



Republic of Rwanda
Ministry of Justice

NATIONAL COUNTER-TRAFFICKING IN PERSONS POLICY

PREVENTION • PROTECTION • PROSECUTION • PARTNERSHIP

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EXECUTIVE SUMMARY

Trafficking in persons (TIP) is one of the gravest violations of human rights and human dignity in the modern world. It strips individuals of their freedom, exploits their vulnerabilities, and treats human beings as commodities for profit. Globally, the United Nations Office on Drugs and Crime (UNODC) documented 202,478 identified victims between 2020 and 2023, a figure that represents only those detected; the actual scale is believed to be far greater.

In Rwanda, the Government has made significant progress in combating TIP through legal reforms, institutional strengthening, and international cooperation. Between 2019 and 2024, Isange One Stop Centre (IOSC) supported 297 victims of whom 75% were women and girls, while 25% were men and boys. Among those victims, 168 individuals were aged between 18 and 30 years, and 102 were children under the age of 18. However, recent trends indicate a shift in the profile of victims. Between April 2025 and March 2026, IOSC supported 96 victims, of whom 56 were male and 40 were female, suggesting that men are increasingly being targeted.

Despite this progress, critical gaps remain in prevention, victim protection, prosecution of offenders, and inter-institutional coordination. This document presents the National Counter-Trafficking in Persons Policy, a comprehensive framework addressing these gaps through seven strategic objectives supported by coordinated policy actions organized under the internationally recognized 4Ps framework: Prevention, Protection, Prosecution, and Partnership.

The Policy is aligned with the Constitution of the Republic of Rwanda, which upholds the inherent dignity of every person and guarantees fundamental rights and freedoms, including the rights to life, liberty, security of the person, and protection. These constitutional principles provide the foundation for Rwanda's efforts to prevent and combat TIP while protecting victims of trafficking.

The Policy also supports the implementation of National Strategy for Transformation 2 (NST2), Rwanda Vision 2050, and the Sustainable Development Goals, particularly Goal 5 on gender equality, Goal 8.7 on eradicate forced labour, modern slavery and human trafficking and Goal 16 on peace, justice, and strong institutions.

The Policy addresses six priority areas, namely, prevention of TIP, victim identification and referral, victim protection and reintegration, investigation and prosecution of traffickers, national coordination, and international cooperation. The first implementation cycle covers a five-year period and will be implemented through a coordinated, results-based framework supported by domestic resources and development partners.

1. THE POLICY PROBLEM

1.1. WHAT IS TRAFFICKING IN PERSONS?

Trafficking in persons is an organized crime and a profound violation of human rights. Under international law, it is defined as the recruitment, transportation, transfer, harbouring, or receipt of persons through the threat or use of force, coercion, abduction, fraud, deception, or abuse of power or a position of vulnerability, for the purpose of exploitation. Exploitation includes sexual exploitation, forced labour, slavery, servitude, and removal of organs.

In Rwanda, the Law N° 51/2018 of 13/08/2018 relating to the Prevention, Suppression and Punishment of Trafficking in Persons and Exploitation of Others provides the primary legal definition and framework for addressing TIP. This law criminalizes all forms of trafficking, defines the rights of victims, and establishes penalties for offenders.

1.2. THE GLOBAL PICTURE

The scale of TIP globally is alarming and demands urgent action. The UNODC recorded 202,478 identified victims between 2020 and 2023. Women and girls account for the overwhelming majority of detected victims worldwide, particularly in cases of sexual exploitation. Children represent a growing share of detected victims. Labour trafficking has also expanded significantly, with victims found in agriculture, manufacturing, domestic work, and construction.

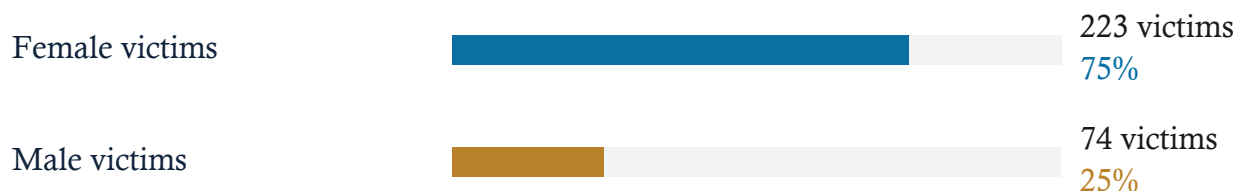
202,478 IDENTIFIED VICTIMS DETECTED GLOBALLY — UNODC, 2020–2023

PRIMARY VULNERABLE GROUP Women and girls	LEADING FORMS OF EXPLOITATION Sexual exploitation and forced labour
KEY SECTORS AFFECTED Agriculture, domestic work, manufacturing and construction	NATURE OF CRIME Transnational organized crime; hidden and underreported

