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Date: **5 November 2025**

TRIAL CHAMBER II

Before: **Judge María del Socorro Flores Liera, Presiding Judge**
Judge Kimberly Prost
Judge Nicolas Guillou

SITUATION IN UGANDA

IN THE CASE OF THE PROSECUTOR v. DOMINIC ONGWEN

Confidential

Trust Fund for Victims' Second Update Report on the implementation of reparations, with Confidential Annex I

Source: **Trust Fund for Victims**

Document to be notified in accordance with regulation 31 of the *Regulations of the Court* to:

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☐ **Unrepresented Victims**

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☐ **The Office of Public Counsel for Victims**

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I. INTRODUCTION

1. On 28 February 2024, Trial Chamber IX issued an order for reparations ("Reparations Order" or "Order") against Mr Ongwen, ordering collective community-based reparations focused on rehabilitation, and symbolic and satisfaction measures to the direct and indirect victims of the crimes for which he was convicted, through the Trust Fund for Victims ("TFV"). Trial Chamber IX set Mr Ongwen's liability at EUR 52,429,000 and instructed the TFV to develop a draft implementation plan ("DIP") for reparations.[1]

2. On 18 February 2025, Trial Chamber II approved the DIP,[2] which the TFV had submitted on 3 September 2024,[3] and instructed the TFV to file a first update report on the implementation of reparations by 18 June 2025, four months from the date of their decision.[4]

3. The First Update Report on implementation of reparations in the present case was filed on 18 June 2025.[5]

4. On 25 July 2025, Trial Chamber II's Decision on the Trust Fund for Victims' first update report on the implementation of reparations was issued, granting the TFV's request to submit update reports every six months, in May and November.[6]

5. This update report pursuant to regulation 58 of the Regulations of the Trust Fund for Victims covers reparations related activities in Uganda in relation to the case of *The Prosecutor v. Dominic Ongwen* ("*Ongwen* case").

6. The structure of this report is guided by the status of implementation of reparations for victims of the *Ongwen* case as follows:

a. Contextual information;

b. Identification and eligibility;

c. Programmatic development;

d. Programme implementation;

e. Monitoring, evaluation, learning, and accountability;

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[1] Reparations Order, 28 February 2024, ICC-02/04-01/15-2074, paras 797, 800.
[2] Decision on the Draft Implementation Plan, 18 February 2025, ICC-02/04-01/15-2106 (Decision on the DIP).
[3] Trust Fund for Victims' submission of Draft Implementation Plan, 3 September 2024, ICC-02/04-01/15-2099, with Annex containing DIP chart.
[4] Decision on the DIP, para. 79.
[5] Trust Fund for Victims' First Update Report on the implementation of reparations in the Ongwen case, with Annexes I, II and III and Confidential Annex IV, 18 June 2025, ICC-01/04-01/15-2109 (First Update Report).
[6] Decision on the Trust Fund for Victims' first update report on the implementation of reparations, 25 July 2025, ICC-01/04-01/15-2110, paras 7-8.

f. Collaboration with stakeholders;

g. Communication and visibility;

h. Fund mobilisation and resources;

i. Funding status.

II. CLASSIFICATION OF PRESENT REPORT

7. Pursuant to regulation 23 *bis* (1) of the Regulations of the Court, the TFV has classified the present report as confidential given that the information contained in paragraph 31 has not yet been publicised. Annex I is classified as confidential given this is a confidential work product of the Registry.

III. CONTEXTUAL INFORMATION

8. The Registry's situational overview of Uganda, covering the period until 13 October 2025, including recent political developments, has been included as confidential Annex I to the present report for the information of the Trial Chamber.

