

JRLOS II Comprehensive M&E Framework 2013/14 – 2017/18, as of 12 June 2014

INDICATORS	EXPECTED PERFORMANCE							POLICY ACTIONS/STRATEGIES	Responsibility Centre
	Baseline 2012/13	Target 13/14	Target 14/15	Target 15/16	Target 16/17	Target 17/18	Source of Data		
OUTCOME 1: Enhanced Sector Capacity and Coordination									
Level of satisfaction of service delivery in the Justice Sector	69.9% (2012)	72%	73%	74%	76%	78%	RGB ¹		MINIJUST/JSCS ²
OUTPUT 1.1: Sector Capacity Building Strategy developed and implemented									
Progress in developing and implementing the sector capacity building strategy	No sector capacity strategy	-	CB Strategy developed	CB Strategy implemented by 50%	CB Strategy implemented by 80%	CB Strategy implemented by 100%	JSCS, JRLOS institutions	1. Develop the Sector Capacity Building Strategy by year 2 2. Implement the sector capacity building strategy according to agreed targets	JSCS Sector institutions
OUTPUT 1.2: Sector Change Management Strategy developed and implemented									
Progress in developing and implementing the sector change management strategy	No sector change management strategy	-	Sector change management Strategy developed	Change management strategy implemented by 50%	Change management strategy implemented by 50%	Change management strategy implemented by 50%	JSCS, JRLOS institutions	1. Develop the Sector Change Management Strategy by year 2 2. Implement the sector Change Management strategy according to agreed targets	JSCS Sector institutions

¹ RGB, Rwanda Governance Scorecard, 2012

² Justice Sector Coordination Secretariat

OUTPUT 1.3: Sector Management Information System designed and implemented									JSCS/ MINIJUST
Progress in implementing Sector IECMS	No sector MIS existing	Enterprise Architecture finalised	Equipment/hardware installed	50% usage	75% usage	100% usage	JRLOS coordination secretariat	<ol style="list-style-type: none"> 1. Carry out Enterprise Architecture studies 2. Install IECMS equipment/hardware 3. Strengthen human resource capacity to implement the IECMS 4. Establish integrated crime management system Monitor usage of the IECMS 	RNP NPPA Judiciary
OUTPUT 1.4: Networking and coordination between the JRLOS institutions and other stakeholders strengthened									MINIJUST
Level of networking and coordination	Insufficient	High	High	Very high	Very high	Very high	ES JSCS	<ol style="list-style-type: none"> 1. Develop a JRLOS stakeholders' coordination manual/guide/framework 2. Establish and strengthen coordination mechanisms at the decentralised levels 3. Promote new networking and coordination strategies between all JRLOS institutions and stakeholders 	JSCS
OUTPUT 1.5: Professional and practical legal skills of both public and private sector lawyers enhanced									ILPD
Number of ILPD graduates from public and private sector trained in DLP ³ and DLD ⁴	118	195	380	420	450	475 ⁵	ILPD reports	<ol style="list-style-type: none"> 1. Fast-track ILPD reforms aimed at adopting a business model 2. Strengthen ILPD infrastructure to facilitate increased intakes and cost reduction 3. Strengthen ILPD's human resources and structural management 4. Diversify ILPD's modes of teaching 	JRLOS
Number of public and private sector lawyers trained in critical and rare skills	1872	300	450	600	750	810	ILPD reports	<ol style="list-style-type: none"> 1. Identify and develop relevant practical legal skills training courses 2. Promote skills training to bridge skills gaps in the Sector 3. Devise diverse skills training delivery modes and provide training 4. Develop a marketing strategy to reach diverse sectors of society such as banking, insurance, CSOs etc. 	ILPD
OUTPUT 1.6: Second phase of ILPD building completed									
% construction work done	-	Final decision	40%	70%	100%	-	ILPD reports	<ol style="list-style-type: none"> 1. Secure final decision by key stakeholders such as MINECOFIN, MINIJUST, Judiciary and NPPA on the 	

³ Diploma in Legal Practice

⁴ Diploma in Legislative Drafting

⁵ This number includes 365 trainees comprising of 325 judges and Prosecutors and 40 legal drafters. The rest (110 trainees) are from the private sector.

