- i. Identify, document and fight crimes by training 275 policy officers in crime prevention techniques: From July 2014/15 to June 2015, seven hundred twenty four (724) Police Officers (263%) have completed various general and specific courses, including serious crimes: murder, armed robbery, breaking and theft, rape, and defilement.
- ii. Restructure and strengthen the functioning of Kigali Forensic Laboratory by providing equipment and training to users in the forensic sector: Targeted activities in 2014/15 were the elaboration of the strategic paper highlighting the remaining works, required equipment, time frame for work execution, budget implication, drafting and cabinet approval of the law establishing the National Forensic Laboratory have been realized. The law has even been adopted and published.

2.1.2.8. Personal and property safety

The "personal and property safety" were scored at 91.68% in 2012, and the target for 2014/15 was to increase that score up to 92%. In the Rwanda Governance Score card (RGS) edition 2014, the "personal and property safety" were scored at 93.56%⁷ which overachieved the set target. The following are some Policy actions that contributed to this achievement:

- i. Reinforce disaster management capacity through acquisition of material and equipment: Six (6) response fire fighting engines were acquired as planned: i.e one water tank; one cesspool emptier truck; three fire trucks and one fire fighting tank truck with spare parts. Also in partnership with MINALOC, Rwanda National Police procured 4 additional fire engines which were thereafter deployed in Provinces.
- ii. Improve community participation and awareness on crime prevention: While it was planned to train 2,800 CPCs members; to create and sensitize 100 anti crime clubs into secondary schools in 2014/15, the RNP has trained 17,558 CPCs (627%) from different Districts and it has established 120 anti-crime clubs (120%) in different secondary schools. The raison of this over performance is the good partnership between community policing department and Districts and Schools.

2.1.2.9. Self- reliance rate [self- reliance rate income generated/budget for inmates' feeding]

The set target for 2014/2015 concerning the self reliance rate was 55%, but at the end of that year, the self reliance rate was 48.5%. This low performance was due to the challenges met while implementing the following policy actions:

i. Promote self-reliance values and enforce policy for maximum utilization of available manpower: It was planned to generate 2,500,000,000 Rwfs in 2014/15. At the end of the year, the total value of the production was equal to 1,651,558,141 Rwfs. By considering the total production value of 1,651,558,141 Rwfs and the budget for inmates' feeding equalling to 3,402,000,000 Rwfs, the self-reliance rate is 48.5% instead of being 55% as set. This is

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⁷ RGB, op.cit. p15.

due to many factors: RCS has experienced many challenges such as low investment budget and a big number of unpaid works; as a public institution RCS is not allowed to compete for public tenders; lack of modern equipment; etc. Nevertheless, MUHABURA Multi-choice Ltd has been established as a solution to boost RCS productivity.

- ii. Promote measures for prisoners behavioural and mindset change to prepare them for reconciliation and integration back into society: Even if continuous, policy actions such as transformation, rehabilitation and reintegration programs have been introduced in all prisons and helped in achieving the set target. For instance 2,852 men and 2,083 women were trained in various vocational training from July 2014 up to June 2015 to prepare them for reintegration in the society after their sentence.
- **N. B:** During the 2014/2015 financial year, some challenges and strengths have been observed throughout Justice Sector institutions.

> Strengths of policy implementation

The most important strength identified which led to the mentioned achievement is the strong commitment and active involvement in the implementation of the sector priorities demonstrated by all JRLOS stakeholders (public and private institutions, civil society organizations and development partners) at all levels.

> Challenges encountered

- ✓ The most important reason given for not implementing or partially implementing activities was the lack of budget:
- ✓ The 2014/15 was also characterized by restructuring problems in some of JRLOS institutions. This affected the ability and desire of fully implementing planned activities.