IV. IDENTIFICATION AND ELIGIBILITY

9. In the *Ongwen* reparations proceedings, responsibility for the identification and determination of victims' eligibility lies with the Victims Participation and Reparations Section ("VPRS"). Pursuant to the Trial Chamber's guidance, the TFV is required to contact eligible victims within 30 days of VPRS' notification, for the purpose of informing them about the reparations programme.[7]

10. On 17 April 2025, VPRS transmitted to the TFV the eligibility and prioritisation assessment of a first batch with information of 549 participating victims assessed by VPRS as eligible for reparations in the present case and falling within the first priority category, i.e., vulnerable victims in dire need of urgent assistance. On 18 June 2025, VPRS transmitted the second batch of information of 92 eligible participating victims. This second transmission covered all applications that no longer have outstanding issues, including 31 victims falling in the first priority category and of 61 successors of deceased victims with complete resumptions of actions in the fourth category.

[7] Reparations Order, para. 10.

11. On 16 July 2025, VPRS transmitted the third batch of information of 83 eligible participating victims, including 20 victims falling in the first priority category and of 63 successors of deceased victims with complete resumptions of actions in the fourth category.

12. On 27 August 2025, VPRS transmitted the fourth batch of information of 1,496 victims eligible for reparations covering three victims falling in the first priority category, 1,444 in the second priority category, 12 in the third priority category, and 21 successors of deceased victims with complete resumptions of actions in the fourth category, in addition to 16 applications of newly identified beneficiaries, including two victims falling in the first priority category and 14 in the third priority category.

13. On 17 September 2025, a fifth batch of information of 25 victims assessed as eligible for reparations was transmitted. This batch was comprised of information of 12 successors of deceased victims with complete resumptions of actions in the fourth category, including three successors of victims who were previously transmitted in the first priority category, and 13 victims who were not participating victims, including three falling in the first priority category and ten in the third priority category.

14. On 15 October 2025, a sixth batch of information of 127 victims assessed as eligible for reparations was transmitted. This batch was comprised of information of 82 participating victims, including two falling in the first priority category, seven in the second category and 73 successors of deceased victims with complete resumptions of actions in the fourth category, and 45 victims who were not participating victims, including 13 falling in the first priority category, 31 in the third category and one in the fourth category.

15. The dossiers of these victims were transmitted together with an Excel table reflecting the assessment and information available to the VPRS at the time. In total, to date, the TFV has received the eligibility and vulnerability assessments of 2,356 victims: 2,282 participating and 74 non-participating victims.

16. The TFV will proceed to contact the beneficiaries within the deadline, when triggered by VPRS.

17. In parallel, the TFV and VPRS have developed a protocol for engagement with beneficiaries in the present case, to govern interactions with beneficiaries during the notification of eligibility and throughout the implementation period.

V. Programmatic Development

18. The TFV is currently in the preparatory phase of the programme, in which the TFV seeks to operationalise the measures contained in the TFV's Approved Implementation Plan.

19. The TFV has continued to develop the Programme Charter to integrate a description of all aspects of the programme ensuring incorporation of the reparation principles and knowledge management. The Programme Charter seeks to improve on past practice by providing a single point of access that facilitates effective knowledge transfer and organisational learning. The TFV considers the Charter to be an adequate and necessary complement to the schematic format adopted by the Trial Chamber in the *Ongwen* Reparations Order for the purposes of the Approved Implementation Plan and a key support to guide operations and information to stakeholders.

20. The TFV has also worked on setting up a database with key victims' information based on its experience in the Former Child Soldiers Programme (*Lubanga* and *Ntaganda* cases) and adapted to the circumstances of the *Ongwen* case.

VI. Programme Implementation

21. The Trial Chamber approved the following measures as part of the *Ongwen* reparations programme: 1) a participatory mechanism to ensure victim participation throughout the design and delivery of reparations;[8] 2) delivery of collective community-based physical, psychological, and socio-economic rehabilitation measures, collective community-based symbolic and satisfaction measures;[9] and, as included in Reparations Order, 3) delivery of a symbolic payment of €750 to each eligible direct and indirect victim.[10] This section describes the progress made in these areas.

a. Participatory Mechanism And Victims Engagement

22. As central to the reparations programme, the Approved Implementation Plan includes a participatory mechanism to enable victims to be engaged in the implementation process through their active and meaningful participation.