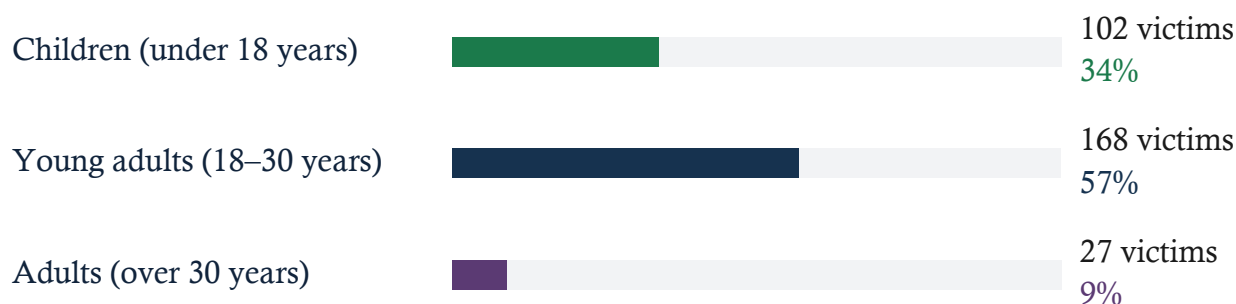
1.3. THE SITUATION IN RWANDA

Between 2019 and 2024, IOSC supported 297 victims of TIP as indicated below:

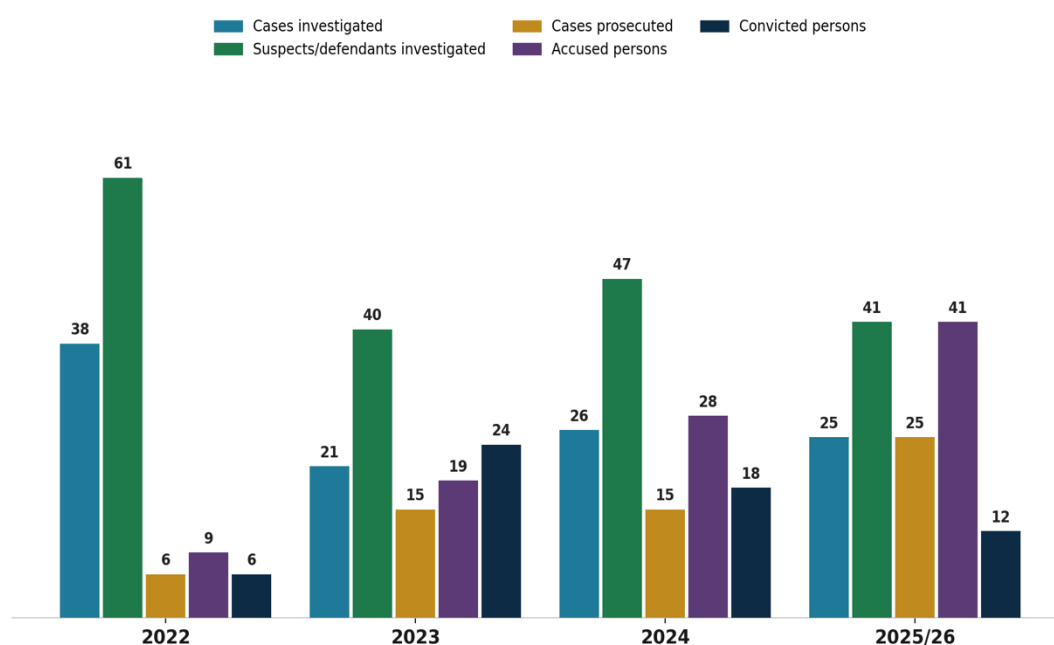
BY GENDER



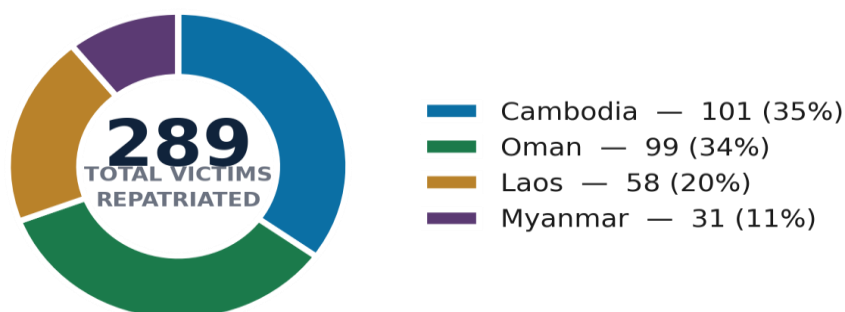
BY AGE GROUP



Between 2022 (January) and 2026 (March), authorities investigated 189 TIP suspects, indicted 97 accused and a total of 60 persons were convicted of TIP as indicated below:



In the period from April 2025 to March 2026, 289 victims were repatriated to Rwanda from abroad as indicated below:



1.4. FORMS OF TRAFFICKING IN PERSONS IN RWANDA

Trafficking in persons in Rwanda manifests in several forms, both domestically and cross borders, each requiring a tailored prevention and response approach:

Form of Trafficking	Description
Forced labour, slavery and similar practices	Victims are recruited under false promises of employment and subjected to forced labour. Similarly, women and girls are trafficked into forced or servile marriages, forced pregnancy or surrogacy. Men and women are ruled into debt bondage, serfdom and forced begging or criminality.
Sexual exploitation	Trafficker obtains financial or other benefits through other persons' prostitution, sexual servitude or other kinds of sexual services, including pornographic acts or the production of pornographic materials.
Child trafficking	Children are targeted through community members, family networks, or deceptive online and recruitment channels for the purpose of exploitation; here means used are not considered.
Removal of organs	Trafficker removes, sells, keeps, hides, transports, receives or uses an organ or a part of the body of a person for interests.

2. WHY A POLICY RESPONSE IS NECESSARY

Without a coordinated and sustained policy response, criminal networks adapt and expand, while vulnerable populations continue to be exploited. Several factors make a dedicated policy response not just desirable, but essential.

2.1. THE SCALE AND PERSISTENCE OF THE PROBLEM

Rwanda faces a persistent and evolving TIP challenge where over five years 297 victims were supported and 189 suspects investigated, 97 indicted, 60 convicted of TIP from 2022 to 2026 and 289 victims repatriated between 2025 to 2026. These numbers represent victims whose lives, physical wellbeing, and psychological health have been severely compromised. They also represent only detected cases; given the hidden nature of trafficking, the actual number of victims is considerably higher. The human suffering behind these statistics demands a sustained and comprehensive response.

2.2. THE LIMITATION OF LEGAL RESPONSE ALONE

The Law N° 51/2018 provides a strong legal foundation, but legislation alone does not protect victims or prevent trafficking in persons. Effective implementation requires institutional capacity, coordination mechanisms, dedicated resources, trained personnel, and a culture of accountability. A policy framework translates legal obligations into operational commitments and provides the structure needed for multi-institutional implementation.

2.3. RWANDA'S INTERNATIONAL OBLIGATIONS

As a member to multiple international instruments, Rwanda has made binding commitments to take active measures against trafficking. The policy gives effect to these obligations, which include:

- Trafficking in Persons Convention – Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others, adopted in New York on 21 March 1950, ratified by Presidential Order N° 162/01 of 31 December 2002.
- CEDAW – Convention on the Elimination of All Forms of Discrimination against Women, adopted in New York on 18 December 1979, ratified by Presidential Order N° 431/16 of 10 November 1980.
- CRC – Convention on the Rights of the Child, adopted in New York on 20 November 1989, ratified by Presidential Order N° 773/16 of 19 September 1990.
- ILO Convention No. 182 (C182) – Worst Forms of Child Labour Convention, adopted in Geneva on 17 June 1999, ratified by Presidential Order N° 39 bis/01 of 30 September 1999.

- Palermo Protocol (TIP Protocol) – Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, adopted in New York on 15 November 2000, ratified by Presidential Order No. 163/01 of 31 December 2002.
- UNTOC – United Nations Convention against Transnational Organized Crime, adopted in New York on 15 November 2000, ratified by Presidential Order N° 158/01 of 3 December 2002.
- Maputo Protocol – Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, adopted in Maputo, Mozambique, on 11 July 2003, ratified by Presidential Order N° 27/01 of 27 May 2004.