2.2. Analysis of progress in achieving EDPRS 2 midterm targets

During the elaboration of EDPRS 2, JRLOS institutions agreed upon to contribute to the following EDPRS 2 outcome as mentioned in "EDPRS 2 Core Indicators Matrix": **Enhanced rule of law, accountability and business competitiveness environment**". Planned target for 2014/15, the current status as per the RGS edition 2014, and the EDPRS 2 midterm targets in 2015/16 are given in the following table:

EDPRS 2 OUTCOME	OUTCOME INDICATOR	UNIT	BASELI NE (2012) VALUE	2014/1 5 target	Actual target 2014/15	2015/16 target	2016/17 target
Enhanced rule of law, accountability and business competitivenes s environment	Adult population with confidence in the control of corruption, transparency and accountability	Percent	77.1 (2012)	73	79.04	78	79

The target for 2014/15 was to get 73% as scores for the control of corruption, transparency and accountability. In the Rwanda Governance Score card (RGS) edition 2014, RGB reported that the control of corruption, transparency and accountability scored at 79.04%. As it can be seen in the above table, the JRLOS EDPRS 2 core indicator exceeded the target for both 2015/16 and 2016/17.

The following table shows the targets for various outcome indicators which will inform the 2016/17 and 2017/18 planning and budgeting process:

EDPRS OUTCO ME	OUTCOME INDICATORS	UNIT	BASELINE (2012) VALUE	Actual 2014/15	2015/16 Target	2017/18 Target	DATA SOURCE
Enhance d rule of law,	a) Adult population with confidence in Rule of Law	Percent	73.3 (2012)	81.64	74	>75	RGB
accounta bility and business	(b) Adult population with confidence in Safety and security	Percent	91.3 (2012)	91.96	92	93	RGB
competiti veness environm ent	(c) Adult population with confidence in the control of corruption, transparency and accountability	Percent	77.1 (2012)	79.04	78	79	RGB
	(d) Adult population with confidence in the Respect for Human Rights (Political Rights and Civil Liberties)	Percent	73.6 (2012)	77.05	75	76	RGB

From the table above, it is evident that JRLOS has already exceeded the EDPRS2 Mid Term targets and intends to revise the targets upwards due to the fact that the current achievement for some indicators' targets have exceeded the 2017/18 targets. However, the change will be effected during the next Forward looking Joint Sector Review.

2.3. A brief assessment of progress in achieving 2015/16 policy actions

During 2015/16 Forward Looking Joint Sector Review meeting, which was held on 1st June 2015 JRLOS institutions selected 7 sector indicators and 17 policy actions to be implemented. This sub section report on progress of the achievement of quarterly target as agreed upon within Sector institutions.

Description		Partially achieved as in planned in Q1	Not achieved as in planned in Q1	Total
Q1 policy action targets	12	2	3	17

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Regarding planned targets to be delivered in Q1 of 2015/16 budget year; 11 out of 17 targets were fully achieved as planned including digitalization of Gacaca archives whose the success level is impressive: 50,000 out of 80,000 pages of Gacaca documents targeted in 2015/16 have been already digitalized. Targets in the following 2 policy actions were partially achieved: - target relating to the completion of corruption and injustice cases received [among 791 complaints to be treated, only 410(52%) were treated against the target of treating 74% of them; with the target of completing 68.5 % of corruption cases received, in the 27 corruption cases received, only 8 (29.5%) cases were closed, 13 cases are still ongoing while the analysis of 6 cases has not yet started]; - elected mediation committees were trained as planned, but 60% of them were not provided with basic materials as planned and 50% of those mediation committees were not yet facilitated with communication and insurance scheme as planned. Implementation of three (3) policy actions has not yet started:

- Strengthening of the Kigali Forensic Laboratory by refurbishing and partially equipping
 the National Forensic Laboratory. The reason of not implementing planned activities is
 due to the payment delay of pending invoices of Contractor. As remedial action to this
 issue, a meeting to examine the way forward is planned by the end of October 2015.
- Due to the fact that no budget has been allocated to the "Implementation of irrigation project at Bugesera Prison" and "the equipment of Muhabura MC Ltd with 2 agricultural machines" the two projects have not yet started. Therefore, the Backward Looking Joint Sector Review meeting of 03rd November decided to remove those projects from policy actions of the financial year 2015/2016 and make appropriate advocacy for Muhabura MC Ltd projects.

2.4. Progress on how relevant cross cutting issues of EDPRS have been mainstreamed in IRLOS

- To assess whether the institutions under the JRLOS have policies, practices, systems, procedures, culture and resources that promote gender equality and women's empowerment, a gender audit in all JRLOS institutions was conducted and validated by the concerned institutions. To enhance gender mainistriming in the JRLOS institutions, the Gender Audit recommendations were translated into the implementation plan;
- Each year, JRLOS institutions staff in charge of Human Resource Management prepare a joint sector capacity building plan to overcome gaps identified in staff skills.