23. In February and May 2025, two sets of consultations took place on the set up of the participatory mechanism in Gulu with approximately 65 victims selected from across the four case locations of Abok, Odek, Lukodi, and Pajule as well as thematic crimes victims. The aim of the consultation was to understand the victims' views on the suitability, purpose, and design

[8] Decision on the DIP, para. 43.
[9] *Ibid.*, paras 53, 59, 74.
[10] *Ibid.*, para. 37; Reparations Order, para. 664.

of the representative committees as part of the participatory mechanism, the role and function of the representative committees, and the logistical arrangements and resources required to enable their operation. The TFV outlined the outcomes of these consultations in its previous report.[11]

24. *Next steps:* The next follow-up meeting on the participatory mechanism is set to take place between 10 and 14 November. This meeting will focus on the TFV's role in supporting these groups. Participants will also discuss the structure, governance, and composition of the committees as well as the logistical support required to support their functioning. In addition, participants will focus on validating codes of conduct and governance regulations as developed over the past months and discussed at previous sessions. Other next steps, in the sessions to follow, include the generation by participants of potential names of a first composition of the committees.

25. The TFV expects to engage the participatory mechanism from the second quarter of 2026 for the purposes of the first phase of implementation of the reparations programme in the present case.

b. Community-Based Measures and Symbolic Payment

26. The Approved Implementation Plan includes physical, psychological, and socio-economic rehabilitation measures as part of the rehabilitation component of the reparations programme,[12] as well as memorialisation and community-healing measures and measures countering stigma as part of the symbolic and satisfaction component of the reparations programme.[13] Trial Chamber IX included in the Reparations Order a symbolic payment of €750 for each eligible direct and indirect victim as part of the collective community-based reparations in the present case. This modality of reparations is not mentioned in the Approved Implementation Plan, as instructed in the Reparations Order, but forms part of the programme and it is contained in the Programme Charter.

i. Preparatory Steps for Symbolic Payment

27. Preparation for the implementation of the symbolic payment is part of preparation for programme implementation. The TFV has continued its preparation for the implementation of the cash modality, by (i) continuing to take stock of its institutional cash delivery practice and experience. The TFV is (ii) in the process of engaging cash delivery expertise to conduct a

[11] First Update Report, para. 27-47.
[12] Decision on the DIP, paras 44-66.
[13] Decision on the DIP, paras 67-74.

thorough comparison of delivery methods and to advise on any improvements needed to the TFV's policies for cash delivery.

ii. INCLUSION OF URGENT NEEDS VICTIMS IN ASSISTANCE PROGRAMME

28. Between 2023 and 2024, the Uganda Assistance Programme incorporated victims in urgent need who were represented by the legal representatives in the *Ongwen* case. These victims were referred by the legal representatives of victims to the TFV's implementing partners, through coordination with the TFV. In total, 422 such victims were referred to the programme. Originally established as a five-year programme commencing on 4 April 2019, the assistance programme, was extended in November 2024 by an additional year to ensure the continuation of treatment services. This extension was made possible thanks to the financial support from the Governments of the Netherlands and of Ireland, through their Embassies in Kampala.

29. The TFV, in developing its database for the *Ongwen* case over the past four months, has compared the information transmitted by VPRS about the 2,356 eligible victims, with the information about the aforementioned 422 victims. Preliminarily, the data reveals that approximately 300 victims found eligible by VPRS had been referred to the Uganda Assistance Programme as a result of a referral by their LRVs. As next step, the TFV will determine, in collaboration with the implementing partners in the assistance programme, whether these victims were taken into the programme and what services they benefitted from to, ideally, have this information available during intake into the reparations programme.

iii. IMPLEMENTATION OF FIRST PHASE OF REPARATIONS

30. The start of implementation of the reparations programme necessitates a) financial resources, b) victims ready to be incorporated in the programme, c) operational capacity/readiness for delivery of measures, and d) minimum conditions of access for the TFV and for implementing partners. In this respect, the TFV considers all such factors to be currently in place to enable the first phase of reparations to be started in the first quarter of 2026.