2.4. THE ECONOMIC AND SOCIAL BENEFITS

The human cost of trafficking in persons is immeasurable. Beyond individual suffering, there are significant economic costs: investigation and prosecution, victim rehabilitation, repatriation, and the loss of productive capacity. Effective implementation of this Policy is expected to reduce the long-term social and economic costs of trafficking in persons by strengthening prevention, early identification, and coordinated interventions.

2.5. ALIGNMENT WITH NATIONAL AND INTERNATIONAL FRAMEWORKS

The National Counter-TIP Policy aligns with provisions of the bill of rights enshrined in the Constitution of the Republic of Rwanda and the Law No. 51/2018 of 13/08/2018 Relating to the Prevention, Suppression and Punishment of Trafficking in Persons and Exploitation of Others. It also aligns with the NST2 and the Rwanda Vision 2050 which prioritize human rights, safety, and inclusive development.

On international level, the Policy aligns and incorporates a number of principles and key elements of the Palermo Protocol, especially the four pillars (Prevention, Protection, Prosecution and Partnership). It is consistent with international treaties ratified by Rwanda such as the trafficking in persons Convention, CEDAW, CRC, ILO Convention N° 182, UNTOC and the Maputo Protocol.

The Policy directly contributes to achieving the Sustainable Development Goals, particularly Goal 5 (Gender equality), Goal 8.7 (Eradicate forced labour, modern slavery and human trafficking) and Goal 16 (Peace, Justice, and strong institutions).

3. POLICY FRAMEWORKS

3.1. VISION AND MISSION

OUR VISION

“

Building Rwanda free from trafficking in persons.

OUR MISSION

“

To prevent TIP, protect victims, prosecute offenders, and build effective partnerships through a coordinated, evidence-based, and human rights-centred policy framework.

3.2. GUIDING PRINCIPLES

The Policy is grounded in the following principles, which inform all policy actions and institutional arrangements:

- Respect for human rights and human dignity as the foundation of all TIP responses;
- Non-discrimination and gender responsiveness in service delivery and policy design;
- A victim-centred approach that prioritizes the needs, safety, and rights of victims;
- The best interests of the child in all decisions affecting child victims and those at risk;
- Multi-stakeholder partnership and shared accountability across government institutions and civil society organizations;
- Evidence-based programming and a commitment to continuous learning and adaptation;
- Confidentiality and data protection for all victims and witnesses.

3.3. THE 4PS FRAMEWORK

The Policy organizes around the internationally recognized 4Ps framework, which provides a holistic approach to combating trafficking in persons at every stage of the cycle:

<p>PREVENTION</p> <p>Focus Area</p> <p>Reducing vulnerability and demand for exploitation</p> <p>Strategic Goal</p> <p>Stop trafficking in persons before it occurs through awareness, education, and community resilience building</p>	<p>PROTECTION</p> <p>Focus Area</p> <p>Victim identification, referral, and comprehensive support</p> <p>Strategic Goal</p> <p>Ensure all victims are identified promptly and receive trauma-informed, rights-based care and support</p>
<p>PROSECUTION</p> <p>Focus Area</p> <p>Law enforcement, investigation, and access to justice</p> <p>Strategic Goal</p> <p>Hold traffickers fully accountable under the law and provide victims meaningful access to justice</p>	<p>PARTNERSHIP</p> <p>Focus Area</p> <p>Inter-agency coordination and international cooperation</p> <p>Strategic Goal</p> <p>Strengthen the national and cross-border response through coordinated, data-driven partnership</p>

3.4. POLICY OBJECTIVES

The policy pursues seven specific objectives, each corresponding to a key dimension of the TIP challenge in Rwanda and to the six policy issues addressed in Section 4:

1	PREVENTION Objective 1 — Prevention Reduce vulnerability to TIP by strengthening public awareness, community-based prevention, and socio-economic empowerment programmes.
2	PROTECTION Objective 2 — Identification and Referral Strengthen early identification, referral of trafficking in persons victims and enhanced protection services through trained frontline actors and a fully functional National Referral Mechanism (NRM).
3	PROTECTION Objective 3 — Protection and Reintegration Ensure that all identified victims receive trauma-informed, gender and age-responsive protection, rehabilitation, and reintegration support.
4	PROSECUTION Objective 4 — Prosecution and Justice Strengthen the capacity of law enforcement , investigation, prosecution, and judicial actors to investigate, prosecute, and adjudicate TIP cases as well as provide victims access to justice.

