

REPUBLIC OF RWANDA



MINISTRY OF LOCAL GOVERNMENT

NATIONAL POLICY AGAINST DELEQUENCY

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Table 1: List of Acronyms and abbreviations

CRC	Convention on the Rights of the Child
CSOs	Civil Society Organization
CEDAW	Convention on the Elimination of all Discriminations Against Women
EDPRS	Economic Development and Poverty Reduction Strategy
FBOs	Faith Based Organisations
GBV	Gender Based Violence
ICT	Information Communication Technology
IPAR	Institute for Policies Analysis of Rwanda
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune-Deficiency Syndrome
M&E	Monitoring and Evaluation
MIS	Management Information System
MOH	Ministry of health
MIGEPROF	Ministry of Gender and Family Promotion
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINEDU	Ministry of Education
MINIJUST	Ministry of Justice
MININTER	Ministry of Internal Security
MYICT	Ministry of Youth and Information Communication Technology
NGO	Non-Governmental Organisation
NYC	National Youth Council
NWC	National Women Council
RCS	Rwanda Correction Services
RNP	Rwanda National Police
SP	Social Protection
STD	Sexual Transmissible Diseases
TVT	Technical and Vocational Education Training
UN	United Nations
UNAFEI	United Nations Asia and Far East Institute

Table 2: Definition of key Terminologies

Terminology	Definition
Addiction	Repeated use of a psychoactive substance or substances, to the extent that the user (referred to as an addict) is periodically or chronically intoxicated, shows a compulsion to take the preferred substance (or substances), has great difficulty in voluntarily ceasing or modifying substance use, and exhibits determination to obtain psychoactive substances by almost any means(http://www.who.int)
Alcohol	A large group of organic compounds such as Ethanol (C ₂ H ₅ OH, ethyl alcohol)" derived from hydrocarbons and containing one or more hydroxyl (-OH) groups.
Alcoholic beverage	Liquid that contains alcohol (ethanol) and is intended for drinking
Alcoholism	Chronic continual drinking or periodic consumption of alcohol, characterized by impaired control over drinking, frequent episodes of intoxication, and preoccupation with alcohol use, despite adverse consequences.
Cannabis	A generic term used to denote the several psychoactive preparations of the marijuana (hemp) plant, Cannabis sativa. They include marijuana leaf (in street jargon: grass, pot, dope, weed, or reefers), bhang, ganja, or hashish (derived from the resin of the flowering heads of the plant), and hashish oil.
Child	Every human being below the age of eighteen (18) unless under the law applicable to the child, majority is attained earlier
Cocaine	An alkaloid obtained from coca leaves or synthesized from ecgonine or its derivatives.
Delinquency	Criminal behavior, especially carried out by a juvenile (Criminology, encyclopedia Britannica). However, for purposes of this policy, delinquency shall be defined as; “any conducts that are against the laws and or moral standards of the Rwandan society”.
Detoxification	The process by which an individual is withdrawn from the effects of a psychoactive substance.
Drug	In medicine, it refers to any substance with the potential to prevent or cure disease or enhance physical or mental welfare, and in pharmacology to any chemical agent that alters the biochemical physiological processes of tissues or organisms.
Drug/substance	Persistent or sporadic excessive drug use inconsistent with or unrelated to

Terminology	Definition
abuse	acceptable medical practice (WHO Expert Committee on Drug Dependence, 1969).
Gender	A social construct that refers to the responsibilities, rights, opportunities, respect and value a person receives from society in accordance with his/her sex, and which is likely to change in relation to time, culture and other criteria.
Illicit drug	A psychoactive substance, the production, sale, or use of which is prohibited
Narcotic	A chemical agent that induces stupor, coma, or insensibility to pain.
Peer influence	A process by which individuals shape each other's behaviour and attitudes, leading to conformity within the group.
Rehabilitation	The combined and co-ordinated use of medical, social, educational and vocational measures for training or retraining an individual to the highest possible level of functional ability previously lost. In the field of substance use, the process by which an individual with a substance use disorder achieves an optimal state of health, psychological functioning, and social well-being
Risk factors	Characteristics, variables, or hazards that, if present for a given individual, make it more likely that this individual, rather than someone selected from the general population, will develop a delinquency behavior.
Sex worker	A sex worker is an individual who exchanges sex for money or other valuable goods
Street child	The standard United Nations definition says a street-child is any minor for whom the street (in the widest sense, including unoccupied dwellings, wastelands, etc.) has become his or her habitual abode and/or source of livelihood and who is inadequately protected, supervised or directed by responsible adults.
Tobacco	Tobacco is a substance consisting of the dried leaves and stems of the plant <i>Nicotiana tabacum</i> , which contains the drug nicotine (a powerful nerve stimulant, extremely toxic).
Vulnerable child	A person under 18 years exposed to conditions which do not permit him/her to enjoy his/her fundamental rights for harmonious development
Youth	In Rwanda, all individuals aged between 14 to 30 years.

Terminology	Definition
Offence	An offence is an act prohibited or an omission which manifests itself as a breach of the public order and which the law sanctions by a punishment
Psychoactive drug/substance	A substance that, when ingested, affects mental processes, e.g. cognition or affect. Any chemical substance that changes brain function and results in alterations in perception, mood, or consciousness.
Psychoactive drug use disorder	A generic term used to denote mental, physical, and behavioral conditions of clinical relevance and associated with the use of psychoactive substances

Foreword

Delinquency is a global concern for developing, developed and emerging market states. Acts of delinquency retard productive capabilities of any country's citizens especially the youth, due to social upheavals and increased cost of crime management average output per capita and general welfare. The government of Rwanda has undertaken tremendous efforts to prevent Rwandan youth from indulging in delinquent behaviours through sensitisation campaigns against the potential drivers (such as alcohol and drug abuse) as well as rehabilitating and reintegrating those already in the trap. The above efforts notwithstanding, there is need to develop a national policy framework within all interventions for preventions and response to cases of delinquency by whoever is involved can be administered in a deliberate, organised and sustainable manner.

This national policy against delinquency was developed through a consultative process, involving various stakeholders and beneficiaries. The rationale for the policy is to provide high-level political framework within which everyone involved in the fight against delinquency will work through elaborate priority policy actions. From the situational report, it can be noted that the problem of delinquency is multi-faceted, mutli-sectoral and multi-disciplinary in nature. On that note there is thus no single solution the problem, neither is there a single institution that can eradicate delinquency and its causes singlehandedly.

The fight against delinquency thus calls for simultaneous interventions from various stakeholders so as to realise meaningful and sustainable solutions to the issue in question. It is important to note that delinquency affects every one of us either directly or indirectly. We therefore call upon all the stakeholders to join hands together to eliminate any factors that expose our children to the risk of delinquency whilst utilising all the means and resources at our disposal to rehabilitate and reintegrate the unfortunate one's already in the trap of delinquency.

It is important to join efforts to prevent our people especially Rwandans from exposure to the drivers of delinquency. Should we hesitate to eradicate the key drivers of delinquency and cushion our children from the negative influences, today's delinquents may graduate to become hard core criminals of the future, skyrocketing the cost of; crime management, justice administration, rehabilitation and restoration of former delinquents. On a positive note, am optimistic that together as always, we shall deliver our society from major risk factors and maintain a stable, peaceful and productive population of especially our youth.

Francis Kaboneka
Minister of Local Government

EXECUTIVE SUMMARY

Delinquency is a global problem which may differ in causes from one nation to another. Research shows that the risk factors related to delinquency are compounded by drugs abuse, poverty, political instability, urbanization, dysfunctional family, violence, peer influence and limited income generating opportunities among others. Young people are mainly at risk not just because they may turn to substance abuse, street living and petty crimes as a way of dealing with the difficulties they face but also because they are ambitious and are in danger of being exploited.

Delinquency in Rwanda is not a new phenomenon; however, it has been worsened by the effects of the 1994 genocide against the Tutsi in Rwanda and its subsequent consequences. Rwanda's Economy and the Social well-being of the Citizens were on the brink of total collapse in 1994. The psychological aspect of citizens was highly compromised and thus results of trauma, loss of hope, sense of direction and purpose of life. The most delinquent stricken part of the Rwandan population lies between 14 and 35 years old.

Delinquency is like a “double edged sword that hurts two at once”. It is not only hurts one's community and country but also leaves significant impacts to the life of the delinquents themselves. The delinquency has economic and social cultural effects on the individuals, families, communities as well as the entire society and a nation in general.

Despite the setbacks to address the problem of delinquency due to the complexity of the problem but also the lack of a national policy framework, some progress has been registered in prevention and response to the problem of delinquency. The government and its stakeholders have sustained education and sensitisation campaigns against the potential causes and consequences of indulging in delinquency, transit and rehabilitation centres like Iwawa center and mental health settings such as Ndera Neuropsychiatric Hospital and Huye Isange Rehabilitation Centre were established. The obligation to address this problem is split in more than one government institutions, however, there have not been streamlined procedures to enhance coordination and oversight of multiple stakeholder interventions and most of them are not comprehensive enough to address issues of delinquency in their entirety but fragmented interventions that address only a part of the problem.

Therefore, this policy against delinquency will provide a national framework within which all interventions on prevention, response/rehabilitation and reintegration of delinquents will be administered. The proposed priority policy areas are selected cognizant of the ongoing efforts to address the problem of delinquency. The policy actions are either innovations to bridge key identified gaps or proposals for improvement to existing interventions summarised under four policy statements:

- **Establish sustainable measures to prevent the incidence of delinquency,**
- **Define and implement appropriate measures to respond to cases of delinquency,**
- **Develop and implement a sustainable mechanism for reintegration and follow-up of former delinquents,**
- **Establish an integrated coordination and reporting framework.**

The fight against delinquency is a multi-faceted one involving efforts in the hands of multiple stakeholders. The practical day-to-day implementation of the policy provisions shall be allocated to respective government institutions and dedicated agency in charge of National Rehabilitation. The overall coordination will be undertaken by the Ministry of Local Government (MINALOC) while the steering and technical committees will provide the strategic guidance and oversight of implementation.

Chapter one : Introduction

Delinquency constitutes a special category of deviant acts involving the violation of social rules that regulate the behavior of participants in a given social system (Cloward and Ohlin, 1960). This is not a new phenomenon in Rwanda just like elsewhere but the nature, complexity and drivers of delinquency evolve with time. The prevalence of delinquency especially among the youth is on a keeps an increasing trend. The break-down of social fabric and the near disintegration of the family institution especially after the 1994 genocide against the Tutsi is among the leading factors behind the persistence of this problem.

After the 1994 genocide, Rwanda registered a large number of single parent families; child headed families as well as a great influx of orphaned children into foster families and institutional child care centres. All most all members of the Rwandan society both the victims and perpetrators of the genocide were left in a shattered state of life. Cases of trauma and psychological disorders increased and subsequent cases of violence and engineered delinquency were recorded for those who were left in destitute. It is not far from the truth that some affected members of the society especially young children and the youth could be pressured into delinquent behaviours including; use/abuse of drugs, prostitution for survival, and homelessness among others. This left far-reaching impacts among the Rwandan youth¹ that makes up to 39² percent of the total population (Rwanda National Population and Housing Census, 2012).