III. Budget Execution performance

3.1. General performance

The overall JRLOS budget execution performance rate is high at 95,41%. The total JRLOS budget was 62,770,211,652 Rwfs and total expenditure was 59,890,195,694 Rwfs. With total national budget of 1,753,256,733,958 Rwfs, the JRLOS budget share of the government budget was quite low at 3.58%. There has been a decrease of 0.06% compared to 3.64% of 2013/14 budget year. At this rate, the justice sector may not be able to implement some of the major EDPRS 2 and JRLOS II Strategy priorities.

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3.2. Domestic budget execution performance

Regarding the domestic budget, if we consider the budget by institutions, neither over spending nor under spending observed in 2014/15 in JRLOS budget performance execution. Judiciary, NPPA and Office of Ombudsman have spent the allocated budget at the level of 99%. The NHRC has spent the allocated budget at 98%. MININTER and its allied institutions (RCS and RNP) have spent the allocated budget at the level of 96%. The NURC has spent the allocated budget at 92%. MINIJUST and its allied institutions (ILPD and RLRC) have spent at the level of 90%.

However, over spending and under spending have been observed in some of the programmes and sub programmes. Overspending has been observed in programme called "prosecutorial services", in subprogramme "offense prosecution" (105%). The overspending has been observed also in the Administrative and support services programme/subprogramme of RNP where the budget execution rate is 101%. The given reason is the extra budget allocated by MINECOFIN to cover salaries for recruited new Police Officers. Under spending has been observed in Legal reform programme (RLRC) where the spending rate is 82%. The given reason is a delay in staff recruitment which was due to restructuring process that took long. In Unity and reconciliation programme for NURC, the budget execution rate is 74%. In "legislative, litigation and legal advisory services" programme, the budget execution rate is 78%. The given reason is the restructuring where the restructuring was transferred to RLRC. For CNLG, the under spending was observed in the all its budget execution rate where the level of spending is 65%. Only one program namely "Administrative and Support Service" achieved more than 50% execution rate. Other programs "fight against genocide" and Genocide Research" present respectively execution rate of 31% and 47%.

3.3. Externally financed budget execution performance

Regarding the externally financed budget, the performance rate is good for some projects and it is bad for others as shown in the following paragraphs:

- For the project called "Promoting access to justice, Human Rights and Peace Consolidation" managed by MINIJUST and financed by One UN, the budget performance rate in 2014/15 was 126.8%. The project has started in July 2013 and it will last for 5 years. After 2 years of implementation, the cumulative project spending grade is 23.5%.
- For the project called "Promoting Access to Justice, Human Rights and Peace consolidation" managed by NHRC and financed by One UN, the budget performance rate in 2014/15 was 87.8%. The project has started in July 2013 and it will last for 5 years. After 2 years of implementation, the cumulative project spending grade is 42.3%.
- For the project called "Promoting Access to Justice, Human Rights and Peace consolidation" managed by RNP and financed by One UN, the budget performance rate in 2014/15 was 98%. The project has started in July 2013 and it will last for 5 years. After 2 years of implementation, the cumulative project spending grade is 30%.

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- For the project called "Promoting Access to Justice, Human Rights and Peace consolidation" managed by NURC and financed by One UN, the budget performance rate in 2014/15 was 100%. The project has started in July 2013 and it will last for 5 years. After 2 years of implementation, the cumulative project spending grade is 44.37%.
- For the project called "Rwanda Commercial Justice Project (RCJP), managed by Judiciary and financed by ICF, the budget performance rate in 2014/15 was 61%. The project has started on 21/08/2012 and it will take an end on 30/11/2015. The time execution rate is 87.1%. While there was only five months remaining to execute the project, the cumulative project spending grade was 66.1%.
- For the project called "Capacity building of Judiciary and prosecution for extradited suspects of the Genocide" managed by Judiciary and financed by the Government of the Netherlands, the budget performance rate in 2014/15 was 79.5%. The project has started on December 1st 2012 and it will last for 52 months because it will take an end in April 30th 2017. With the used 30 months, the cumulative project spending grade is 43.6%.