5

COORDINATION

Objective 5 — National Coordination

Strengthen inter-agency coordination, data management, and joint accountability mechanisms among government institutions and civil society organizations.

6

PARTNERSHIP

Objective 6 — Regional and International Partnership

Strengthen regional and international cooperation to address the transnational nature of trafficking in persons, including cross-border investigations, victim repatriation, extradition and mutual legal assistance.

7

GOVERNANCE

Objective 7 — Governance, Financing, Monitoring and Evaluation (M&E)

Establish a well-resourced, well-governed, and evidence-based implementation, financing, and monitoring framework that ensures accountability and continuous learning.

4. POLICY ISSUES AND PROPOSED ACTIONS

The policy identifies six key issues that undermine the effectiveness of Rwanda's response to trafficking in persons. For each issue, specific and actionable policy responses are proposed with clear institutional responsibilities and resource implications

Issue 1	Limited Awareness and Prevention Capacity Public understanding of trafficking in persons indicators, recruitment tactics, and reporting channels remains limited, particularly in rural districts and among youth, leaving vulnerable populations exposed to TIP both domestically and across borders.
Actions	<ul style="list-style-type: none">• Design and roll out a national, multi-media community TIP awareness campaign across the Country, with materials produced in Kinyarwanda and other official languages where necessary targeting vulnerable population.• Establish and integrate anti- trafficking in persons content into school clubs, youth programs, and itorero.• Train Community Health Workers, Inshuti z'Umuryango, local leaders, Youth Volunteer in community policing and faith-based leaders as community-level prevention focal points.• Establish and publicize a national toll-free TIP reporting hotline.

Issue 2	Weak Identification of Victims and Referral Mechanisms Frontline actors that include RIB, RNP, and DGIE, NPPA, MoH, MIFOTRA, MINALOC, MIGEPROF, MINIJUST, Decentralized Administrative Entities and social workers have limited training and tools to identify trafficking in persons victims, particularly among migrants, domestic workers, and children, resulting in under-identification and delayed referral to services.
Actions	<ul style="list-style-type: none">• Develop and roll out standardized victim identification indicators and screening tools for the frontline actors.• Develop and operationalize NRM with clear referral pathways and case management protocols.• Train frontline actors on victim identification.

Issue 3

Limited Victim Protection, Rehabilitation and Reintegration Services

Access to specialized services such as shelter, psychosocial, medical, legal, and reintegration for victims of TIP remains limited, particularly for children, men, and victims of sexual exploitation, undermining recovery, reintegration, and increasing the risk of re-trafficking.

Actions

- Expand shelter capacity for TIP victims, prioritizing child appropriate and gender sensitive facilities.
- Strengthen trauma-informed psychosocial support and drawing on community-based psychotherapy.
- Provide medical care, legal aid, and family tracing and reunification services.
- Support economic reintegration pathways including vocational training, business activities and opportunity linkages.

Issue 4

Complexity of TIP and Limited Capacity of Justice Sector Institutions

TIP cases are complex and often involve legal, procedural, and transnational dimensions. An effective investigation, prosecution, and adjudication of such cases require strengthened institutional capacity across law enforcement and the judiciary.

Actions

- Strengthen institutional capacities for specialised anti- trafficking in persons investigation and prosecution within RIB and NPPA.
- Provide specialized training including trafficking in persons investigation techniques, victim-sensitive interviewing as well as collection of electronic and financial evidence.
- Strengthen judicial capacity through specialized training for judges handling TIP cases.

Issue 5

Limited Inter-Institutional Coordination, CSOs Engagement and Data Management

A lack of coordination may result in a focus on symptomatic rather than root causes of trafficking. Therefore, it is crucial for counter- trafficking in persons actors, including government agencies, non-governmental organizations, law enforcement agencies, and international bodies, to establish effective communication channels, share information, harmonize strategies, and collaborate on a comprehensive and integrated approach to combat TIP.

Actions

- Establish a National Steering Committee composed of Ministers and Head of institutions involved in implementation of counter TIP efforts and determine its functions and responsibilities.
- Strengthen the National Counter- trafficking in persons in Persons Technical Committee and its Secretariat at MINIJUST.
- Develop operating procedure manual guiding the state and non-state actors involved in counter-trafficking.
- Develop a unified national TIP data system and dashboard integrating data from all actors.
- Institutionalize quarterly inter-agency coordination meetings and joint field monitoring visits.