		on construction agreed						construction plan and its funding	
								2. Ensure that the construction respects architectural standards and environmental norms.	
OUTCOME 2: Strengthened Universal Access to quality Justice									MINIJUST
Backlog of court cases	42% (15,189 cases-2012)	40%	38%	35%	32%	30%	RGB		RGB
Access to Legal Aid	67.1% (2012)	-	70%	72%	74%	76%			
OUTPUT 2.1: Management of civil, criminal and commercial cases improved									Judiciary
Number of civil, commercial and criminal cases processed	50,040	53,760	57,120	60,480	63,840	67,200	Reports, Supreme Court	1. Restructure the functioning of the court system to ensure increased efficiency and speedy processing of cases	
Change in the number of case backlog ⁶	42% (15,189 cases-2012)	40%	38%	35%	32%	30%	Reports, Supreme Court	2. Fast-track efforts to eliminate case backlog in the Supreme court 3. Strengthen internal management such as developing and implementing an electronic system 4. Rehabilitate and expand court house infrastructures 5. Strengthen and support the functioning of Alternative Dispute Resolution (ADR) and Arbitration mechanisms such as the <i>Abunzi</i> system and identify other ADR mechanisms 6. Streamline coordination framework among JRLOS institutions and local government and establish a clear appeal system for cases before they can be filed to courts. 7. Empower the Office of the Ombudsman to deliver binding decisions in administrative cases	

⁶ (%) Backlog cases are those awaiting trial for more than 6 months

Average time taken for commercial cases from filing to court decision (sentencing)	180 days	170 days	160 days	150 days	130 days	120 days	Judiciary reports	<ol style="list-style-type: none"> 1. Reduce commercial case backlog 2. Improve quality of commercial judgments 3. Increase commercial justice information availability to stakeholders. 	Judiciary
OUTPUT 2.2: Justice delivery at local level reinforced									MINIJUST
Percentage of cases received and settled by Mediation Committees (Abunzi)	82,5 % (47,520 Cases), 2012/13	85% of cases received are settled by Abunzi	88% of cases received are settled by Abunzi	91% of cases received are settled by Abunzi	93% of cases received are settled by Abunzi	96% of cases received are settled by Abunzi	MINIJUST and Legal Aid Secretariat reports	<ol style="list-style-type: none"> 1. Strengthen the Abunzi institutional (legislative) and management structure as well as M&E system 2. Develop and implement a MIS for Abunzi 3. Strengthen Mediation committees through regular training on the most often used laws and cases and mediation skills 4. Support the functioning of Abunzi through provision of materials such as registers, pens, scarfs, filling suitcases etc. to ensure operational efficiency and affordable incentives. 5. Improve the logistical capacity of Abunzi through provision of computers, internet connectivity and office furniture 6. Provide Abunzi with relevant incentives. 	NHRC Office of the Ombudsman
Number of fully operational JRLOS Committees at the District level	N/A	Committees established	18	30	30	30	JSCS reports, ES MINIJUST	<ol style="list-style-type: none"> 1. Establish JRLOS Committees at the decentralised level and strengthen legal framework for their functioning 2. Develop and implement monitoring and evaluation strategies for effective functioning the committees 3. Reinforce the functioning of decentralised JRLOS Committees through the provision of necessary materials. 	JSCS MINIJUST
OUTPUT 2.3: Legal Aid Policy established and implemented									MINIJUST
Change in number of people receiving free/subsidised legal representation, advice,	82,738 ⁷ cases handled and resolved	Legal aid policy approved by cabinet	5% increase	5% increase	5% increase	5% increase	MINIJUST (NLAS) report NHRC Office of	<ol style="list-style-type: none"> 1. Established and strengthen governance and management structures for legal aid provision 2. Improve provision of legal advice and assistance 3. Establish a referral system among ADR institutions to strengthen coordination of Legal aid provision 4. Expand and improve provision of legal representation for the people in need particularly women, children, 	

⁷ This number comprises: Abunzi 47,520, MAJ: 32,822 and RBA: children: 1,726 and pro-bono services: 670.