IV. Implementation of recommendations of the previous JSR

In this section, we highlight the status against recommendations from the previous JSR meeting and demonstrate the progress in implementing the 2013/14 Auditor General's recommendations.

- The single most important recommendation made during the 2015/2016 Forward-looking Joint Sector Review required the JRLOS Secretariat to organize a midterm review. The organization of midterm review is under process and will be done during the 2016/2017 Forward-Looking Joint Sector Review.
- For the implementation of 2013/2014 Auditor General's recommendations, 10 JRLOS institutions (NPPA, Office of Ombudsman, NCHR, RLRC, ILPD, CNLG, NURC, RNP; RCS and MININTER) were not audited. Two institutions: Judiciary and MINIJUST were audited and received clean audit reports.

V. Statement of 2016/17 broad priority areas

The following activities were identified as the main Sector priorities. In identifying the priorities, the JRLOS institutions considered the initiatives that will contribute significantly to the EDPRS2 targets and Justice Sector priorities and support effectiveness and efficiency across the entire sector. Other priorities which are also part of the JRLOS targets for 2015/16 will be captured under the JRLOS work plan and institutional action plans. The broad priority areas are listed below under the relevant outcome area with a brief explanation of how they will contribute to the national goals in the Sector.

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Outcome 1. Enhanced sector capacity and coordination

- Implement the Sector Integrated Electronic Case Management System (IECMS) including related sector-wide human resource capacity building and connectivity;
- Sector Capacity Building and Sector Change Management Strategies developed and implemented;
- 3. Second phase of ILPD building completed.

Outcome 2. Strengthened Universal Access to Quality Justice

- Management of civil, criminal and commercial cases improved by restructuring the functioning of the courts and providing internet connection to 33 primary courts;
- Justice delivery at local level reinforced by strenghening the Abunzi functioning through training, provision of materials and relevant incentives for income generation and Legal aid and Children Policies implemented;
- Justice Sector Districts Coordination Committees enhanced by insuring capacity building and providing operational resources.

Restructuring the functioning of the courts, connecting with internet primary courts, strengthening the functioning of Abunzi and implementing legal aid and Justice for children policies will result in improved access to justice and service delivery.

Outcome 3. Effectively combated impunity for international crimes and genocide ideology; strengthened truth-telling and reconciliation

- Gacaca archive established and operationalized and documentation Centre established and operationalised and well conserve the memory of genocide against the Tutsi;
- 2. Primary courts buildings in Kigali expanded.

Establishing digitised and easily accessible facilities for Gacaca archives and preservation of the memory of Genocide supports the long-term unity, reconciliation, peace and social cohesion in Rwanda. It also contributes to the fight against genocide ideology which is an ongoing government priority due to the historical legacy of genocide.

Outcome 4. Enhanced rule of Law, Accountability and Competitiveness

- 1. Rwanda Law Revision and Harmonization projects implemented;
- 2. Mechanisms to fight injustice and corruption strengthened by developing and implementing a complaints referral mechanism between complaints handling institutions such as Ombudsman, MINIJUST, RNP, NPPA, NHRC,...

By revising, consolidating, harmonization and enhancing the accessibility of Rwanda's laws, this activity aims to strengthen the consistency and transparency of Rwanda's legal framework. A number of surveys that measure the investment climate, such as the Wo

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Economic Forum (WEF) Global Competitiveness Report and the World Bank/IFC Enterprise Surveys include indicators on the quality of a country's regulatory and legal framework. This activity also aligns with proposed activities to address the constraints to investment and growth as identified in the Private Sector Development Strategy⁸.

Outcome 5: Maintained safety, law & order and enhanced adherence to Human Rights.

- Disaster Management strengthened and the Rwanda Forensic Laboratory capacity enhanced by providing equipment and relevant training to relevant users;
- Detentions facilities (Prisons and Police Stations) improved, transportation of detainees enhanced and Isange One Stop Centres increased;
- 3. The RCS self-reliance capacity enhanced by strengthening Muhabura MC Ltd;
- 4. RCS and RNP institutional capacity strengthened
- 5. Monitoring the implement the National Human Rights Action Plan.

These priorities will enhance the quality of criminal investigation and the human rights of suspects, the remanded and sentenced prisoners. The sector aims to address perceptions of law and order and the fairness of the criminal justice system which can impact on citizen's sense of personal safety and security as well as the cost and prospects of doing business for investors. The prioritised actions will facilitate the Justice Sector to ensure stability, improve confidence in the justice system and increase efficiencies in public service through generation of revenues by the RCS.