Through ambitious interventions by the government and its stakeholders to restore social order and reduce family conflicts, the Rwandan family is steadily regaining its mandate and significance. Specifically, the Ministry of Gender and Family Promotion (MIGEPROF) was established to coordinate interventions aimed at rebuilding the family institution based on core positive values characteristic of the Rwanda, supporting family welfare and protecting its members from all forms of abuse and vulnerability to risk factors leading to delinquency. The government places the family at the centre of development and so efforts to protect and promote the family are central among the foundational issues of the EDPRS II.

Despite the above efforts however, the efforts to prevent and respond to cases of delinquency has been carried out by various stakeholders under no sufficient policy and political guidance. With the growing modernization and evolving family structure, the role of a parent and their relationship and influence over other family members keeps shrinking due to lack of time for parenting and guidance as well as cases of irresponsible parenthood. This greatly exposes children and the youth to delinquent behaviours such as; drug abuse, sex work, vagrancy among others. The national policy against delinquency is designed to prescribe appropriate interventions to; prevent, respond to, rehabilitate and or integrate victims of delinquency in a consistent and sustainable manner.

¹ Ranging between the age of 14 to 35 years

² Approximately 4, 159,000 people between 14 and 35 years

Chapter Two: Situational analysis

This chapter gives an account of the nature and magnitude, causes and consequences of delinquency globally and locally. The chapter further elaborates some recent efforts by the government and its stakeholders in prevention and response to delinquency and its causes, highlighting success stories as well as areas for improvement to inform future policy interventions. It is from this situational report on the incidence of delinquency that the Priority Policy actions proposed herein this policy are drawn.

2.1 Global prevalence

There is an increasing incidence of criminal behavior among young people, as they negotiate the transition from childhood to adulthood. The problem gets even increasingly complex and confusing especially among the youth regardless of gender, social origin or country of residence as they are being presented with new individual opportunities such as global interconnectedness and influx of social media some of which that turn out to be potentially harmful. Children especially who for various reasons—including parental alcoholism, poverty, breakdown of the family, overcrowding, abusive conditions in the home, or the death of parents are orphans or unaccompanied and are without the means of subsistence, housing and other basic necessities are at greatest risk of falling into juvenile delinquency. The 2011 UN statistics estimated juvenile delinquency related death to range from **102,000** to **247,000**, representing 0.54 per cent and 1.3 per cent of total global mortality recorded from all causes for the persons aged 15 to 64 years³.

2.1.1 Drug and substance abuse: It is estimated that almost a quarter of a billion people (250 million) between the ages of 15 and 64 years used an illicit drug in 2013. Worse more, a big number of Drug users worldwide continue to lose their lives prematurely, with estimated drug-related deaths increasing from **183,000** in 2012 to **187,100** persons in 2013 among the population aged 15-64 (United Nations Office of Drugs and Crime, 2015). Further, Polydrug⁴ use remains a major concern, both from a public health and a drug control perspective (United Nations, 2014). Other than oral drug use, the United Nations Office on Drugs and Crime (UNODC), reported that an estimated 12.19 million people injected drugs in 2013 corresponding to 0.26 percent of the population aged 15-64 lower than in 2012(0.27).

The incidence of injected drug users was high especially in Eastern and South-Eastern Europe, where 1.27 percent of the general population aged 15 to 64 is estimated to be injecting drugs, 5 times the global average. Compared with drug use among men, overall drug use remains low among women. Taking a global average, men are three times more likely than women to use cannabis cocaine or amphetamines. However, women are more likely than men to misuse prescription drugs, particularly prescription opioids and tranquillizers. The most commonly used drugs include; Opiates/opium, Cocaine, Cannabis among other drugs categories. (UNODC, 2014)

From a gender perspective, nearly all drug use surveys indicate that men are more likely than women to use drugs such as opiates and cannabis. However the gender gap shrinks when data on the misuse of pharmaceuticals are considered. In five recently surveyed countries (Australia, United

³ <http://www.unodc.org/lpo-brazil/en/drogas/relatorio-mundial-sobre-drogas.html>

⁴ Use two or more substances at the same time or sequentially

States of America, Spain, Urban Afghanistan, and Pakistan), the illicit use of drugs is more common among men than women, but the non-medical use of pharmaceutical drugs is nearly equivalent, if not higher among women.

According to UNESCO, there are up to 150 million street children in the world today. The causes for the prevalence of children living on the streets are diverse ranging from; being chased from home by violence, drug and alcohol abuse, the death of a parent, family breakdown, war, natural disaster or simply socio-economic collapse, primarily the same drivers of delinquency among children and the youth. Many destitute children are forced to forge a life on the streets, scavenging, begging, hawking in the slums and polluted cities especially in the developing world. The UN report classifies street children into; i) those who work on the streets as their only means of getting money, ii) those who take refuge on the streets during the day but return to some form of family at night and iii) those who permanently live on the street without a family network. Irrespective of the cause and the category of these children, they are at risk of abuse, exploitation and violence and their life expectancy is terrifyingly low⁵.

2.2 Domestic outlook

In Rwanda just like elsewhere in the world, the problem of delinquency remains a major concern given the increased prevalence and complexity of the problem. Despite tremendous efforts by government and its stakeholders to eradicate the problem, findings from recent studies on the subject indicate an increasing trend of delinquent behaviours especially among the youth, since the most delinquent stricken part of the Rwandan population lies between 14 and 35 years of age. However, there is evidence that delinquency rates decline with age where, as youth offenders mature the likelihood that they will still commit offenses declines. The most pronounced forms and manifestations of delinquency include; vagrancy, petty theft, prostitution, habitual begging, Drug addiction and homelessness (street residence).

The use of alcohol, tobacco, cannabis and other psychoactive substances constitutes one of the outstanding causes of public health problems among youth in Rwanda. Most young people begin their use of drugs with alcohol and cigarettes and later progress to more dangerous substances such as cannabis and cocaine. More than half (52.5%) of the youth interviewed confirmed to have used one or more of the above substances at least once in their lifetime, 50.6% had consumed alcohol at least once in their lifetime, 10.6% had smoked tobacco, 4.4% had used cannabis, 0.5% had used other inhalants and solvents while 1% had used a mixture of several substances locally prepared, leading them into various conducts of delinquency (Prevalence of psychoactive substance use among the youth, MYICT, 2012). The youth not attending school or dropping out of school were more likely to use drugs than those who were students. Another alarming fact is that Patients with alcohol and drugs induced mental illnesses who consult Ndera Neuropsychiatric Hospital range around (8%) annually.

The study conducted on female delinquency in Rwanda, revealed that there was an estimated 25,000 to 45,000 female sex workers in Rwanda and a corresponding 25,000 to 47,000 clients for the same female sex workers⁶, with half of the sex workers under the age of 25. The cause of prostitution are several, however, informants in the 2012 research conducted by Rwandan

⁵ <http://www.unesco.org/new/en/social-and-human-sciences/themes/fight-against-discrimination/education-of-children-in-need/street-children/>

⁶ Republic of Rwanda, Estimating the Size of Populations Through a Household Survey (ESPHS) Rwanda 2011, Kigali: February 2012, p. 36.

Parliamentarians' Network for Population and Development (RPRPD) on causes of sex trade, indicated that prostitution is by no means a voluntary choice but rather an alternative of ensuring survival as the last resort.

Street children are most delinquent children due to environmental and peer influences upon them. There are either; full time street children or part time street children. Most of the street children are orphans who have lost either all or one of their biological parents and so are in charge of their own survival. Out of the estimated 700,000 orphans registered as of end 2014, 13% to 15% of those below 18 have lost one or both parents, while 39% of Rwandan children below 18 do not live with both of their parents. The absence of adequate parental guidance exposes children to risk factors like alcohol and drug abuse which are the primary causes of delinquency (National Commission for Children, 2014).

2.3 Major causes of delinquency

Most of the delinquent behaviours are never deliberately committed by sober minded individuals of the Rwandan society; rather, there are historical and environmental factors behind the said incidences. This section outlines some key factors blamed for the increased incidences of delinquent behaviors among Rwandans especially children and the youth as highlighted below;

Drug and substance abuse: It may not be claimed that substance abuse causes delinquent behavior or delinquency causes alcohol and other drug use. However, the two behaviors are strongly correlated. Young people who persistently use and abuse substances often undergo an array of legal, social, health and personality related problems that may culminate into delinquency. Excessive use of alcohol and other drugs distorts one's mental capacity to restrain themselves from acts considered illegal and or against the socially approved norms. In fact, recent study findings linking Drug abuse to recent criminal activity including; theft, drunk driving, rape, involvement in fights, among others in Rwanda (WHO, 2014).

Poverty: Although the direct relationship between economic welfare and delinquency is still unproven, statistics indicate that there are high rates of delinquency attributed to poverty and poor welfare. Children who engage in the most serious forms of delinquency for example are more likely to be members of poor families and those without parents, especially the orphans or those driven out of their homes by unbearable violence. Poverty limits the capacity of households to provide for daily needs of its members and as a result, members especially the youth may resort to accessing basic necessities through means considered deviant from the law and social norms such as sex for pay and theft. An assessment conducted on the causes of female delinquency indicates that need for income to feed the family, pay school fees, buy clothes, feed children and pay household rent were the driving factors behind female involvement in activities considered criminal and anti-social such as prostitution (MYICT, 2013). Of the total interviewees, 72 percent of the sex workers interviewed were supporting children financially, whereas 80 percent of them were orphans, affirming the fact that the primary push for sex work was income generation.

Unemployment: The EDPRS II thematic area on Productivity and youth employment suggests that 200,000 jobs would be generated per annum to reduce unemployment. However, according to EICV 4, only 146,000 jobs were on average available per year indicating a gap of 54,000 jobs. Unemployment rate among the active youth (16-30) is at 3.3 percent at national level and reaches 12 percent in urban areas. (NISR, EICV 4, 2015/2016). Employment is the main source of income to support improved livelihood for everybody, whether employed by others or self-employed. As a

result, the persistently unemployed youth tend resort to alternative and deviant means of survival such as sex trade, unofficial relationships (sugar mummies/daddies), theft and burglary among others to make ends meet. Either way, those that can't afford the above ridiculous activities might be pressured to resort to alcohol and drug abuse in search of tranquility of the mind to forget their socio-economic burdens.

Lack of opportunities for productive work is driving many young people to migrate to urban areas. Most of them who end up without jobs resort to living on the streets and may turn to petty crime to make a living. Such people are more vulnerable to engaging delinquency behaviours such as substance abuse, non-licensed street vending, and sex worker. Migration also may lead to cross border crimes such as drug trafficking, committed by the youth, who migrated from delinquency stricken communities.

