expert and a Research and Knowledge Management Expert for the RTF. These experts are expected to assist with the conceptualisation and development of the programmes and activities for the RTF and ensure the synergies between the work of the RTF and the AU.

Recommendation 3: The AUC should assist the RTF identify partners to address its staffing needs

The RTF is critically understaffed. There is therefore a need to boost its staffing capacity. In view of the fact that some qualified volunteers have assisted it, funds should be raised to employ them since they already have institutional knowledge and experience that is necessary for the growth of the RTF.

Recommendation 4: The AUC should assist the RTF to develop a Needs Analysis for addressing SGBV in the GLR and raise funds for the implementation of the activities to be developed from the Needs Analysis.

Training should be needs driven. The AUC PSD should therefore assist the RTF to undertake a needs analysis for addressing SGBV in the GLR so that a comprehensive set of interventions can be developed for implementation by the RTF. The AUC should support the Facility through direct financial support as well as through introductions and recommendations to relevant partners and donors that are interested in addressing SGBV.

Recommendation 5: The AUC should provide a set of training standards for the RTF

As a training facility recognised by the AUC PSD, the RTF must adhere to a set of standards that would provide an objective criteria, which would lead to its designation as a Centre of Excellence. The AUC PSD must set these standards.

Recommendation 6: The AUC should assist the RTF to develop a mobile training capacity

The impact of the work of the RTF would be greatly enhanced if critical masses of first responders in the chain of prevention, law enforcement, prosecution and reform/correction were sensitized, educated and better trained to prevent and respond to the crime of SGBV. This is however impossible with the training model available at the RTF as only a few people can be invited from each member state for the training. To be able to train the critical masses needed to

effect change, the RTF should conduct training in the member states. However, in its current state, it does not have the capacity to conduct such mobile training because of its lean staff, lack of standard training products (curricula, Facilitator's guides etc.) as well as criteria for participant and Facilitator selection among others.

Recommendation 7: The AUC should mobilize resources for the review and replication of the pilot trainings conducted by the RTF

The RTF has delivered two major training courses for three audiences. The courses were well developed and delivered. As is the practice with the development of training products, it is imperative to review the two courses to take into account the suggestions proffered by participants in the evaluation as well as lessons learned by the organisers so as to enhance the quality of the training curriculum. The assessment notes that the RTF does not have the funds to support this very critical activity and recommends that the GPSP should support the RTF in mobilizing resources for the replication of the training.

Recommendation 8: Advocate and mobilize resources for the development of the requisite infrastructure to support the work of the RTF

There is a need to provide better infrastructure to support the work of the RTF in the near future. The current office space is small and will be inadequate when the various experts are recruited for the Facility. In addition, the Facility needs space for training and means of transportation. The AUC should include the RTF in the cohort of training institutions supported under the European Union Support Project to African Training Institutions or the assistance provided under the African Peace and Security Architecture facility.

Recommendation 9: It is recommended that the AUC play a more proactive role in shaping the strategy of the RTF by contributing significantly to the conceptualisation and design of its programs.

Utilizing the funds provided by the World Bank, the RTF has identified a set of training activities for the year 2016. The PSD needs to be actively involved in the conceptualisation and design of the training programs so as to ensure that the training addresses the SGBV needs of the region and the continent.

ANNEX

Related Documents

Agenda 2063, The Africa we Want - A Shared Strategic Framework for Inclusive Growth and Sustainable Development, African Union Commission, January 2015

African Peace and Security Roadmap (2016-2020), December 2015

AU Gender, Peace and Security Programme (2015-2020), June 2014

United Nations Security Council, "Conflict Related Sexual Violence", Report of the Secretary General (S/2014/181) March 13, 2014.

ICGLR Protocol on the Prevention and Suppression of Sexual violence against Women and Children (2006)

Model Legislation on the Prevention and Suppression of Sexual Violence against Women and Children (September 2006)

ICGLR Protocol on Judicial Cooperation (December 2006)

Project on Prevention, fight against Sexual Exploitation, Abuse, Gender Based Violence and Assistance to Victims (August 2006)

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

The Kampala Declaration on Sexual and Gender Based Violence (December 2011)

The Kinshasa Communiqué of Ministers of Gender and Justice on the implementation of the Kampala Declaration (July 2012)

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