VI. Updates on key issues within the Justice Sector

6.1. Updates on prioritised analytical works in the sector

The following studies were finalized during 2014/2015:

- The JRLOS Gender Audit was conducted and validated on 21st October 2015. That study gave a set of recommendations whose implementation will help in mainstreaming gender within JRLOS institutions.
- 2. Two Policies have been adopted by the Cabinet: "Legal Aid Policy" and "Justice for Children Policy". Guidelines for their implementation, required laws, regulations as well as action plans are under preparation and will be discussed very soon to ensure the awareness of those two policies to all stakeholders and beneficiaries.
- 3. In order to contribute to EDPRS indicator related to "Adult population with confidence in the Respect for Human Rights" several activities were carried out with the support of ONE UN, specifically the elaboration of the Universal Periodic Review Report (UPR), the Convention on the Elimination of all Forms of Discriminations Against Women Report (CEDAW), the Report on the Protocol to the African Charter on Human and People's Rights on the rights of Women in Africa (Maputo Protocol), the National Human Rights Action Plan and a Baseline Survey on Human Rights in Rwanda.

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⁸ In particular binding constraint #7 regulatory environment and the proposed programme no 6 Better Regulation

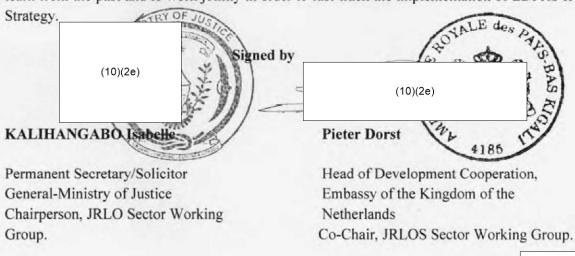
 Rwanda Reconciliation Barometer 2 has been conducted. The findings will be published by December 2015.

6.2. Updates on adoption of the Sustainable Development Goals (SDGs)

Recently, all countries in the world have adopted the 17 Sustainable Development Goals(SDGs). The Justice sector will be mostly be concerned by the 16th goal: "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels". Proposed sub goals include the reduction of all forms of violence and related death rates everywhere; the end of abuse, exploitation, trafficking and all forms of violence against and torture of children; the promotion of the rule of law at the national and international levels; the assurance of equal access to justice for all, the reduction of illicit financial and arms flows in a significant manner by 2030, the strengthening of the recovery and return of stolen assets and the combat of all forms of organized crime; the reduction of corruption and bribery in all their forms; the development of effective, accountable and transparent institutions at all levels; the assurance of responsive, inclusive, participation and representative decision-making at all levels; etc. Even if some of such sub-goals are at significant levels of implementation, with the domestication and the implementation of the 16th Sustainable Development Goal, the Justice Sector will prepare a related implementation roadmap that will be discussed and adopted during the next Forward Looking Joint Sector Review.

VII. CONCLUSION

This JRLOS Backward Looking Joint Sector Review Report highlighted mostly the 2014/2015 successful policy actions in pursuing the EDPRS II indicators, assessed progress so far made in executing current budget year sector priorities and aligned the 2016/2017 Sector broad priorities. JRLOS Institutions representatives as well as JRLOS Stakeholders including Development Partners and Civil Society Organizations committed themselves to learn from the past and to work jointly in order to fast-track the implementation of EDPRS II



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EDPR S OUTC OME	INDIC ATOR S	UNIT	BASE LINE VALU E	2014/1 5 Targe ts	Actual Perfor mance	Policy Actions	Brief Narrative Progress against Policy Actions
Enhanc ed rule of law, account ability and busines s competi tiveness environ ment	Adult populat ion with confide nce in the control of corrupti on, transpar ency and account ability	Per cent	77.1% (2012)	73%	79.03 %.	1. Reinforce the mechanisms to accelerate investigation and prosecution of alleged corruption and increase corruption cases received and completed by 5%.	Reinforcing the mechanisms to accelerate investigation and prosecution of alleged corruption and increase corruption cases received and completed by 5%: Due to legal instruments put in place, capacity building and development, new concept of working through performance contracts both into Ombudsman Office and National Prosecution Authority, 45 corruption cases (74%) among 61 received in 2014/15 were proceeded and closed. This exceeded the planned target of completing 66.5% of received cases. Also, investigation and prosecution of individuals involved in mismanagement of Government projects contributed to
						2.Mismanaged Government projects investigated and individuals involved prosecuted 3. Prosecution of	this achievement: From July 2014 to June 2015, 18 (100%) mismanaged projects highlighted by the Auditor General Report (2012-2013) were handled and closed, overachieving the target that was to prosecute at least 90% individuals involved in the mismanagement of Government projects. In addition, prosecution of embezzlement cases contributed