Low levels of education: The relationship between illiteracy and delinquency has not been scientifically proven but is one of the issues talked about in recent times. Inadequate education and skills breed unemployment, idleness and temptation to indulge in delinquency especially out of frustration and peer pressure. As the saying goes that “an idle mind is the devil’s workshop”, the un/underemployed youth are at the greatest risk of participating in conducts classified as delinquency. The study conducted by the Ministry of Youth and ICT(MYICT) on male youth delinquency revealed a direct correlation between delinquency and level of education where in total about 80 per cent of those enrolled for rehabilitation had no education and 14.9% were primary school dropouts.

Dysfunctional families: A family is often perceived as the basic source of material and moral support to its members, old and young, weak and strong, most especially protecting and nurturing its young and more vulnerable members (UNCDP, 1995). The breakdown of the structure and the functioning of the family is by far the leading cause of delinquent behaviours especially among the children and even youth, in line with the “Theory of social disorganization”, that attribute delinquency to the absence or breakdown of communal institutions, such as the family (McKay, 1942). According to this theory, the personality of the child is affected by poor or defective relationship with and between parents and being subject to frequent humiliations. The lack of emotional involvement of parents into a child’s early life, the failure to set limits to the degree of deviance tolerable among the children and use of authoritarian type of child rearing among others could also give rise to delinquency among the youth.

Violence: Any individual subjected to verbal, physical, sexual and psychological violence is likely to develop physical and psychological trauma as a result. Various studies have shown a clear relationship between youth victimization and a variety of problems later in their lives, including mental health problems, substance abuse, impaired social relationships, suicide and delinquency⁷. Globally, Each year an estimated 200,000 young people aged 10–29 years are murdered, millions more sustain violence-related injuries, and countless others go on to develop mental health problems and adopt high-risk behaviours such as smoking attributed to the suffered violence (WHO, 2015). In Rwanda, the report on female delinquency revealed that 73 percent of informants

⁷ <http://www.ukessays.com/essays/criminology>

had experienced physical or sexual violence prior to indulging in delinquency and 63 percent had experienced physical violence in their childhood household.

Peer influence: It is widely accepted that one's peer group is a powerful and influencing force during adolescence, as a point of reference through which they gain an understanding of the world outside their families. The influence of peer groups however may be detrimental to one's line of choices including joining undertaking illegal and anti-social behaviors like pre-marital sex, petty theft, alcohol and drug abuse, idleness and disorderly, among others. This is because; the peer group is an adolescent's main source of social interaction (Thomas F. Tate, 2006). According to the WHO report on preventing youth violence, the lack of social ties and involvement with antisocial peers are both strongly associated with youth violence.

2.4 Effects of delinquency

Delinquency is like a “double edged sword that hurts two at once”. It not only hurts one's community and country but also leaves significant impacts to the life of the delinquent themselves. In fact, not until one recovers from delinquency, a delinquent life is a simply a “wasted life”. The section below highlights some of the key consequences of conducts of delinquency to the individuals themselves but also the entire community and country at large;

Health implications: Drugs, due to their chemical structures, can affect the body in different ways, resulting into temporally or permanent physical and mental impacts to the victim. Most of the abused drugs directly or indirectly target the brain's reward system, flooding the circuit with dopamine, a neurotransmitter present in regions of the brain that regulate movement, emotion, cognition, motivation, and feelings of pleasure. When drugs enter the brain, they can actually change how the brain performs its jobs, leading to compulsive drug use, the hallmark of addiction⁸. Persistent abuse of drugs both oral and injected can result into weak immune system, cardiovascular conditions including heart attacks, further, use of drugs can result into liver failure, seizures, stroke and widespread brain damage affecting memory, attention and decision-making, sustained mental confusion and permanent brain damage. Indulgence in reckless acts of delinquency such as prostitution may also lead to sexually transmitted diseases such as HIV/Aids.

Socio-economic impacts: An individual's involvement in anti-social and or criminal behaviours such as prostitution, drug abuse among others especially in the African community setting tarnishes their families' image amongst members of the society, since the trademark behaviours of a delinquent are attributed to the entire family. In extreme cases, the delinquent but also their other family members may be socially discriminated, tagged social misfits and vulnerable to social stigma and deprivation of social ties such as intermarriages. Further to the challenge to cope with the violent member, the delinquent's family has an obligation to solicit resources to meet associated expenses including but not limited costs of legal representation if a delinquent is brought to justice,

⁸ <http://recoverygateway.org/substance-abuse-resources/drug-addiction-effects/>

health care costs among others. On that note, Substance abuse can drain a family's financial and emotional resources (Bureau of Justice Statistics, 1992).

The productive capacity of a delinquent keeps falling drastically as their mental and or physical strength is compromised. Health problems resulting from drug abuse and associated mental disorders retards one's ability to search for and engage in productive employment since the victims are preoccupied by drugs and violence related to drug use. When a delinquent is placed into a rehabilitation of detention facility, there are no longer socially or economically productive. The foregone economic returns as well as the cost of replacing resources destroyed by a delinquent makes their average productivity close to negligible.

Delinquency carries a high cost to society and the country as a whole, measured in terms of; anti-delinquency campaigns (prevention), cost of correctional services (incarceration and detention), rehabilitation and mental health care costs and reintegration costs. Regarding rehabilitation, Frw 250.6 million was allocated to Gitagata(2014/2016) while Frw 1.3 billion was allocated to the implementation of IWAWA Master Plan (MYICT, 2015/16 FY). This much would have served to finance other productive ventures with immediate returns.

2.5 Achievements and challenges

Despite the setbacks to address the problem of delinquency due to the complexity of the problem but also the lack of a national policy framework, some progress has been registered in prevention and response to the problem of delinquency. The recent developments in respect to this problem include the following;

- **Mass education and awareness:** The government and its stakeholders have sustained education and sensitisation campaigns against the potential causes and consequences of indulging in delinquency. There are ongoing campaigns against; drug/substance abuse, alcoholism, prostitution among others, especially targeting; the youth, students, street children, prostitutes among others. The government through the Ministry of Education together with the Ministry of health are working closely with anti-drug clubs in schools to sensitise students against drug abuse and other leading causes of delinquency. To ensure sustainable mindset change, the lessons on drug abuse prevention and management are scheduled to be integrated into the education curricula especially for secondary schools and higher learning institutions.
- **Establishment of transit and rehabilitation centres:** The government established rehabilitation centres such as Iwawa, to restore the productive capacity of former delinquents through mental healing, skills enhancement and post-rehabilitation follow-up for successful reintegration into normal livelihood. Currently, IWAWA rehabilitation and vocational training center serves only male delinquents but plans are underway to establish the same centres that accommodate even their female counterparts such as Gitagata being piloted in Bugesera district. Further, government has established regional transit centres that receive delinquents who undergo a thorough screening exercise to ascertain whether the inmates will either be referred to the rehabilitation centres or be rehabilitated and sent back to their communities in a reformed manner. So far, the intention is to have at least one transit centre in every district and the city of Kigali. The outstanding challenge however remains matching skills attained by former delinquents in rehabilitation centres to the labor market needs, to increase their absorption and

employability to avoid potential recidivism⁹. A national level committee was established to coordinate the fight against illicit use of Narcotic drugs and psychotropic substances.

- **Specialised mental health and counselling centres.** The government together with its partners has established mental health settings such as Ndera Neuropsychiatric Hospital, Huye Isange Rehabilitation Centre among others to undertake de-toxification¹⁰, psychological healing and rehabilitation of drug addicts and other mentally ill persons who are mostly former delinquents. Quite a number have benefited from these services and regained their productive livelihoods.
- **Reintegration packages:** As part of the reintegration and follow-up mechanism to ensure sustainability of the fight against delinquency, government provides financial and material support to former delinquents who graduate from rehabilitation and transit centres to join normal livelihoods. The former delinquents are provided with start-up kits, financial and material support as well as advice to undertake income generating projects.
- **Child care reform strategy:** Basing on the fact that every child deserves the right to grow up in a home-like environment, the government made a commitment to close down all orphanages and reintegrate children safely into family-based environments, with more secure and strong child protection systems that cushions them from exposure to drives into acts of delinquency. This followed the national Child care reform strategy approved by government in 2012.
- **Coordination with International Police (Interpol):** Rwanda National Police and the Ministry of Internal Security have a cordial working relationship with Interpol in tracking drug smugglers and other cross border drug related crimes. This helps curb down importing of illicit drugs into the country as well as arresting and prosecuting wanted drug dealers and other cross border delinquents.
- **Policy developments:** A number of relevant policies have been developed to provide national orientation into interventions to prevent and respond to cases of delinquency as summarised below;
- **Health Sector Policy:** One of the directives of Rwanda's health sector policy is to reduce mental health related morbidity and other psychosocial conditions, ensuring that quality mental health care services are provided and accessible to the community. The policy stipulates that the general population ought to be informed and mobilized about risk factors such as tobacco consumption, alcohol abuse, unhealthy diet, inactive life style and environmental pollution. This is a useful stance in the fight against delinquency.
- **National Mental Health Policy:** The national mental health policy adopted in 1995 was revised in 2005 to provide a national framework in which multi-sectoral collaboration and community mental health care could be undertaken. One of the policy objectives of this policy is to initiate a specific strategy of intervention against psychoactive substance abuse and to create a system of care and prevention in regard to various psycho-social problems among children and teenagers.
- **The National Youth Policy (2006):** The policy aims at equipping youth with intrinsic values needed to achieve the long-term goal of enhanced productivity and contribution to nation

⁹ The tendency to relapse into a previous undesirable type of behavior, especially crime

¹⁰ The physiological or medicinal removal of toxic substances from a living organism, including, but not limited to, the human body

building, a potential deterrent from acts of delinquency. The general objective of the National youth policy is to promote the youth's economic, social, cultural, intellectual and moral welfare through creation of conditions favorable for their integration in all sectors of the society, positioning them as stakeholders of sustainable development. Specifically, the policy highlights the need to alert the youth about the consequences of excessive drug consumption.