assistance and mediation.							the Ombudsman	<ul style="list-style-type: none"> 5. Reinforce Legal aid in instances of miscarriage of Justice (Ombudsman and Human Rights Commission) 6. Strengthen and improve the capacities of legal aid providers 7. Develop and implement quality control system for legal aid provision 	
OUTPUT 2.4: Execution of Court (including Gacaca) judgments improved									MINIJUST
Year on year decrease of the number of enforcements ⁸ taking longer than the legal maximum (3 months)	N/A	N/A	Reduce by 5%	Reduce by 5%	Reduce by 5%	Reduce by 5%	MINIJUST, and Bailiffs Association	<ul style="list-style-type: none"> 1. Review and update the regulation of the professional and non-professional bailiffs 2. Reinforce and fast-track efforts for resolving Gacaca judgment execution issues 3. Develop the capacity and skills of Bailiffs 4. Strengthen the reporting system on the execution of judgment 5. Reinforce and monitoring and evaluation of tools and for judgment execution 6. Carry studies and needs assessment on judgment execution 	MINALOC CNLG
OUTPUT 2.5: Alternative penalties identified and implemented									MINIJUST
Percentage change in number of appropriate convictions resulting in non-custodial sentences	N/A	-	Establish baseline	15%	20%	25%	ES reports, MINIJUST	<ul style="list-style-type: none"> 1. Conduct study to establish baseline data on number of non-custodial sentences 2. Carry out legislative reform of both the Penal Code and the Presidential Order determining the modalities for implementation of TIG. 3. Increase the use of fines through a system of day fines 4. Increase the use of suspended sentences 5. Improve sentencing information available to judges for sentencing purposes 6. Introduce trainings on use of alternatives amongst police, prosecution, lawyers and judiciary. 7. Introduce probation system and diversion schemes for minors 	Judiciary MININTER

⁸ Only cases that parties bring to the attention of Bailiffs

OUTPUT 2.6: Quality of judgments maintained and written laws consistently and effectively enforced									JUDICIARY
% of appealed judgments overturned	28% (2011/2012)	25%	23%	22%	20%	15%	Judiciary reports	<ol style="list-style-type: none"> 1. Use of precedence in delivering decisions 2. Encourage research and specialisation in various fields of law 3. Closely monitor the quality judgments 4. Develop quality judgment standards. 	
Percentage of cases consistent with the law	N/A	Establish baseline	-	-	-	100%	Judiciary NPPA	<ol style="list-style-type: none"> 1. Conduct a baseline study by Judiciary Inspectorate on what percentage of court proceedings and judgments that are consistent with the law 2. Conduct a baseline study by the NPPA Inspectorate on what percentage of prosecutors' actions and charges are consistent with the law 3. Establish a mechanism of follow up and monitoring of consistent and effective enforcement of Rwanda's laws 4. Solving all uncompleted cases brought forward as backlog. 	
OUTCOME 3: Effectively combated impunity for international crimes and genocide ideology; strengthened truth-telling and reconciliation									NPPA +CNLG
Reconciliation, Social Cohesion and Unity	83.4% (2012)	-	85%	87%	88%	89%	RGB		RGB
OUTPUT 3.1: Prosecution and judgment of international crimes including genocide fugitives accelerated									NPPA
Number of indictments for international crimes including genocide issued	50	91	252	252	253	252	NPPA reports	<ol style="list-style-type: none"> 1. Strengthening the genocide fugitives tracking Unit to reinforce its human resources, technical capacity and transportation facilities 2. Reinforcing the ability of the institution to actively follow up on the trial process of international crimes including genocide 3. Strengthening the International Crimes Unit 4. Carry out assessments of international crimes prosecution efforts 	MINIJUST
OUTPUT 3.2: Dialogues and awareness raising for promotion of unity and reconciliation fostered									NURC