Issue 6

Limited Regional and International Cooperation

Rwanda's response depends on effective cross-border cooperation. International judicial cooperation and joint operation mechanisms with regional partners remain underutilized.

Actions

- Strengthen bilateral, regional and international cooperation agreements on joint investigations, victim repatriation, and information sharing.
- Operationalize international judicial cooperation framework for cross-border and transnational trafficking in persons cases.

5. POLICY IMPLICATIONS

Implementing this policy carries institutional, legal, financial, and human resource implications that Government and partner institutions must plan for from the outset.

5.1. INSTITUTIONAL FRAMEWORK FOR POLICY IMPLEMENTATION

The core implementing Implementation of this Policy shall be coordinated through a multi-sectoral approach involving MINIJUST, MINAFFET, MINALOC, MIFOTRA, MIGEPROF, the Judiciary, RIB, RNP, NPPA, DGIE, GMO, ILPD, and other relevant stakeholders.

A National Steering Committee, composed of Ministers and Heads of key implementing institutions, shall provide strategic oversight and policy direction. The National Counter-Trafficking in Persons Technical Committee, supported by its Secretariat at MINIJUST, shall coordinate technical implementation, monitor progress, and report to the Steering Committee. The Secretariat shall be adequately staffed to support coordination and implementation.

Each implementing institution shall designate a focal point to serve on the Technical Committee and, where appropriate, establish a specialised unit or desk to coordinate TIP interventions.

The key roles of the implementing institutions are outlined below:

Rwanda Investigation Bureau (RIB)

RIB is the lead institution responsible for the identification of victims of TIP, criminal investigations, and coordination of referrals for victim protection and support through IOSC.

The Judiciary

The Judiciary is responsible for the fair, impartial, and timely adjudication of TIP cases and related offences.

National Public Prosecution Authority (NPPA)

NPPA is the lead institution responsible for the prosecution of TIP offences and related crimes in accordance with the laws of Rwanda. NPPA also provides protection of victims and witnesses.

Ministry of Justice (MINIJUST)

MINIJUST provides policy oversight and strategic coordination of national efforts to prevent and combat TIP.

Ministry of Local Government (MINALOC)

MINALOC is responsible for coordinating local government efforts in the prevention of TIP, victim protection, reintegration, and community-based responses.

Directorate General of Immigration and Emigration (DGIE)

DGIE plays a key role in preventing and detecting transnational crimes, including TIP, at border points and within the national migration system.

Ministry of Gender and Family Promotion (MIGEPROF)

MIGEPROF plays a central role in prevention, protection and psychosocial support of TIP victims who are disproportionately affected by trafficking in persons and exploitation.

Gender Monitoring Office (GMO)

GMO plays a key role in monitoring gender dimensions of trafficking, promoting accountability in gender-related policies, and ensuring that responses to trafficking in persons are gender-sensitive and victim-centred.

Civil Society Organizations (CSOs)

CSOs play a complementary and essential role in the prevention and response to TIP through service delivery, advocacy, awareness, legal aid, community engagement, and victim support.

Ministry of Foreign Affairs and International Cooperation (MINAFFET)

MINAFFET is responsible for promoting international cooperation, providing consular assistance and repatriation of trafficking in persons victims.

Rwanda National Police (RNP)

RNP plays a central role in prevention, detection and investigation support of trafficking in persons-related offences, as well as the protection of victims.

Ministry of Public Service and Labour (MIFOTRA)

MIFOTRA plays a critical role in the prevention and detection of labour exploitation, enforcement of labour standards, and protection of workers' rights, particularly in sectors vulnerable to forced labour and abusive recruitment practices.

Institute of Legal Practice and Development (ILPD)

ILPD plays a key role in strengthening the technical capacity of justice actors to effectively investigate, prosecute, adjudicate, and respond to trafficking in persons' cases in a victim-centred manner. ILPD conducts research on TIP trends and responses.

International Organizations and Development Partners (DPs)

DPs play a critical role in supporting national efforts to prevent and combat TIP through technical assistance, financial support, capacity building, policy development, and promotion of international cooperation.

5.2. LEGAL AND REGULATORY IMPLICATIONS

Law N° 51/2018 provides an adequate legal foundation, but several policy actions will require subsidiary regulations or ministerial guidelines to be operational, most notably, guidelines establishing NRM and standard operating procedures for victim identification and case management.