- **National Internal Security Policy:** The overriding objective of the National internal Security Policy is to guard against crimes through cooperation with the citizens and security organs to ensure good governance, unity through; civic education and rehabilitation of offenders as well as providing a clear legislation on crime prevention, investigation and prosecution. This is the benchmark for the National policy against delinquency that well asserts the need for preventive and restorative approach to delinquent crime administration.
- **National Policy against GBV (2011):** Gender based violence can be a consequence or a symptom of family breakdown and disintegration of the general moral fabric of the society. The National Policy against GBV appreciates that GBV victims are susceptible to mental health issues, such as depression, individual neglect, stress and mental disorders that would drag them into drug/substance abuse. This is in line with the statement of fact that delinquency could be attributed to violence previously afflicted to the victim who turns a perpetrator.
- **National Gender Policy (2010):** The Policy highlights the principal guidelines for which sector policies and programmes could ensure equal opportunities for men and women to participate in the development process. This is envisaged to prevent women and girls from indulging in acts of delinquency such as sex trade and street begging, reducing the prevalence of female delinquency, reported in this policy.
- **National Integrated Child Rights Policy (2011):** The Policy outlines 7 key areas to which every child is entitled including the right to; Identity and Nationality, Family and Alternative Care, Survival, Health and Standards of Living, Education, Protection especially the vulnerable (street children, children workers, abused children and the sick), Justice, and Participation. To guarantee children's right to protection, the policy calls for a comprehensive strategy for preventing and eradicating the phenomenon of street children by addressing its root causes and for providing care and support services, including but not limited to provision of child friendly safe centres where they can receive basic services and care.
- **Early Childhood Development (ECD) Policy:** The national ECD policy is built on 5 major pillars including; Health, Education, Nutrition, Sanitation and child protection for both the child and their parents. The policy puts it's upon parents to be the primary caregivers supposed to instil the right discipline within their children from their infancy to their childhood protecting them from exposure to anything that is harmful to their bodies and damaging to their souls.
- **The National Policy for Street Children (2005):** The Policy envisages a long term strategy to reintegrate children into family environments to receive parental love, care and guidance from bad behaviours. Following this policy, the national child care reform strategy was developed and a number of children are being reintegrated into their homes and other foster families. This

is a sustainable solution to the issues of street children and juvenile delinquency addressed under this policy.

- **Girls' Education Policy (2008):** The policy objective is to guide and promote sustainable interventions for progressive elimination of gender disparities in access and completion of education and training opportunities as a means to enhance female competitiveness for productive employment. The fact that low levels of education and lack of sustainable flow of income is key driver of female delinquency, this would be a fundamental effort to prevent the prevalence of especially female delinquency.
- **The Social Protection Policy (2005),** defines social protection as “a set of public and private initiatives that provide income or consumption transfers to the poor, protect the vulnerable against livelihood risks and enhance the social status and rights of the marginalised; with the overall objective of reducing the social and economic vulnerability of poor, vulnerable and marginalised groups.
- **National Decentralization Policy:** One of the overriding objectives of the national decentralization policy is to translate National Development aspirations into local economic development, creating employment opportunities and ultimately reducing poverty. This lays a platform for preventing young people from indulging into acts of delinquency.

Legal Framework

Globally, the UN General Assembly resolutions **N°45/112 of 14 December 1990 for the Prevention of Juvenile Delinquency (The Riyadh Guidelines)** call for development of progressive delinquency prevention policies and measures against delinquency. The UN however cautions against criminalizing and penalizing a child for behavior that does not cause serious damage to their own development or harm to others. The guidelines appreciate the fact that youthful behavior that does not conform to overall social norms and values is often part of the maturation and growth process and tends to disappear spontaneously in most individuals with the transition to adulthood¹¹.

There is no consolidated set of laws against delinquency in Rwanda, simply because there is no single crime or behavior called delinquency. Delinquency is just “any conduct that does not conform to the legal requirements or moral standards of the Rwandan society” (See list of delinquent behaviours). Currently, most of the delinquent behaviors are managed with reference to law **N° 01/2012/OL of 02/05/2012** instituting the penal code save for a few non-criminal anti-social behaviours treated with reference to existing orders and regulations such as the city of Kigali instructions **N°44 of 02/11/2015**, instituting and regulating the mandate and the functioning of Kigali rehabilitation and transit center. This section outlines a set of actions/behaviours that are treated as delinquency along with references to the laws and regulations applicable in the fight against the same problems;

As said above, most of the behaviours/conduct classified as delinquency are punishable in accordance with the Penal code, save for a few that are treated in line with the provisions of other ministerial orders and instructions as well as district council resolutions. Below is a summary of existing laws, orders and regulations as well as the forms and definitions of conducts of delinquency and penalties accruing to such conducts in the context of Rwanda;

The Organic law instituting the Penal Code: This law sets out offences and provide for penalties applicable to offenders, co-offenders and accomplices to the offences in question. The following conducts of delinquency are punishable in line with the penal code summarized below;

- a) **Drug/substance abuse.** Drug or substance abuse is a disorder that is characterized by a destructive pattern of using a substance that leads to significant problems or distress¹². Article 593 of the penal code states that; growing, selling, transformation, transportation, storage and consumption of narcotic drugs are prohibited, except in cases and conditions specified by law. The law refers to an Order of the Minister in charge of health that approved and gazetted in 2014 that specifies substances classified as narcotic drugs. Article 594 highlights the penalties for a person who unlawfully uses narcotic drugs and psychotropic substances while Article 595 indicates penalties for facilitating another person to use narcotic drugs and psychotropic substances.

¹¹ <http://www.ohchr.org/EN/ProfessionalInterest/Pages/PreventionOfJuvenileDelinquency.aspx>

¹² http://www.medicinenet.com/drug_abuse/page2.htm

- b) Prostitution:** Prostitution means involvement by either a man or a woman in sex work as an occupation in exchange for consideration (art. 204). Article 205 (para 2) of this law sets stringent conditions imposed to any one engaging in prostitution while paragraph 4 of the same article reminds that both the sex workers and their clients are liable to the same punishments according to this law. Articles 206 through 215 all elaborate the penalties accruing to acts of prostitution and its related offences.
- c) Vagrancy/homelessness:** Vagrancy means behavior of a person who has no fixed abode and has no regular occupation or profession, in the way that it impairs public order (section 5, Art. 687). Any person who commits vagrancy shall be liable to a term of imprisonment of two (2) months but less than six (6) months and a fine of ten thousand (10,000) to one hundred thousand (100,000) Rwandan francs, or one of these penalties (Art 688).
- d) Begging:** Begging means behaviour of a person who is a habitual beggar (Art, 689). Any person who commits begging shall be liable to a term of imprisonment of eight (8) days but less than six (6) months (art, 690). Any beggar who: uses threats; enters a residence or its compound without the consent of the owner; pretends to be ill or disabled; adopts a behaviour that reduces him/her to a pitiful state; shall be liable to a term of imprisonment of six (6) months to one (1) year. The article stresses that even a group of beggars shall be liable to the penalty under Paragraph 2 of this Article. Articles 691 and 692 prescribes penalties for Using, encouraging, taking and inciting a child to beg as well as violence committed by a vagrant or a beggar respectively.
- e) Drunkenness in the public (art, 599):** Any person found in a state of drunkenness on the road, playground, public ways, drinking places, sports places or any public places shall be liable to a term of imprisonment of eight (8) days to two (2) months and a fine of twenty thousand (20,000) to one hundred thousand (100,000) Rwandan francs or one of these penalties. The penal code affirms that if the owner of any drinking place and his/her employees allow on their premises obviously drunk persons and give them more alcoholic drinks, they shall be liable to a term of imprisonment of eight (8) days to two (2) months and a fine of fifty thousand (50,000) to two hundred thousand (200,000) Rwandan francs or one of these penalties.
- f) Theft (Art, 292):** Generally the law defines theft as any fraudulent withdrawal or use of something belonging to another person. This may take several forms including; climbing 13(Art, 293), use of fake, lost or stolen keys (Art, 294), all considered illegal and punishable in accordance with the law. Theft can be carried out with or without violence. The law (Art, 300, penal code) states that any person who commits theft without violence or threat shall be liable to a term of imprisonment of six (6) months to two (2) years and a fine of two (2) to five (5) times the value of the stolen property or one of these penalties.
- g) Street vending:** Street vending is not punishable under the existing business laws or the penal code. Street vending is prohibited under the recently the city of Kigali instructions on the

¹³ Breaking into houses, buildings, yards, gardens, parks and enclosures, carried out by a person over walls, doors, roofs and any other fence as an offence punishable under this law.

establishment and functioning of the Kigali city rehabilitation and transit centre adopted in November 2015.

Selected challenges

There have been efforts to prevent and or respond to cases of delinquency especially among the youth. The obligation to address this problem is split in more than one government institutions. However, a lot still needs to be done to full address the problem. A quick problem analysis undertaken during the policy elaboration process specified the following below as the key binding constraints to effective delivery;

- **Inadequate coordination and feedback mechanisms:** Different institutions undertake various interventions to address cases of delinquency. However, there have not been streamlined procedures to enhance coordination and oversight of multiple stakeholder interventions, risking duplication and overlaps. Due to the absence of a central and joint planning framework, there has not been coherence of interventions. Further, due to a lack of harmonised policy orientation to guide most interventions are not comprehensive enough to address issues of delinquency in their entirety but fragmented interventions that address only a part of the problem.
- **Insufficient employment opportunities:** According to the 4th EICV report, overall unemployment was reported low at 2 percent. Urban unemployment stood at 8.7 percent and 11 percent for the secondary school graduates (11%). Unemployment rate among the active youth (16-30) is at 3.3 percent a national level and reaches 12 percent in urban areas. (NISR, EICV 4, 2015/2016). Unemployment is blamed for the increasing cases of delinquent behaviours especially among the urban youth.
- **Mismatch between acquired skills and labor market demands.** Most of the options offered by institutions of learning are traditional courses that do not necessarily match emerging labor market needs. Evidently, there are high rates of unemployment among university graduates (14%) than other levels of education. However, this problem could have another bearing. Most of university graduates have a tendency to aim for white collar jobs that are not readily available, rendering them more unemployed than their counterparts with lower levels of education who are willing to rest for any job in their reach.
- **Inadequate reintegration and follow-up strategies:** Efforts to eliminate delinquency has hit a dead end, despite commendable efforts. There has been a viscous cycle of cases of prevention, rehabilitative re-integration and recidivism. Whereas former delinquents receive some support upon graduation, these efforts have only been short term. There has not been sustainable and long term strategies to ensure reintegrated persons are self-sustaining. The lack of well-established mechanisms to document former delinquents, providing follow-up support, some of the helpless former delinquents slide back into the same problem. Further the lack of follow-up mechanism for reintegrated former delinquents coupled with the lack of community awareness and readiness to accommodate and cope with former delinquents create potential stigma, forcing them into recidivism.

Best Practices :Case study of Netherlands:

The kingdom of Netherlands treats the issues of delinquency in partnership with the selected Civil Society Organizations that run the rehabilitation centers and deal with Psycho-social issues. The centers get financial support from the government and insurance companies that insure patients. The centers offers support services that include:

- Help on the street
- Care and supervision
- Nursing and caring
- Outpatient counseling
- Treatment of trauma
- Treatment of addiction
- Education and employment
- Restore relationships.

Lessons learnt:

- ❖ **Holistic approach:** The approach to address the deviant behaviour groups by going beyond the only act committed but looking at the possible causes for people to get another chance of life individually, the families and the society at large. The interventions need to consider other factors around the social behaviour to avoid deterioration.
- ❖ **The role of families should be crucial in the whole rehabilitation process:** The family of the affected delinquents should be approached and be engaged by professionals in the rehabilitation course and reintegration of their children.
- ❖ **Prevention:** Through creation of self- care groups, strengthening of early warning systems, connecting with the local government support structures in the neighbourhood including social networks like sports, volunteers and etc...
- ❖ **The Police and the Prosecution** departments to have **specialised units** to examine the delinquency behaviours during the process of investigations and prosecution.
- ❖ **The rehabilitation centers** need to incorporate the **health care component** in the centres to monitor abnormal behaviours after convictions. The health experts should be the ones to determine the level of addiction thus refrain from calling any drug user a drug addict.
- ❖ **Economic empowerment:** Focusing on the most vulnerable people in the communities to prevent from rural urban migration and possible street children for the second generation.
- ❖ **Coordination and collaboration:** There is a need to break the institutional borderlines for a multi-sectorial approach for effective management. The collaboration also enhances integration of social welfare and in society.