The Status of unity in Rwanda	30.5% ⁹ of Rwandans judge each other based on ethnic stereotypes	-	25%	-	-	20%	NURC reports	<ol style="list-style-type: none"> Promote unity through dialogues in the community Awareness raising and dissemination of research findings and writings on unity and reconciliation Engaging civil society and non-governmental and private sector institutions Monitor how the institutions abide by the Unity and Reconciliation Policy. 	All government and non-governmental institutions
OUTPUT 3.3: Genocide prevention promoted and genocide ideology, denial and trivialisation combated									CNLG
Status of genocide ideology in Rwanda	N/A	Establish baseline	-	5%	-	10%	CNLG/ RGB Research reports	<ol style="list-style-type: none"> Strengthen strategies for the prevention and fight against genocide and its ideology Reinforce preservation of the memory of genocide Improve advocacy for the improvement of the living conditions of genocide survivors Establish mechanisms for the management of the consequences of genocide Strengthen and coordinate research on genocide Preserve the documentation on genocide Promote and preserve Gacaca Courts records Establish and operationalise Gacaca archives and documentation Centre. 	JRLOS
OUTCOME 4: Enhanced rule of Law, Accountability and Competitiveness									
Quality and impact of Rwandan laws	N/A	-	Baseline established ¹⁰	3% increase	7% increase	10% increase	ILPD MINIJUST		
Control of corruption, transparency and accountability	77.1% (2012)	-	73%	75%	78%	80%	RGB		
OUTPUT 4.1: Improved legal and policy framework affecting the administration of justice									RLRC

⁹ Rwanda Reconciliation Report, 2010

¹⁰ Baseline will determine whether or not the annual targets will be revised.

% of user's perception of the quality and impact of Rwandan laws	N/A	Roles and functions in the legislative process clarified	Establish baseline	3% increase	7% increase	10% increase	MINIJUST/JSS Surveys	<ol style="list-style-type: none"> 1. Carry out a study on "Mapping the legislative process" 2. Conduct a study on the Quality and Impact of Rwandan Laws. 3. Develop clear coordination procedures and guidelines for efficiency of the legislative process that includes orderly stakeholder participation 4. Develop a collaboration framework with Parliament to support Parliamentary committees in the final phase of the decision making process 5. Strengthen quality control and tools such as clear drafting and translation guidelines and instructions 6. Conduct periodic assessment of the impact of laws. 	MINIJUST/JSS ILPD
OUPUT 4.2: Existing laws modernised, operationalised, indexed and codified.									RLRC
Number of legal instruments drafted, indexed and codified	<ol style="list-style-type: none"> 1) Inventory of all existing laws is available; 2) all laws needing reform are identified and prioritised; 3) Research on indexing carried out; and 4) 30% of prioritized legal instruments drafted 	<p>30% of prioritised laws needing reform analyzed & drafted; 60% of implementing legal instruments drafted; 50% of existing laws indexed and codified; Guidelines for dissemination and sensitisation in place.</p>	<p>60% of prioritised laws drafted; 90% of implementing legal instruments drafted; 80% of existing laws indexed and codified</p>	<p>90% of prioritised laws needing reform analyzed and drafted; 100% of implementing legal instruments drafted; 100% of existing laws indexed and codified</p>	<p>100% of prioritised laws needing reform analyzed and drafted; All implementing legal instrument drafted on publication of laws providing for them?</p>	<p>all prioritised laws needing reform analyzed and drafted; All implementing legal instruments are drafted on publication of laws providing for them?</p>	RLRC Reports	<ol style="list-style-type: none"> 1. Carry out annual update of inventory of all existing laws 2. Develop a legislative drafting, coordination and procedures manual for the legislative process to ensure stakeholder participation and quality legislation 3. Improvement of laws based on society needs 4. Raise awareness of the population on laws applicable in Rwanda and their dissemination 5. Conduct study on Rwanda legal system (challenges and opportunities, recommendations for action) 6. Codified laws, law journals and brochures accessible to the public from 2014/15-2018. 	MINIJUST