31. *Financial resources:* Having conducted a risk assessment to balance the implications of limited funding available against the needs of victims, the Board of Directors has decided to complement for a value of EUR 900,000 the Reparations Order against Dominic Ongwen. This complement, as per the Board of Directors guidance should enable commitments for the first two years of the first phase of reparations. Additional efforts are ongoing to mobilise resources to expand the annual value and the number of years for this initial phase.

32. *Availability of victims:* The eligibility assessments thus far received from VPRS to date indicate that of the 2,356 eligible victims, 606 victims fall under the first priority category, and are therefore in dire need of urgent assistance. The TFV has been informed by VPRS that the notification of eligibility of this category of victims is commencing in the month of November. The TFV is preparing to start reaching out to the victims within 30 days of such notification by VPRS. The TFV expects that many more victims will be found eligible in 2026 and be included in the next phases of the *Ongwen* reparations programme.

33. *Operational readiness:* The Trial Chamber had considered that the TFV's assistance programme could be an avenue to ensure that victims in dire need could directly access treatment.[14] However, the adoption of the Reparations Order coincided with the last year of the assistance programme, as well as with the decision of the Board of Directors to prioritise resources for reparations. In this regard, the continuation of the assistance programme would have necessitated additional procurement procedures, to enlarge the maximum sum of value of contracts, as well as available funding.

34. Nevertheless, to ensure operational readiness for the initial phase of reparations, following the decision of the Board of Directors to complement resources, while the procurement process for the reparations programme has been ongoing, the TFV has pursued avenues to ensure that eligible victims in dire need referred to the TFV by VPRS receive the urgent services and care required as a result of the harm suffered, once they have been so notified. In this respect, the TFV aims to address the dire needs of vulnerable victims through rehabilitative medical treatment, psychological, and physical health services. The incorporation of cash delivery into the activities of the first phase will be decided once the intake of victims has commenced, which will provide more information about their specific needs and inform choices on the delivery of this modality during the first phase.

35. *Minimum conditions of access:* The activities in the intended first phase of the programme consider victims located around all four case locations, Abok, Lukodi, Odek and Pajule, and thematic crimes victims situated across northern Uganda. Implementation of the first phase is contingent on access to diverse regions within northern Uganda where beneficiaries reside and where services will be delivered. As of the date of this report, conditions of access exist in the intended locations.

[14] Reparations Order, para. 820.

36. To do so, the TFV has taken the necessary programmatic, procurement and contractual actions to instrumentalise one existing contract from the assistance programme for the purpose of the *Ongwen* programme for an additional – seventh - contractual year.

37. Considering all the above factors, the TFV is in the process of developing a plan for the first phase of implementation that is expected to start in the first quarter of 2026.

iv. Selection of Implementing Partners

38. In order to deliver the reparative measures set out in the Reparations Order, and as noted in the Approved Implementation Plan, the TFV must engage organisations with the requisite technical expertise and contextual understanding to implement the programme effectively, and must select them in line with the Financial Rules and Regulations of the Court. The TFV has prioritised the design of a selection approach that reflects the principles of fairness, transparency, and inclusivity, particularly in reaching national and community-based actors. As previously reported, the expression of interest remained open until 1 October 2024 and was widely disseminated both online and within Uganda to ensure broad accessibility and inclusive participation.[15]

39. As of the date of this submission, the TFV has been in the process of finalising the applicable TFV Standard Operating Procedures ("SOP") concerning the procurement process consistent with the applicable core principles of impartiality, transparency, and accountability. As a next step, a Technical Evaluation Committee will be formed and the review process can begin and shortlisted applicant organisations will be formally notified.

VII. Monitoring, Evaluation, Learning, and Accountability

40. In submitting the DIP, the TFV proposed a feedback mechanism to be implemented together with the Registry alongside each measure of the reparation programme. The aim of the feedback mechanism was to enable beneficiaries to directly request information, provide feedback, ask questions, and convey complaints.[16]

41. The Chamber approved the feedback mechanism, concurring that the mechanism should be independent, cover all actors involved in the implementation of reparations, and be available

[15] First Update Report, para. 54-55.
[16] Draft Implementation Plan, 4 September 2024, ICC-02/04-01/15-2099-Anx, pp. 2, 7 (DIP); Registry's Observations on the Trust Fund for Victims' Draft Implementation Plan, 3 October 2024, ICC-02/04-01/15-2104, para. 15

in relation to all reparations' measures, instructing the TFV and Registry to safeguard the confidentiality of victims' information and to ensure cost-effective design of the mechanism.[17]

42. The TFV has started to develop feedback management tools, designed to ensure the prompt recording, response, and follow-up of victim feedback. The TFV will continue working on the development of these tools with VPRS and the participatory mechanism, once in place.