Chapter Three: Policy and legal framework

There has not been a specific single national policy against delinquency. This policy is the first of its kind providing a national framework within which all interventions on prevention, response/rehabilitation and reintegration of delinquents will be administered. The section highlights the; scope, vision, mission and objectives of the policy as well as Priority Policy Actions proposed to address the incumbent and future causes of delinquency;

3.1 Scope of the policy

Delinquency is commonly known to be any form of criminal behaviour committed by especially the juveniles. In the context of Rwanda, delinquency has been extended to cover even those behaviours that are not necessarily criminal in nature but simply presumed to be against public order and safety such as non-licensed street vending. It is important therefore to define the boundaries of this policy to avoid a blanket classification of any criminal as a delinquent;

Delinquent behaviours: For purposes of clarity during implementation, this policy highlights different behaviours and conducts classified as delinquency. Forms of delinquency in respect to this policy include; Drug/substance abuse, Prostitution, Vagrancy and homelessness, Habitual begging as well as non-Licensed street vending

Target group: The National Policy against delinquency will cover all persons irrespective of their age for as long as they are fond of exhibiting any or all the above conducts classified as delinquency in line with the laws and regulations in place.

3.2 Vision, mission and objectives

3.2.1 Vision: To achieve a delinquency free Rwanda society.

3.2.2 Mission: To establish sustainable measures for prevention and response to all forms of delinquency.

3.2.3 Policy objectives: The overall objective of the National Policy against delinquency is to reduce the prevalence of delinquency among the children, youth and adults through sustainable and home-grown restorative approaches.

Specific objectives of this policy include the following:

- To establish conducive environment and opportunities to pre-occupy and prevent children, youth and adults from indulging into delinquent behaviors.
- To develop and implement sustainable measures for rehabilitation of delinquents.
- To strengthen existing and new reintegration and follow-up mechanisms, that prevents potential recidivism.

3.3 Guiding Principles

To ensure effective, efficient and appropriate interventions, parties involved in implementation of this policy shall be guided by the following key principles;

- **Evidence-based action:** Delinquency is not simply committing a crime or exhibiting an anti-social behavior. For one to be classified as delinquent, they ought to have undergone close scrutiny until they are proven to have committed given crimes repeatedly and overtime. Further, the problem of delinquency tends to vary in level and complexity. Decisions to respond to cases of delinquency should thereof be guided by a thorough case management system for identification, screening and referral of vulnerable persons to a void misguided intervention.
- **Family-wide rehabilitation.** In Rwandan society, every person is closely attached to the institution of the family. Unfortunately, delinquent behaviours tend to create a rift between the perpetrator and their “victimized” family members, leaving delinquents as family outcasts and social misfits. Sustainable solutions to issues of delinquency should therefore not only target the life of a delinquent but even their family as a whole. A tailor made “family therapy” is required to reconcile the lost member with the entire family network to cushion former delinquents from stigma due to social exclusion.
- **Community participation:** Prevention and successful reintegration of delinquents necessitates full community involvement. Prevention and response to cases of delinquency should be decentralized to community level to reduce pressure from the central level but also ensure to swift actions before potential delinquents, finally fall into the problem.
- **Restorative justice:** As much as possible, efforts should be made to prevent people from exposure to potential causes of delinquency. However, for those especially the youth who are already in the practice, preference should be given to primary rehabilitation to give chance to the victims to denounce ill behaviours. To sum it all, whereas justice much prevail in case of conducts of delinquency, restoration other than punishment should be given centre stage.
- **Social inclusion:** Success in fighting against delinquency can’t be achieved without effective social justice and inclusive socio-economic development that tackle poverty and inequalities.
- **Effectiveness and efficiency:** Fighting delinquency will require the effectiveness and efficiency in using available resources and adequate home grown solutions to curb it otherwise the budget implication can constitute the big challenge of its implementation.

3.4 Priority Policy Areas

The proposed priority policy areas are selected cognizant of the ongoing efforts to address the problem of delinquency, following the situational analysis undertaken ahead of this policy elaboration process. The policy actions are either innovations to bridge key identified gaps or

proposals for improvement to existing interventions summarised under the following policy statements;

Policy Statement 1: Establish sustainable measures to prevent the incidence of delinquency.

Prevention is better than cure. Government prefers to ensure the children, the youth and the adults are shielded from exposure to causes of delinquency as the most effective way of addressing with the problem. The government with its stakeholders will undertake the following key actions;

• **Enhance national awareness and sensitisation campaigns against delinquency:**

The Government shall Scale-up national awareness and sensitisation campaigns against all immoral and unsocial behaviours that can result into delinquency like drug abuse, alcoholism, premarital sex and prostitution, among others. The campaigns will target especially children and the youth who are the majority prone to indulging in delinquency, carried through existing forums such as youth associations, anti-drug clubs, and community forums among others. Greater attention has to be given to the role and responsibility of the family, villages, Cells, Sectors, Districts, National levels and other stakeholders because prevention requires combined efforts aimed at keeping social norms and order.

Various methods and tools shall be used based on various targeted groups. In schools, specific curriculum on basic values and delinquency shall be developed and taught and school anti-drugs clubs shall be reorganised and strengthened. Furthermore, schools shall be equipped with psychologist to provide counselling to students with special needs suffering from abuse, neglect and at risk of falling into delinquency. These counselling sessions shall include children and their parents. Sensitization on school dropout targeting students, parents and the entire community shall be also strengthened.

Continuous education and sensitization programs bringing back parents on their parenting responsibility despite their work load would be reinforced because the family, as the primary institution of socialization, appears to play the most important role in the prevention of child and juvenile delinquency. Poor parenting practices such as absence of parental supervision; exposure of the child to overt conflict or child abuse and neglect; inappropriate discipline; lack of emotional warmth; and parental stress among others are important risk factors for juvenile delinquency,

The promising channels of sensitization toward preventing delinquency in Rwanda would be the existing community organization, network and home grown initiatives such as Umuganda, Umugoroba w'Ababyeyi, Itorero, Community policing, Inshuti z'Umuryango and Inteko z'Abaturage among others. The government institutions in charge of these programs shall set up strategies on the best way of using them toward that end. Medias will also play a key role in preventing delinquency through promoting educative programs. However, the Government should put in place and enforce regulations discouraging media entertaining programs exhibiting the use of drugs, tobacco, alcohol abuse, violence and other forms of immorality because of their other negative side of spreading delinquency.

• **Strengthen the employment opportunities:** The Government should continue to scale-up creation and revelation of employment opportunities for the youth in line with the National Employment Program (NEP). This will help preoccupy the youth cushioning them from

indulging into delinquent behaviours in search for survival. This could be achieved through facilitating the youth in accessing technical and vocational education, creating conducive environment for the private sector to generate more jobs, facilitate internship and on job training programmes, providing to the youth capacity building and technical assistance in developing viable and bankable projects, creating awareness on existing opportunities such as grants, business incubators and advisory services; and improving the quality and the usage of the products made in Rwanda

• **Strengthen Social protection Programs for vulnerable people.** The Government will continue to provide continued social protection services to the poor and the vulnerable to prevent them from indulging in acts of delinquency. Poverty and delinquency are interlinked and one cannot pretend eradicating delinquency without addressing the problem of deprivation of the basic needs and services for poor and vulnerable people. Sustainable social protection support services to the intended beneficiaries will be enhanced through the following key interventions:

Strengthen social protection programs to promote sustainable graduation of people out of poverty. Government will improve targeting of beneficiaries to ensure services go to the right people, coordination to avoid duplication and overlaps, and support towards graduation of beneficiaries into self-sustainability.

Promote special programs to provide shelter for homeless people. Government in collaboration with its stakeholders will ensure adequate shelter to the most vulnerable citizens like the elderly, disabled and the orphans, to accord them decent living and protect them from being pressured into street residency and becoming vagabonds.

Initiate affirmative action to the vulnerable to access skills training opportunities. Even though the TVET program offers a platform for training and skills development, the cost of these services remains high to the poor and vulnerable. There should be alternative arrangements to ensure those proven vulnerable access free or affordable services for skills acquisition to enhance their employability and potential self-employment.

• **Strengthen and scale up provision of positive parenting services:** Delinquency is in most cases signals of deficiency in parenting obligations. In line with the National Early Childhood Development Policy (2016), the primary responsibility of nurture and behavioural formation lies in the hands of parents. There is need to strengthen the ability and willingness of parents to implement their parenting obligations towards their children before they slide into illegal or anti-social behaviours. Countrywide as provided for under the National ECD policy, positive parenting shall be enhanced through the following among other interventions;

- ✓ Home visiting sessions to take parents through positive parenting obligations and provide user guidelines in line with the proposed positive parenting strategy.
- ✓ Mainstreaming positive parenting sessions into the existing community sessions as part of key items on the agenda.
- ✓ Home-based Early Childhood development arrangements where parents volunteer to offer day-care to the young children on rotational basis as their colleagues are out for work. This protects young children from exposure to physical and environmental risks.

• **Support the establishment and scale-up of youth recreational facilities:** There is saying that goes “an idle mind is the devil’s workshop”. To cushion young people from being lured into delinquency or its potential cause, government will ensure adequate availability of social amenities such as sports, positive dance and drama facilities decentralised up to the cell level.

- **Streamline regional and international frameworks to prevent delinquency:** In the spirit of regional integration with free movement of people, there is risk of imported delinquent behaviours or their drivers such as illegal drugs. Government shall collaborate with its regional neighbours to harmonise efforts to prevent and or manage potential causes of delinquency. Prevention of potential causes of delinquency shall be mainstreamed into cooperation areas under the existing Joint Commissions between Rwanda and neighbouring countries.