OUTPUT 4.3: Rwandan laws are harmonised/approximated with EAC, & other regional and international (ratified legal) instruments									RLRC
% of laws (disaggregated) harmonised and/or approximated with international (ratified legal) instruments	Inventory of Rwandan laws to be harmonised and/or approximated available; Partnership with Trademark East Africa (TMEA) established	1) 30% 2) Inventory of all regional and international instruments ratified by Rwanda created	60%	90%	100%	1) 100% 2) Inventory updated.	NLRC Reports	1. Inventory of all Rwandan laws needing harmonisation and/or approximation within EAC instruments 2. Inventory of international instruments ratified by Rwanda 3. Harmonise/approximate Rwandan laws based on well researched parameters on international instruments. 4. Prepare periodic reports.	MINIJUST
OUTPUT 4.4: Mechanisms to fight injustice and corruption strengthened									OMBUDSMAN
% of corruption cases received and completed	61.5% cases	Increase by 3%	Increase by 5%	Increase by 7%	Increase by 8%	Increase by 10%	RGB/ Ombudsman Report	1. Reinforce the mechanisms to accelerate investigation and prosecution of alleged corruption 2. Reinforce mechanisms for preventing and fighting injustice and corruption 3. Establish and strengthen anti-corruption Consultative Councils at Sector and Cell levels; 4. Strengthen mechanism of receiving and conducting investigations on corruption cases, injustice complaints, violations of assets declaration obligation and non-compliance with the leadership code of conduct 5. Develop and implement a complaints referral mechanism between complaints handling institutions such as Ombudsman, MINIJUST, RNP, NPPA, and NHRC 6. Implement a new system of receiving and solving complaints by using new technology.	
Number of corruption cases definitively decided by court									
% of injustice complaints received and completed	68%	Increase by 2%	Increase by 4%	Increase by 6%	Increase by 8%	Increase by 8%			

Outcome 5: Maintained safety, law & order and enhanced adherence to Human Rights.									MININTER + RNP
Personal and Property Safety	91.6% (2012)	-	92%	92.5%	93%	94%	RGB		
Serious crime rate	-	11.3% reduction (2013/14)	5% reduction	5% reduction	6% reduction	8% reduction	JRLOS		RNP
Self- reliance rate ¹¹	35% (2012/13)	55%							
OUTPUT 5.1: Community participation and awareness on crime prevention improved									RNP
Number of Community Policing Committee members trained and anti-crime clubs established and sensitised	8,717 Trainers for CPCs trained and 504 anti crime clubs created	1200 CPC members will be trained and more 60 anti-crime clubs created	1200 CPC members will be trained and more 60 anti-crime clubs created	1500 CPC members will be trained and more 60 anti-crime clubs created	1500 CPC members will be trained and more 60 anti-crime clubs created	2000 CPC members will be trained and more 60 anti-crime clubs created	RNP Reports	<ol style="list-style-type: none"> 1. Design and implement mechanisms to strengthen RNP community policing partnerships 2. Streamline and periodically update the training materials and delivery methods for CPCs CLOs and DCLOs¹² 3. Provide operational equipment and facilities to CLOs, DCLOs, and CPCs. 4. Develop and implement strategies for establishing anti-crime clubs and for strengthening their operation 5. Raise awareness on the role of CPCs and anti-crime clubs 6. Engage private sector, civil society and non-governmental institutions to harness their contribution in capacity development of CPCs and anti-crime clubs. 	MINALOC