5.3. FINANCIAL IMPLICATIONS

The policy implementation shall require financing mobilized through both domestic resources and external support, including contributions from development partners. Annual budget execution should be reported alongside actual progress on ground.

5.4. HUMAN RESOURCE AND CAPACITY IMPLICATIONS

Specialized technical skills such as victim-sensitive interviewing, trauma-informed case management, financial-crime investigation, and data system management, are paramount in combating TIP. Institutions should ensure that concerned staff are trained and equipped accordingly.

5.5. DATA PROTECTION IMPLICATIONS

The unified national TIP data system will hold various information including personal data of victims and must be designed in compliance with applicable data protection legislation.

6. IMPLEMENTATION PLAN

The Counter TIP policy implementation framework defines the core structures, institutions, and mechanisms essential for delivering on policy actions effectively. Successful implementation requires enhanced coordination, stakeholder engagement, and integrated planning, supported by systems for real-time performance tracking and data-driven decision-making. A strong oversight and accountability framework ensures that progress remains aligned with national priorities.

Key institutions such as MINIJUST and law enforcement organs provide strategic oversight, while cross-sectoral platforms such as Ministerial Clusters, Sector Working Groups (SWGs), and Joint Action Development Forums (JADFs) facilitate collaboration and stakeholder participation. Development partners and civil society play pivotal roles by driving innovation, mobilizing resources, engaging citizens, and ensuring accountability, thereby enhancing the impact of combating TIP across all sectors.

POLICY IMPLEMENTATION PLAN				
4Ps Framework	Phase 1 – (Years 1–2: 2026–2028)	Phase 2 – (Years 3–4: 2028–2030)	Phase 3 – (Year 5: 2030/2031)	Lead Institutions
Prevention	<ul style="list-style-type: none"> Establish governance mechanisms; Develop labour mobility regulations; Strengthen social protection programs; Conduct TIP research; Launch nationwide awareness campaigns including online recruitment scams and deceptive employment offers. 	<ul style="list-style-type: none"> Expand nationwide awareness campaigns; Train frontline actors and community structures; Integrate anti- trafficking in persons content into schools’ clubs, youth programs, and itorero and community platforms. 	Evaluate the effectiveness and impact of prevention interventions and incorporate lessons learned into future programming.	MINIJUST , MINALOC , MIFOTRA , MIGEPROF , MOYA , MINICT , MINEDUC , MINEDUC MINUBUMWE NCSA , RNP , DGIE , ILPD
Protection	<ul style="list-style-type: none"> Develop and operationalise NRM and SOPs for victim identification and referral; Establish a national TIP database and toll-free reporting hotline. 	<ul style="list-style-type: none"> Expand victim identification, shelter, protection and reintegration services; Strengthen referral mechanisms nationwide. 	Evaluate the effectiveness, accessibility and sustainability of victim protection and reintegration services.	MINIJUST , MIGEPROF , MINALOC , MINAFFET , NPPA , RIB , DGIE , RNP ,

				ILPD, GMO, CSOs.
Prosecution	Strengthen institutional capacities for investigation, prosecution and adjudication.	Strengthen specialized investigation, prosecution and adjudication capacities.	Assess progress in strengthening criminal justice responses and institutional capacity to combat TIP.	MINIJUST , RIB, NPPA, Judiciary, RNP, DGIE, ILPD.
Partnership	<ul style="list-style-type: none"> • Establish the Steering Committee and its operating procedures; • Strengthen national coordination and stakeholder collaboration. • Strengthen the National Counter-Trafficking in persons Technical Committee and its Secretariat; 	<ul style="list-style-type: none"> • Strengthen coordination through regular inter-agency meetings, joint monitoring, • Implementation reviews and collaboration with regional and international partners; • Conduct the mid-term policy review. • Operationalize the national TIP data dashboard; • Strengthen regional and international judicial cooperation. 	<ul style="list-style-type: none"> • Conduct the end-of-term evaluation; • Publish the five-year impact report; • Document lessons learned and recommendations for the next policy implementation cycle. 	MINIJUST , MINIAFFET, MIGEPFOT, MINALOC, MIFOTRA, Judiciary RNP, RIB, NPPA, DGIE, GMO, ILPD, DPs, CSOs.