Policy statement 2: Define and implement appropriate measures to respond to cases of delinquency. It is obvious that preventive measure alone may not be sufficient to end the problem of delinquency, since a number of people are already involved in the practice. The following measures are proposed to manage existing cases of delinquency;

- **Review existing laws to cover loopholes if any and streamline implementation of laws to prevent and or manage delinquent behaviours.** A comprehensive review of existing laws, orders and instructions shall be undertaken to detect and fix potential silence or inadequacy of these laws. Specificity shall be made when it comes for example to the mandate of each party to the laws and instructions in question during implementation.
- **Scale-up the implementation of the national strategy on mental health care and counseling to cover all the sector-based health services.** This shall be done through Scaling up of specialized de-intoxication centres that provide both de- intoxication and weaning services as well as counseling and psychotherapy services in all Health centres and hospitals.
- **Mainstream gender concerns in the development and implementation of response Programs.** The causes and consequences of delinquency could vary from males and females. Interventions to rehabilitate victims of delinquency shall therefore be tailor made to suit specific situations of both males and females. There shall be separate facilities to accommodate both sexes and female facilities shall be safe and equipped specifically with sanitary facilities, baby care facilities among other specific needs.
- **Establish community-based alternative rehabilitation services to offer primary interventions before one is referred to transit and rehabilitation centres, especially for primary deviants.** These decentralized services shall be at the village level offering individual and family counseling sessions for people at risk or with minor crime. Government in partnership with stakeholders like Civil societies and Faith based organisations shall identify and train a critical mass of councilors and social workers and offer them with clear guidelines on administering the minimum package prescribed for potential or actual delinquents.
- **Establish a clear identification, profiling, screening and referral system for suspected delinquents.** Not every deviant shall be instantly classified delinquent. To avoid putting the right people in wrong places, government shall elaborate a system to identify and screen suspected deviants before being recommended for full-scale rehabilitation services. A Ministerial order shall be put in place to specify how this process shall be undertaken and qualifications for persons to undertake this exercise.
- **Scale-up and upgrade infrastructural and services standards for transit and rehabilitation centres.** To guarantee maximum output from rehabilitation exercise, there shall be approved minimum standards below which an approved rehabilitation facilities should not go as well as expected services planned to victims of delinquency. Specifically,

standards shall be prescribed for both physical and soft infrastructure as well as the curriculum. There shall be at least one transit centre at district level except districts within the City of Kigali which will be served with one transit centre. There shall be at least three rehabilitation centres all-over the country with two centres for adult males (including IWAWA) as well as another multipurpose centre tailored to accommodate delinquent children (male and female) as well as adult females, separate from each other. The centres shall be equipped with multidisciplinary professional staff as well as elaborated minimum package of services to be provided to delinquents during rehabilitation. Rehabilitation services shall be undertaken in close consultation with parents, guardians as well as other family members of delinquents in question to ensure consensus on causes and sustainable measures to get deviant members away from the problem.

Policy statement 3: Develop and implement a sustainable mechanism for reintegration and follow-up of former delinquents. It becomes counterproductive if delinquents are rehabilitated and left to find their own survival in society as majority would slide back into the same state of livelihood. Further to psychological and physical healing, the following among other measures will be undertaken to prevent recidivism among former delinquents;

- **Establish and implement a national recovery and reintegration strategy.** As former delinquents go through rehabilitation and recovery, there should be a clear strategy to help them get reintegrated back into their respective communities. Let alone, these vulnerable people who are detached from their families would potentially slide back into the same problem. Interventions for former delinquents should include; a comprehensive package of services to be provided to delinquents after rehabilitation, comprising of financial and material support, skills development as well as advisory services accruing to former delinquents upon re-joining their respective communities. Efforts will be made to link former delinquents to existing opportunities such as jobs and further education.
- **Mobilisation and education of the community members to welcome and receive and reintegrate former delinquents.** To guarantee smooth reintegration of rehabilitated delinquents into their respective families, there should be an intense mobilisation and education of the community members to welcome, receive and reintegrate former delinquents. Social discrimination of former delinquents may be counterproductive leading to social stigma and potential recidivism. Establish and implement a national recovery and reintegration strategy for former delinquents. This should include; a comprehensive package of services to be provided to delinquents during rehabilitation, and financial and material support to accruing to former delinquents upon re-joining their respective communities.

Policy statement: Establish an integrated coordination and reporting framework

Interventions to address cases of delinquency have been undertaken by multiple stakeholders both public and private without a clear coordination and feedback mechanism. This document proposes a clear framework for coordination, oversight, monitoring and reporting on progress against commitments. To realise the above goal, the following measures are proposed;

- **Establish a Monitoring, Evaluation and reporting system.** The government shall develop and implement an electronic multiple-user database to track progress of interventions, to help in profiling of delinquents as well as documenting and reporting on interventions. The

database shall be linked to Ubudehe database and the ID number shall be used as a unique identifier. A Monitoring and Evaluation Framework shall be developed indicating clear goals, outputs, activities as well as measurable indicators of success or failure. This tool will help in day-to-day follow-up of on-going interventions as well as mid and end term evaluation of achievements against set targets.

- **Establish and operationalize a dedicated agency to coordinate prevention and response to cases of delinquency.** To that effect, there shall be a law to determine the structure, mandate and functioning of this agency. The agency shall be equipped with financial and human resources to implement its mandate in close collaboration with other line Ministries.
- **Establish dedicated Committees:** There shall be a national steering committee as well as a technical committee at all levels to offer strategic and technical guidance, mainstreamed within the framework of the social cluster structures. Clear Terms of reference detailing the membership and expectations of these committees shall be developed and approved by the Social Cluster Forum.
- **Develop a comprehensive reporting and feedback structure.** A comprehensive reporting and feedback structure from central to local levels shall be developed to guide on the nature, frequency and quality of reports to facilitate information flow amongst different levels and across stakeholders. Establish and operationalize a coordination mechanism comprising a National Rehabilitation Agency Organ to preside over the administration of services for Prevention and response to delinquency.

Chapter Four: Policy implementation arrangements

Interventions to prevent and or respond to issues of delinquency fall under the jurisdiction of various stakeholders both public and private. This is due to the fact that the case of delinquency is multi-disciplinary and cross subject in nature. To ensure coherence of interventions and avoid duplication and overlap of interventions, it is important to specify the roles and responsibilities of each party to this cause as well as areas in which mandates of each stakeholder intersect. The section below highlights the mandate of each stakeholder, coordination and feedback arrangements, a framework for Monitoring, evaluation and reporting as well as a detailed financing outlook.

4.1 Roles and responsibilities

Ministry of Local Government: Overall coordination for the implementation of the National Policy against delinquency will be undertaken by the Ministry of Local Government (MINALOC). However, practical day-to-day implementation of the policy provisions shall be allocated to respective government institutions and dedicated Organ in charge of National Rehabilitation Agency.

National Rehabilitation Agency

A dedicated entity in charge of day-to-day follow-up and reporting on prevention and response to cases of delinquency shall be established and approved by cabinet along with a legal establishing its structure, mandate and functioning.

The following table summarises the roles and responsibilities of each entity party to addressing cases of delinquency.

Table 3: Stakeholder roles and responsibilities

Proposed interventions	Lead Institution	MINALOC	MIGEP ROF	MYICT	MoH	NCC	MINI JUST	MINE DUC	MIFOTRA	MINEC OFIN	DPs	FBOs	Priv. Sector	CSOs
		Enhance access to education through formal and TVET schools.	MINEDUC	0	0	0						0	0	
Support moral inculcation and rehabilitation through early childhood development and positive parenting	MIGEPROF	0				0						0	0	0
Strengthen social protection interventions for the poor and vulnerable households to prevent potential resort to unlawful conducts for survival.	MINALOC		0	0	0			0	0	0	0	0	0	0
Undertake a national survey on the state, causes and consequences of delinquent behaviours.	MIGEPROF	0		0	0		0			0	0	0		0
Mainstream education on the causes and consequences of delinquency into primary and post-primary education curriculum.	MINEDUC	0	0		0	0								
Develop and mainstream professional counseling and mental health care services into existing health centre packages.	MoH	0	0	0						0		0	0	0
Identify inclusive employment opportunities to the youth to prevent unemployment related causes of delinquency	MIFOTRA	0	0	0									0	
Provide counseling and rehabilitation services for delinquents.	MIGEPROF	0		0	0	0		0				0	0	0
Establish transit and rehabilitation centres for referral and restoration purposes respectively.	MINALOC		0	0	0	0	0			0			0	0
Provide mental health care and corrective education services to drug users	MoH	0	0	0		0	0					0		0
Develop and implement minimum services on response and rehabilitation of delinquents.	MIGEPROF	0		0	0	0	0	0				0	0	0
Undertake an impact study on effectiveness of current intervention	MINALOC	0		0	0	0	0			0				

Proposed interventions	Lead Institution													
		MINALOC	MIGEP ROF	MYICT	MoH	NCC	MINI JUST	MINE DUC	MIFOTRA	MINEC OFIN	DPs	FBOs	Priv. Sector	CSOs
measures to inform future responses.														
Design and implement a national pre and in-service capacity building plan for mental health care and counseling professionals.	MoH	0	0	0				0			0	0	0	0
Strengthen and scale-up community-based rehabilitation centres.	MINALOC		0	0		0	0				0	0	0	0
Develop, approve and implement an appropriate case management system (identification, referral, treatment and reintegration of delinquents).	MIGEPROF	0		0	0	0	0	0			0	0	0	0
Strengthen and scale-up district transit centres	MINALOC		0	0		0	0							
Establish and enforce Ministerial instructions regulating the establishment, mandate and management of transit centres	MINALOC	0	0	0	0		0							
Establish and scale-up specialized rehabilitation centres to accommodate special interest groups such as children and females.	MINALOC		0	0	0	0	0				0	0	0	0
Providing financial and skills support to prevent victims from repeating delinquent acts	MINECOFIN	0	0	0			0	0	0	0	0	0	0	0
Undertake capacity support and mindset change on recipients of former delinquents to embrace their reintegration into their communities.	MIGEPROF	0		0	0	0	0	0			0	0	0	0
Establish and update a national database on delinquents and prevalence of delinquency.	MINALOC		0	0	0	0	0	0	0	0	0			
Develop an appropriate national Monitoring system to track progress on rehabilitation and reintegration interventions.	MINALOC		0	0	0	0	0	0	0	0	0	0	0	0
Investigate serious cases of crimes committed by delinquents and advise in referral process	MININTER	0	0	0				0						

4.2 Coordination and reporting

The implementation of the National Policy against Delinquency will be coordinated by the Ministry of Local Government, which shall work closely with other ministries, relevant government agencies/institutions and civil society organisations. The implementation will combine grassroots level sensitization and intensive training and education, with awareness rising via mass media and broad communications strategies.

A bottom-up approach is necessary; meaning the National Policy against Delinquency will direct significant resources at local levels. These will enable community based programs as well as a strong institutionalization of the approach.

This policy will include forming a National steering committee, technical committees from National to village levels and parents committees in rehabilitations centres drawing on this broad partnership to harmonise the policy implementation.

National Steering Committee: The steering committee is made up of all Ministers of the social cluster. The role of the steering committee is to review policies and actions against delinquency and provide strategic guidance of implementation.

National Rehabilitation Agency: The National Rehabilitation Agency will have a light but very specialized staff to provide direct supervision and coordination of the implementation of the policy. There shall be a law to determine the structure, mandate and functioning of this agency.