EDPR S OUTC OME	INDIC ATOR S	UNIT	BASE LINE VALU E	2014/1 5 Targe ts	Actual Perfor mance	Policy Actions	Brief Narrative Progress against Policy Actions
						embezzlement cases, cases that cause financial loss to the state, and cases that lead the state into unnecessary court cases, as well as recovery of embezzled /misused public funds reinforced (7YGP 65	to the achievement of JRLOS EDPRS 2 Core indicator, because from July 2014 to June 2015, all 5 pending cases (100%) have been prosecuted as planned and 707 (94.7%) among 746 new corruption and embezzlement cases received were handled. However, there is a gap in won cases of government public funds recovery because from July 2014 to June 2015, only 8.23% of won funds were recovered against the target of recovering 40%. Fortunately, measures aimed at making a proper follow up on courts' cases in which government is among parties and speeding such a judgements execution have been put in place: On the request of the Ministry of Justice, the Prime Minister instructed officially all government institutions and districts to be actively involved in courts' cases process and to pursue the execution of all won judgments in which they were involved. A list of people who embezzled government funds is published and updated quarterly. A MOU has been signed between Ministry of Justice and the Bailiffs' Association in order to speed judgements execution.

Annex 1.2: Sector Indicators Matrix (For the selected 10 sector indicators)

EDPRS/SE CTOR OUTCOM E	INDICA TOR	UNI T	BASELI NE (2012) VALUE	2014/1 5 Target s	Actual Perfor mance	Policy Actions	Brief Narrative Progress against Policy Actions
ENHANCE D SECTOR CAPACITY AND COORDIN ATION	Level of satisfacti on of service delivery in the justice sector	%	69.9% (2012)	73%	74.75 %	Implement the Integrated Electronic Case Management System(by installing equipment/hardware) Fast track ILPD reforms aimed at adopting a business model, and increase intake/output	The Integrated Electronic Case Management System (IECMS): As planned, the procurement process for hiring a company to develop the IECMS has been done and a competent firm to develop the system chosen. The consultant finalized the system analysis, completed its design and made it validated by competent organs. The system development has started, and the trainings of IECMS Project Management Team, Training of Trainers and users are ongoing. ILPD reforms aimed at adopting a business model and increase intakes: ILPD has increased the modes of teaching. In additional to full time teaching mode it has Par Time Mode, Executive Mode, Weekend Program and the Work Based Learning Mode. Consequently, against 325 planned students to be graduated in Legal Practice and Legislative Drafting, 260 trainees completed the Diploma in Legal Practice program while other 192 trainees are still undertaking the program and are expecting to complete in

EDPRS/SE CTOR OUTCOM E	INDICA TOR	UNI T	BASELI NE (2012) VALUE	2014/1 5 Target s	Actual Perfor mance	Policy Actions	Brief Narrative Progress against Policy Actions
							planned to be trained in critical and rare skills, ILPD has trained 2169 (108.4%) people in different courses as follows: 35 in terrorism, international and transnational crimes, 23 in mediation, 30 in privatisation, 40 in contracts' negotiation, drafting and management, 44 in the use of DNA technology, 40 in human rights and correctional regimes, 791 in judgments execution, 573 in rules of procedures in civil matters, 40 in fraud and money laundering investigation, 109 in detection, assessment, securing and presentation of evidence before courts, 90 in rules of procedure in criminal matters, 40 in construction's law, 112 in sentencing and human rights, 33 in investigation and prosecution of offences related to public procurement, 58 in professional practice for lawyers, 29 gender based violence, 57 in contract management and litigation, 25 in emerging issues in criminal justice system in East Africa.