VIII. COLLABORATION WITH STAKEHOLDERS

43. *Interaction with the ICC Registry:* As part of cooperative institutional efforts, the TFV, VPRS, and PIOS continue to collaborate closely throughout the implementation of the reparations in the present case, in particular through a) meetings every other month to appraise each other of developments in the eligibility, notification, transmission, and public information and outreach fields, as well as on the progress of reparations design and implementation, and b) ongoing appraisal of each other's activities among relevant staff in the Country Office.

IX. COMMUNICATION AND VISIBILITY

44. The TFV has pursued a comprehensive communications and visibility strategy to support the implementation of the Reparations Order in the present case.

45. The strategy has aimed to inform stakeholders and the public about key developments in the implementation of the reparations to generate support for the TFV's urgent appeals for voluntary contributions and amplify the voices of victims.

46. Following the First Urgent Funding Appeal of EUR 5 million launched on 27 June 2024, the TFV has participated in numerous public events and high-level engagements to raise visibility. These engagements were promoted across the TFV's social media channels.

47. During the reporting period, the TFV sustained close engagement with key stakeholders, notably through its strategic media outreach. This included off-the-record briefings with prominent international media outlets, focusing on recent developments and progress.

48. *Consultation Report:* As previously reported and provided to the Chamber in the annex to the First Update Report, the TFV has prepared a report on the outcome of the consultations in order to provide a comprehensive overview of the consulted potentially eligible victims' views and concerns on the ordered reparations, including the symbolic payments, the preferred measures, and other considerations to take into account when designing and implementing the programme. In line with the planned activities, the formatted version of the report is under

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[17] Decision on the DIP, para. 77.

preparation. Once completed, the report will be published and supported by a comprehensive dissemination plan, both online and in print, across relevant fora to maximize outreach and engagement.

X. FUND MOBILISATION AND RESOURCES

49. In submitting the DIP, the TFV Board of Directors committed to mobilising the resources needed to complement in full or to the maximum extent possible the Reparations Order.[18] In doing so, the TFV Board of Directors underscored the common responsibility of the TFV, the Court and the States Parties in ensuring the integral, timely and high quality implementation of the Reparations Order, and recognised the importance of the call made by the Trial Chamber in the Reparations Order, on states and other donors for voluntary contributions to complement the payment of the reparations award.[19]

50. The success in mobilising resources for the *Ongwen* Programme relies on both institutional fund mobilisation capacity of the TFV as well as on dedicated and focused efforts in relation to the *Ongwen* programme. The success in mobilising resources for the Ongwen Programme depends both on the institutional fundraising capacity of the TFV and on dedicated, targeted efforts specific to this programme.

a. INSTITUTIONAL FUND MOBILISATION EFFORTS

51. In relation to institutional efforts, in September 2024, the TFV Board of Directors approved the framework of the fundraising strategy (TFV Fund Mobilisation Strategy) that was prepared by the Executive Director based on a review of the TFV Secretariat's capacities.

52. The TFV Fund Mobilisation Strategy considers the need of a dedicated capacity, not previously existing within the STFV to implement the strategy. The proposed capacity was considered and recommended by the Committee on Budget and Finance ("CBF") in their October 2024 recommendations to the Assembly of States Parties. Following engagements with States Parties at the annual session of the Assembly, additional capacity was approved and the External Relations Team was constituted in July 2025, and has since intensified the TFV's fundraising efforts across all cases and situations.