Technical Committees: There shall be technical Committee at all levels from National to village levels mainstreamed within the framework of the social cluster structures. The technical committees shall oversee the implementation of the policy at their respective levels. A Comprehensive Monitoring and Evaluation (M&E) system will be developed and will define clear output and outcome level indicators to be monitored during the course of implementing this policy. For matters of giving it clarity and significance, other arrangements to enhance monitoring and evaluation of progress against the policy goals shall include the following;

- **Stakeholders meetings:** Since implementation of this policy falls under and is in the interest of many stakeholders, the implementation plan will define the frequency of meetings to be held with stakeholders to review progress against targets as well as review options for improved delivery on the priority policy actions.
- **Progress reviews:** The implementation plan will determine the frequency of evaluation and review of progress of interventions to inform necessary actions to expedite planned interventions. This is important to give an early indication on whether or not the efforts underway are yielding to expectation.

4.3 Monitoring and Evaluation framework

A Comprehensive integrated monitoring and evaluation (M&E) system will be designed, with clear outcome and result level indicators to enable monitoring and reporting. The M&E framework must take into consideration the different levels of reporting, the cross-sectorial nature of the issue to ensure that the lessons learned are used to inform policy reviews in related sectors.

Monitoring and evaluation need to focus on key areas of priority interventions including prevention against delinquency, rehabilitation and reintegration of affected persons.

Mechanisms to facilitate the monitoring and evaluation of activities of this policy shall be instituted to include:

- Organize regular stakeholders' meetings to review the progress, challenges and the way forward. Resolve any immediate and outstanding issues as a means to accelerate the process of implementation. Stakeholders' meetings shall be held on a quarterly and resolutions from these meetings shall be used as inputs for the development of subsequent annual planning processes;
- Conduct periodic reviews to assess the progress of the implementation plan including transparent communications to all stakeholders in terms of the achievements as well as possible shortfall;
- Conduct research on delinquency to allow evidence based planning;
- Establish an MIS for case management of rehabilitated persons

4.4 Policy dissemination and communication

Upon approval, the National policy against delinquency will be disseminated in the most friendly form and languages understood by majority beneficiaries and stakeholders. Without pre-empting the most appropriate policy dissemination and communication approaches, the key policy messages will be delivered through existing means and avenues that have proven to reach as many Rwandans as possible. Some of the proposed means and avenues through which this policy will be communicated include but are not limited to the following;

- Local Radio and Television broadcasts and talk shows
- Other print and electronic media such as; Newspapers, magazines, social media, bulk messages among others.
- Itorero (Civic Education) session especially for the youth.
- Established community fora such as; Umugoroba W'ababyeyi, Umuganda rusange, Inteko rusange y'abatwariye and other community-based social gatherings
- Distribution of simplified leaflets through hospitals and health centres, schools, universities among other places that attract regular human traffic.
- Any other forum that will be deemed appropriate and effective.

4.5 Implications of implementing the Policy

4.5.1 Socio-economic implications: Among the expected medium term impacts of this policy is restored public order and social stability as a result of reduced prevalence of cases of delinquency. This has a far reaching impact on general crime rates in the country and so reducing on the operation cost of policing and other anti-crime management interventions.

Delinquency and its constituent cases bring about heavy economic losses to the individual as well as the entire country, ranging from the foregone returns from the productive activities that would otherwise be undertaken by the delinquents in question to the cost of rehabilitation and reintegration of delinquents borne by the country. Successful implementation of this policy will therefore save on the above cost of administration of interventions against delinquency. The principle behind rehabilitation of delinquents is to restore their mental and physical productive capacities. Those enrolled at Rehabilitation centres come out with technical and vocational skills to secure productive employment or self -employment. This policy provides a broad and consolidated national framework to strengthen such interventions that will boost the productive capacities of former delinquents with an aggregate effect to national domestic productivity.

4.5.2 Legal implications: By and large, there is no anticipated need for fundamental change in the existing laws and regulations as a result of this policy due to the fact that all but a few cases of delinquency reflected in this policy are conducts punishable under the penal code. However, at the time of elaboration of this policy, the organic law instituting the penal code was being revised simultaneously. There shall be a comprehensive review of the other

relevant legal frameworks to ensure coherence with this policy as well as the approved penal code.

4.5.3 Financial implication

It should be noted that activities to prevent and or respond to cases of delinquency are already ongoing, save for a few innovations to expedite the implementation of interventions in question. However, there has been lack of a consolidated set of interventions to manage the problem of delinquency as well as a harmonized cost outlay.

Following the elaboration of a National policy against delinquency and its implementation plan **in annex 1** a clear set of interventions and corresponding indicative budget implications are proposed.

In some cases, it may be possible to fund ongoing activities through budgetary planning of the chief implementers and for other activities that are essentially new and not specific to existing areas, a coordinated financing framework will be required. MINECOFIN will play a lead role in establishing this framework in close cooperation with MINALOC.

Proposed financing options

Financing the above interventions to prevent and or respond to the problem of delinquency shall be mobilized from multiple sources including; government, Private Sector, Civil Society, Faith Based Organizations among others. Government will develop and approve a sustainable fundraising strategy to support respective interventions as well as motivate non-state actors to be part of the solution mix.

However, without pre-empting recommendations of a national financing strategy, the following are some of the potential financing options;

- Community resources especially grassroots-based voluntary activities;
- Private investment in projects that can generate more jobs;
- Mobilizing and effectively aligning efforts of civil society organizations, including NGOs and faith-based organizations already involved in related activities.
- Mobilizing traditional development partners, and interesting other partners through organizing regular round-table dialogue sessions;
- Establish a joint social cluster plan to deal with delinquency to ensure effective programming.

Annexes

Table 4: Implementation plan Matrix

OUTCOME 1	<i>Established measures to prevent the incidence of delinquency behaviours</i>							
OUTPUT	ACTIVITY	BUDGET IN MILLIONS RWF						Stakeholders
		2017-18	2018-19	2019-20	2020-21	2021-22	T.Budget	
<i>Output 1: National awareness and sensitisation campaigns against delinquency enhanced</i>	1. Develop specific curriculum and programs on basic values and delinquency;	0	15.35	0	0	0	15.35	MINALOC MINEDUC, MOH, MIGEPROF, MYICT MINISPOC,
	2. Strengthen school anti-drugs clubs;	19.4	3.74	19.4	3.74	3.74	50.02	MINEDUC
	3. Provide counselling and other services to young persons with special needs and suffering from abuse or neglect or at risk;	1.5	11.1	15	15	15	57.6	MOH MYICT, MINEDUC, MINALOC
	4. Mobilise and sensitize student, parents and community on	27.9	27.9	27.9	27.9	27.9	139.5	MINEDUC, MINALOC,

	school dropout							MYICT
	5. Mobilize and sensitize parents and community on parenting responsibility through media, existing community organizations, networks and home grown initiatives	27.9	27.9	27.9	27.9	27.9	139.5	MIGEPROF MINALOC, MOH MYICT,
	6. Put in place rules and regulations prohibiting media to exhibit use of drugs, tobacco, alcohol abuse, violence and other forms of immorality;	5.3	15.3	0	15.3	0	35.9	MINIJUST MIGEPROF MINALOC, MOH MYICT,
	7. Develop & Harmonize laws and regulations against delinquency;	5.3	6.0	0	6.0	0	17.3	MINIJUST, MOH, MIGEPROF, MINALOC
	8. Undertake a national survey on the state, causes and consequences of delinquent behaviours ;	86	0	0	0	0	86	MINALOC MINEDUC, MOH, MIGEPROF, MYICT MINISPOC,

Output 2: <i>Employment opportunities strengthened</i>	1. Facilitate youth in accessing technical and vocational Education	3,250	3,250	3,250	3,250	3,250	16,250	MYICT, MINEDUC, MINALOC
	2. Create conducive environment for the private sector to create jobs, facilitate internship and on job training programmes	3.740	3.740	3.740	3.740	3.740	18.7	MIFOTRA, MINEACOM, PSF, RDB,
	3. Provide capacity building and technical assistance in developing viable and bankable projects;	4.160	4.160	4.160	4.160	4.160	20.8	MINECOFIN, MYICT, MINICOM, MIFOTRA, RDB
	4. Create awareness on existing opportunities such as grants, business incubators, and advisory services	4.808	4.808	4.808	4.808	4.808	24.04	MINALOC,
	5. Improving the quality and the usage of the products made in Rwanda	3.740	3.740	3.740	3.740	3.740	18.7	MINICOM, MINALOC, MYICT, PSF
Output 3: <i>Youth recreational facilities enhanced and scaled-up</i>	1. Establish a wide range of recreational and cultural facilities for both females and males at cell level;	4,042	367.5	367.5	367.5	367.5	5,512	MINISPOC, MINALOC, MINEDUC, MYICT

Output 4: Social protection for vulnerable people Strengthened	6. Strengthen social protection programs to promote sustainable graduation of people out of poverty;	83,000	83,000	83,000	83,000	83,000	415,000	MINALOC, MIGEPROF, MIFOTRA, MYICT, MINAGRI
	7. Promote special programs to provide shelter for homeless people	450.0	1,750.0	1,750.0	1,750.0	1,750.0	47,450	MINALOC MINEDUC, MOH, MIGEPROF, MYICT MINISPOC,
	8. Initiate special programs to provide skills training for vulnerable people, unaccompanied and street children;	4,160	4,160	4,160	4,160	4,160	20,800	MINEDUC, MIGEPROF, MINALOC, MYICT,
Output 5: Regional and International co-operation enhanced	1. Facilitate regional dialogue and opportunities for learning on best practices and promote international agreements;	0	4.5	2.3	0	2.3	9.1	MINAFFET, MINEACOM,
	2. Harmonize laws and regulations against drug/substance abuse and other forms of delinquency, with neighboring countries;	0	5.3	0	0	0	5.3	MINIJUST, MOH, MINEACOM, MINAFFET
	3. Increase effort on surveillance at the country borders,	0	10.0	1.5	1.5	1.5	14.5	MININTER,

	including the airport, and having clear strategies on how to execute border control;								MINEACOM, MINAFFET, MOH,
OUTCOME 2		Defined and implemented appropriate and sustainable measures to respond to cases of delinquency							
OUTPUT		5.3	6.0	0	6.0	5.3	22.6	MINIJUST,	
<i>Output 1: Conducive legal framework established and enforced</i>	1. Conduct a multi-sectoral assessment of laws in relation with delinquency and child rights and their enforcement mechanisms;							MOH, MIGEPROF, MINALOC	
	2. Put in place and enforce punitive measures against people engaged in delinquent activities; parents who fail to their parenting responsibilities and leaders who fail to their responsibilities;	5.3	6.0	0	6.0	0	17.3	MINIJUST, MOH, MIGEPROF, MINALOC	
	3. Enact law regulating domestic work;	5.3	6.0	0	6.0	0	17.3	MIFOTRA, MINIJUST, MIGEPROF, MINALOC	
<i>Output 2: Community - based alternative rehabilitation</i>	1. Establish community based rehabilitation programs at village level offering individual and family counselling sessions for people at risk or with minor	0	0	38.86	38.86	17.93	95.65	MINALOC MOH, MIGEPROF, MYICT,	