¹¹ Self- reliance rate is the income generated/budget for inmates' feeding

¹² District Community Liaison Officers

OUTPUT 5.2: Crime prevention capacity improved									RNP
Number of Police Officers trained in crime prevention techniques, technologies and equipment acquired	645 Police Officers trained in various specialized training	More 250 Police Officers will attend various specialized training	More 275 Police Officers will attend various specialized training	More 300 Police Officers will attend various specialized training	More 300 Police Officers will attend various specialized training	More 350 Police Officers will attend various specialized training	RNP Reports	<ol style="list-style-type: none"> 1. Design crime prevention capacity strategy 2. Improve crime prevention, public order and safety processes 3. Train police officers in crime prevention techniques, public order and safety 4. Identify and document serious crimes 5. Acquire technologies and equipment for crime prevention, detection and public order and safety 	MININTER MINADEF
OUTPUT 5.3: RNP's disaster management capacity improved									RNP
Number of disaster management equipment acquired	3: 2 fire fighting, 1 crane	5: 1 aerial apparatus, 1 flight carrier, 1 rescue truck, 1 recovery truck, and 1 excavator machine	6 fire fighting rapid response vehicles acquired + gadgets	6 small fire fighting vehicles + gadgets	1 heavy rescue machines + gadgets	1 heavy rescue machines + gadgets	RNP Reports	<ol style="list-style-type: none"> 1. Reinforce Disaster management capacity through acquisition of equipment such as fire fighting trucks and relevant gadgets etc. 2. Engage the public-private partnership in acquisition of disaster management equipment 3. Decentralise the disaster management unit 4. Upgrade Police Officers skills capacity in disaster management 5. Develop and implement public awareness strategies on disaster prevention and management 	MININTER
OUTPUT 5.4: Criminal investigation capacity enhanced									RNP
Number of trained investigators	260 more Police investigators were trained	200 more Police investigators will be trained	200 more Police investigators will be trained	150 more Police investigators will be trained	150 more investigators will be trained	200 more Police investigators will be trained	RNP Reports	<ol style="list-style-type: none"> 1. Improve and strengthen crime detection capacity through acquisition of materials and equipment 2. Ensure continuous capacity development of police officers on crime prevention, detection, and investigation 3. Strengthen the Kigali Forensic Laboratory by providing equipment and relevant trainings to all users. 	NPPA MININTER

OUTPUT 5.5: Awareness and respect of Human Rights strengthened								NHRC	
Proportion of registered human rights cases processed by the NCHR	74.3%	80	82	84	87	90	NHRC reports	1. Educate and sensitize the population on Human Rights issues 2. Investigate Human Rights violations 3. Monitor the respect for Human Rights issues in the society	MINIJUST CSOs
Number of sensitized and trained population by target group	36.338	8.538	15.835	17.350	18.757	20.103			
Status in respecting ratified international treaty obligations	83.2% (2012)	-	National Plan of Action finalised Human rights indicators under the UPR established	85%	-	86%	RGB	1. Prepare, approve and publish the National Plan of Action on Human Rights 2. Create a national system of human rights indicators under the UPR 3. Improve the monitoring of treaty body recommendations implementation 4. Prepare and submit relevant treaty body reports on time 5. Facilitate and coordinate the participation of Treaty Body Reporting Taskforce which include government institutions and CSOs. 6. Develop the capacity of CSOs in HR mechanisms.	
OUTPUT 5.6: Detention facilities and conditions improved								RCS	
Percentage change in accommodation space per inmate	2.78 Meters squared	5% increase	5% increase	5% increase	5% increase	5% increase	RCS reports	1. Strengthen the rehabilitation and extension of existing prison facilities to conform to international standards 2. Relocation of some prison facilities 3. Implement the RCS Correctional Policy 4. Rehabilitate and construct Police detention infrastructure.	RNP MININTER
% of prisons population above the minimum admitted BMI [Av. body mass index per inmate]	Above 18.5: 98%	Above 18.5: 99%	Above 18.5: 100%	Above 18.5: 100%	Above 18.5: 100%	Above 18.5: 100%		1. Streamline the production of specific foods to improve the inmates' diet 2. Develop and implement a special programme to cater for inmates with special dietary needs 3. Promote partnerships and collaboration to enhance inmates' nutrition and general medical care.	

OUTPUT 5.7: RCS capacity development enhanced and productivity improved									RCS
Self-reliance rate [self-reliance rate=income generated/budget for inmates' feeding]	35%	50%	55%	60%	65%	70%	RCS production reports	<ol style="list-style-type: none"> 1. Promote talent identification, life skills building, education, referral of beneficiaries and vocational services 2. Promote measures for prisoner behavioural and mind set change to prepare them for reconciliation and integration back in society 3. Proactively promote self-reliance values and enforce policy for maximum utilization of available manpower in high-yield industries 4. Initiate tangible actions to integrate RCS production into national supply chains 5. Strengthen project design and appraisal skills of production officers 6. Closely liaise with private and public stakeholders to identify opportunities and/or challenges that will shape production opportunities and outcomes 7. Advocate for the reduction of unpaid works in favour of paid ones while recognizing unpaid works in case of unbudgeted government programs 8. Promote use of new modern technologies. 	MININTER