53. Based on the request of the Assembly of States Parties at its 23rd session for a facilitation for the TFV's fundraising efforts, at its fifth meeting in February 2025, the Bureau of the Assembly appointed Ambassador Vusimuzi Madonsela (South Africa) as a facilitator of the

[18] Trust Fund for Victims' submission of Draft Implementation Plan, 3 September 2024, ICC-02/04-01/15-2099, para. 31.
[19] *Ibid*., para. 32.

Working Group on the Trust Fund for Victims. The mandate of the facilitation includes follow up to IER recommendations, and consultations on the fundraising strategy of the TFV. Through the facilitation, the TFV has appraised State Parties of its urgent funding needs in order to fulfil the Court's mandate and deliver reparations to victims. Against this background, the TFV has consulted State Parties on its comprehensive fund mobilisation framework, highlighting the support required from States to implement it.

54. In its Report of the 48th Session in October 2025, the CBF noted TFV efforts on fund mobilisation, the increased workload of the TFV, and expressed interest in ongoing consultations concerning para 2(d) of ICC-ASP/Res/1/6 concerning the additional resources the Assembly of States Parties may assign to the TFV, in order to strengthen the financial sustainability of the TFV's reparative mandate given this mechanism's potential to provide more predictable and structured funding. In addition, the CBF recommended Court officials and States Parties to actively support and promote the work and mandate of the TFV.

55. Results for fund mobilisation efforts based on the implementation of this strategy are expected in the mid-term only. To project results it is also essential to acknowledge the recent drastic changes in development funding world-wide, which will affect the feasibility of increased contributions to the TFV.

56. As part of the development of the fundraising and management plans, the TFV is actively working to diversify its donor base and explore new funding streams, such as European Commission and individual donations as well as strengthening partnerships with existing supporters. The TFV is also significantly increasing its visibility, demonstrating impact and results of its activities through more strategic communications, external relations and participation to events, which are essential to maintaining donors and prospects' confidence and interest in the TFV. In this regard, the project of the new website of the TFV as part of the TFV Communications Strategy is under implementation.

57. The TFV has additionally been piloting modalities of sponsored campaigns, where entities external to the TFV volunteer time and effort to target specific markets for the purpose of small giving. The first was launched on 17 July at the initiative of the Office of Public Counsel for Victims ("OPCV") on the 20th Anniversary of its establishment. A legal framework for the relationship was piloted on this occasion, which includes provisions for the transfer of funds to the TFV. The campaign, which will run until December 2025, uses a crowdfunding platform and has since its launch collected over € 25,000, which is already more than twice the amount of individual contributions collected in 2024.

58. Despite these efforts, the global landscape for the mobilisation of resources has become more challenging in 2025 due to numerous international developments in relation to politics, trade and security. In this regard, the TFV regretfully anticipates that the income it will be able to collect in 2025 will drastically decrease, in comparison to the resources mobilised in the past year.

b. *Ongwen*-Programme-Specific Mobilisation Efforts

59. Since it was seized by the issuance of the Reparations Order, the TFV Board of Directors has remained informed of the activities undertaken in the development of the programme. An urgent funding appeal was issued on 27 June 2024 to initiate the reparations programme. The TFV has since engaged in various fora, including in Uganda, on the basis of this fundraising appeal. Nevertheless, donations by states have, so far, not been earmarked to the *Ongwen* case.

XI. Funding status

60. In July 2025, the TFV Board of Directors meeting addressed complements to payments of Reparations Orders and fund allocations for 2025. As mentioned above, at this meeting, the Board of Directors decided on a first complement to the payment of the Reparations Order to enable the TFV to develop a plan for first phase of implementation of the reparations programme in the present case, including engagement with victims as part of participatory mechanism.

61. The TFV will continue appraising the Trial Chamber of developments on fund mobilisation, allocated resources, and any decision on complement and inform the Trial Chamber and the victims of a potential start date of the programme as soon as such information becomes available.[20]

XII. Conclusion

62. The TFV respectfully requests the Trial Chamber to take note of the present report.

[20] See Decision on the DIP, para. 14, disposition.

Deborah Ruiz Verduzco
Executive Director, Trust Fund for Victims

Dated this 5th of November 2025

At The Hague, The Netherlands