<i>services established</i>	crime;							MINISPOC,
	2. Develop and disseminate harmonized guidelines of community based-rehabilitation services;	0	14.35	0	0	0	14.35	MINALOC MOH, MIGEPROF, MYICT, MINISPOC,
	3. Train a critical mass of community counsellors and social workers;	0	0	4.476	4.476	2.238	11.19	MOH, MINALOC, MIGEPROF, MYICT
Output 3: The City of Kigali and district transit centers established/ upgraded	1. Establish facilities to accommodate all categories (Male, Female, Children, Adolescents, Youth, and Adults)	0	2.45	2.45	2.45	2.45	9.8	MINALOC, MININFRA, MINECOFIN
	2. Establish a professional and transparent identification, profiling, screening and referral of all delinquents;	0	205.4	151.2	151.2	151.2	659	MINALOC, MINIJUST MOH, MIGEPROF, MYICT,
	3. Develop and provide a comprehensive program for counselling, civic education, and health education,	5.3	2.16	0	0	0	7.46	MINALOC MOH, MIGEPROF,

	sensitization on government policies, laws and opportunities;							MYICT, MINISPOC,
	4. Equip transit centres with well trained professionals;		198.8	198.8	198.8	198.8	795.2	MIFOTRA, MINALOC, MOH, MYICT, MINEDUC,
	5. Develop by laws governing transit centres;	5.3	0	0	0	0	5.3	MINALOC, MINIJUST, MIGEPROF, MYICT
Output 3: <i>Specialized rehabilitation centers established/ upgraded</i>	1. Establish facilities to accommodate all categories: male and female children, youth, and adults (including recreational and medical facilities);	6,900	6,900	6,900	0	0	20,700	MINALOC, MININFRA, MINECOFIN
	2. Establish a professional and transparent identification, profiling, screening and referral of all delinquents;	0	44.5	22.5	22.5	22.5	112	MINALOC, MINIJUST MOH, MIGEPROF, MYICT,
	3. Develop a legal framework governing specialized rehabilitation centre;	5.3	0	0	0	0	5.3	MINALOC, MINIJUST, MININTER, MIGEPROF,

								MYICT
	4. Develop a comprehensive minimum package of services to be provided to delinquents during rehabilitation;	5.3	2.16	0	0	0	7.46	MINALOC, MINIJUST MOH, MIGEPROF, MYICT,
	5. Develop and provide a comprehensive program for counselling, civic education, health education, sensitization on government policies, and laws, skills and vocational trainings and linkage to other opportunities;	5.3	2.16	0	0	0	7.46	MINALOC, MINIJUST MOH, MIGEPROF, MYICT, MINEDUC
	6. Provide sustainable psychosocial support to parents/guardians/family members of people under rehabilitation programs;	0	27.072	27.072	27.072	27.072	108.288	MOH, MINALOC, MINIJUST, MYICT, MIGEPROF,
	7. Equip Rehabilitation centres with well trained professionals;	0	279.6	279.6	279.6	279.6	1,118.4	MIFOTRA, MINALOC, MOH, MYICT, MINEDUC,

Output 3: The implementation of the National strategy on mental health care and counseling scaled-up;	1. Scale up de-intoxication specialised centres that provides both de-intoxication and weaning services;	0	25.2	25.2	25.2	25.2	100.8	MOH, MINJUST, MIN ECOFIN
	2. Strengthen counselling and psychotherapy services in all Health centres and hospitals;	0	11.192	11.192	11.192	11.192	44.768	MOH, MINALOC,
OUTCOMES 3	Established mechanism for reintegration and follow-up of former delinquents							
OUTPUT Output 1: Reintegration programs in place	1. Define and provide minimum package (social and financial support, skills development, linkage to cooperatives, employment and other socio-economic opportunities...) for reintegration of rehabilitated people into their families taking into account people with special needs;	0	6.3	0	0	0	6.3	MINALOC, MOH, MIGEPROF, MYICT, MINEDUC, MINEACOM, MIFOTRA
	2. Establish a strong partnership with stakeholders including NGO's, FBO's, anti-drug clubs;	1.5	1.5	1.5	1.5	1.5	7.5	MINALOC, PSF, MOH, MIGEPROF, MYICT
	3. Support rehabilitated graduates to upgrade their level of education;	78.0	78.0	78.0	78.0	78.0	390	MINEDUC; MYICT, MINALOC, MIFOTRA

	4. Undertake psychological support of recipients of former delinquents to embrace their reintegration into their communities.	0	27.02	27.02	27.02	27.02	108.08	MOH, MINALOC, MIGEPROF, MYICT
	5. Provide financial/assets support to vulnerable families with rehabilitated people	Social protection.						MINALOC, MINECOFIN, MINEACOM, MIFOTRA, MIGEPROF, MYICT
OUTCOME 4	Established multi-sectorial coordination mechanism							
OUTPUT	1. Establish a National Rehabilitation Agency	1,395.26	1,395.26	1,395.26	1,395.26	1,395.26	6,976,630	MINALOC, MYICT, MIGEPROF,
Output 1:	2. Establish the National Steering and technical Committees	360.0	360.0	360.0	360.0	360.0	1,800	SOCIAL CLUSTER MINISTRIES
<i>A coordination mechanism comprising a National Rehabilitation Agency established</i>	3. Establish technical committees from district to village levels	115.8	115.8	115.8	115.8	115.8	579.0	
	4. Establish technical committees from district to village levels	0	0	0	0	0	0	MINALOC, MYICT, MIGEPROF
Output 2:	1. Set up a strong M&E system with MIS to keep records and for cases management;	0	25.0	0	1.2	0	26.2	MINALOC,

<i>M& E framework established</i>	2. Ensure comprehensive service delivery and ensure close and individual follow up to address root causes of delinquency;	0	29.28	29.28	29.28	29.28	117.12	MIGEPROF, MYICT, MOH, MINEDUC, MINIJUST,
	3. Put in place proper reporting framework	0	0	0	0	0	0	MIFOTRA
	Grand Total	12,424.36	102,442.242	102,548.708	95,671.248	460,198.48	499,534.436	
	Existing budget							
	New Budget							

Output 3: <i>Youth recreational facilities enhanced and scaled-up;</i>	# of youth recreational facilities created at cell level; Baseline :TBD	Identification of the existing recreational facilities at cell level	TBD	TBD	TBD	TBD	MINISPOC
Output 5: <i>Social protection for vulnerable Strengthened;</i>	% of supported vulnerable people; Baseline: 2015/2016: 816113 people benefited from SP % of supported vulnerable people who graduated; Baseline: 2012: 9.8%	1,017,000	1096000	TBD	TBD	TBD	MINALOC
Output 6: <i>Conducive legal framework established and enforced</i>	# of laws assessed, enacted; % of people who received punitive measures;	-Draft law establishing NRS determining its responsibilities, organization and Functioning; -Prime Minister’s order determining organizational structure of NRS; -Presidential order establishing	TBD	TBD	TBD	TBD	MINIJUST

		rehabilitation centers, their organization, responsibilities and functioning and responsibilities. - Presidential order establishing transit centers, their organization, responsibilities and functioning and responsibilities.					
<i>Output 7: Regional and International co-operation enhanced</i>	# of dialogues and learning tours; # of laws harmonized;	TBD					MINAFFET

<p>Outcome 2: Defined and implemented appropriate measures to respond to cases of delinquency.</p>	<p>Indicator: % of delinquents rehabilitated</p> <p>Baseline: TBD</p>	<p>1. Conducting awareness and sensitization campaigns</p> <p>2. Conducting survey on cases of delinquency</p>	<p>TBD</p>	<p>TBD</p>	<p>TBD</p>	<p>TBD</p>	<p>MINALOC</p>
<p>Output 1: <i>Community -based alternative rehabilitation services established</i></p>	<p># of community members received counselling sessions</p> <p>% of villages with community rehabilitation services functional</p>	<p>TBD</p> <p>TBD</p>	<p></p>	<p></p>	<p></p>	<p></p>	<p>MINALOC</p>
<p>Output 2: <i>The City of Kigali and district transit centers established / upgraded</i></p>	<p># of transit centres established</p> <p>Baseline:</p>	<p>N/A</p>	<p>7</p>	<p>7</p>	<p>7</p>	<p>7</p>	<p>MINALOC</p>

	# of transit centres upgraded						
Output 3: <i>Specialized rehabilitation centers established/ upgraded</i>	# of specialized rehabilitation centres established; Baseline: 2(Iwawa&Gitagata) # of specialized rehabilitation centres upgraded	N/A TBD	1 Specialized rehabilitation center constructed TBD	1 Specialized rehabilitation center constructed TBD	1 Specialized rehabilitation center constructed TBD	- TBD	MINALOC
Output 4: <i>The implementation of the National strategy on mental health care and counseling scaled-up;</i>	<i># Mental health care and counseling scaled-up;</i> Baseline: 43 DHs; 3 Referral Hospitals; all health centers						
Policy statement 3:	Develop and implement a sustainable mechanism for reintegration and follow-up of former delinquents						

<p>Outcome 3:</p> <p>Sustainable mechanism for reintegration and follow-up of former delinquents developed and implemented</p> <p><i>Output 1:</i> <i>Reintegration programs established</i></p>	<p>Indicator:</p> <p>% of former delinquents reintegrated</p> <p>Baseline: TBD</p>	TBD	TBD	TBD	TBD	TBD	MINALOC
	<p># of vulnerable people supported</p>	TBD	TBD	TBD	TBD	TBD	TBD

<p>Outcome 4:</p> <p><i>Improved Multi-sectoral coordination mechanism</i></p>	<p>Indicator:</p> <p>National Rehabilitation Service(NRS) established and staffed</p>	<p>Develop the Prime Minister governing the organizational structure of NRS and approval by Cabinet,</p> <p>Setting up the required infrastructure</p>	<p>Appointment of the Board of Directors and Senior managers staff, recruitment of Senior and professional staff</p>	<p>Monitoring the operationalization of the NRS</p>	<p>Monitoring the operationalization of the NRS</p>	<p>Conduct performance evaluation of the NRS</p>	<p>MINALOC</p>
<p>Output 1: A coordination mechanism established</p>	<p>Law establishing NRS enacted and gazetted</p>	<p>Law establishing the NRS in Place</p>	<p>Establish the National Steering and technical Committees at Central level;</p> <p>Operationalization of National Steering and technical Committees at central level;</p>	<p>Establish technical committees at Sector, Cell and village levels;</p> <p>Establish Parents committees at village level</p> <p>Establish the graduate committees at</p>	<p>Develop training modules and provide capacity building to all committees.</p>	<p>Monitoring the performance of NRS and established committees</p>	

			Establish technical committees at District level	village level.			
<i>Output 2: M& E framework established</i>	M&E system in place MIS operational	Set up M&E system to keep records for cases management of delinquency.	Develop MIS for case management of delinquency.	Develop MIS for case management.	TBD	TBD	MINALOC

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