7. MONITORING, EVALUATION AND LEARNING

The Monitoring and Evaluation (M&E) framework is designed to support the implementation of the TIP Policy by enabling monitoring of progress, evaluation, and lesson learning during implementation of the TIP Policy. The M&E framework will leverage technology and digital tools, and reporting will consider data disaggregation by gender and other special categories.

7.1. RESULTS BASED M&E FRAMEWORK

Key performance indicators include:

- Number of awareness campaigns conducted at national, district, and community levels
- Number of frontline actors, transporters and hospitality industries trained on victim identification and trauma-informed approaches
- Number of TIP victims identified, repatriated, referred to services, and receiving comprehensive support
- Number of TIP cases investigated, prosecuted and adjudicated
- Number of inter-institutional joint activities and coordination meetings held
- Number of joint operations conducted
- Number of regional and international judicial cooperation frameworks initiated

7.2. REPORT AND REVIEW

The M&E framework operates through a structured reporting and review cycle. Each implementing institution submits quarterly progress reports to the National Counter Trafficking in Persons Technical Committee Secretariat at MINIJUST. Annual joint review meetings assess overall progress against the joint action plan. A mid-term review shall be conducted to assess progress and identify any adjustments needed to the implementation. A comprehensive evaluation at the end of Year 5 will assess overall policy impact and inform the design of the next policy implementation cycle.

7.3. ADAPTIVE MANAGEMENT AND PUBLIC ACCOUNTABILITY

The M&E framework supports continuous learning and adaptive management. Where monitoring evidence shows that specific interventions are not achieving intended results, the National Steering Committee has the authority to recommend implementation adjustments without requiring a full policy revision. This flexibility ensures the policy remains responsive to emerging evidence, new trafficking patterns, and the changing needs of victims.

MINIJUST publishes an annual TIP situation report, consolidating data from relevant institutions and providing an accessible, publicly available evidence base for governmental accountability, civil society advocacy, and informed public debate.

CONCLUSION

TIP remains a complex and evolving crime that requires a coordinated, sustained, and whole-of-government response. This Policy provides the strategic framework to strengthen prevention, protect victims, prosecute offenders, and enhance national and international cooperation.

Its successful implementation will depend on sustained political commitment, adequate resources, strong partnerships, and effective monitoring. Through coordinated action and continuous learning, Rwanda will strengthen its capacity to prevent trafficking, protect vulnerable persons, and ensure accountability for offenders.

ANNEX A: FIVE-YEAR THEORY OF CHANGE (2026-2031)

The Theory of Change (ToC) illustrates how the Policy's strategic interventions are expected to deliver outputs, outcomes, and long-term impact over the five years implementation period.

THEORY OF CHANGE STATEMENT

Effective implementation of this Policy will reduce vulnerabilities among the population through sustained awareness and prevention measures, improve early victim identification and protection, enhance investigation and prosecution of traffickers, strengthen national and transnational coordination, and invest in evidence-based learning and accountability.

LONG-TERM IMPACT

A Rwanda where traffickers are prosecuted and every victim recovers with dignity and full restoration of rights.

FIVE-YEAR GOAL (BY 2031)

Significantly reduce TIP cases in Rwanda, achieved through strengthened prevention, protection, prosecution, and partnership systems.

The ToC follows a single causal logic repeated across four pillar-level outcome pathways, all converging on the five-year goal: Activities deliver Outputs; the Outcomes produce the Goal; and the Goal, sustained over successive policy implementation cycles, produces the long-term Impact.

PILLAR 1 — PREVENTION

Priority Area Strengthen awareness and capacity building.

Outcome Improved awareness among targeted and vulnerable populations. Strengthened capacity building across frontline actors.

Strategic Interventions Conduct national awareness campaigns reaching all districts, school clubs, youth programs, itorero and Umugoroba w'Ababyeyi on prevention of TIP. Train frontline actors on TIP prevention and victim identification.

PILLAR 2 — PROTECTION

Priority Area Victim assistance, repatriation, referral and reintegration.

Outcome Strengthened mechanisms for victim support, repatriation, referral and reintegration.

Strategic Interventions Develop the NRM and SOPs on identification of victims. Expand shelter and support services to victims. Support reintegration pathways including education and vocational training.

PILLAR 3 — PROSECUTION

Priority Area

Capacity building for justice actors.

Outcome

Traffickers are investigated and prosecuted.

Strategic Interventions

Provide training on TIP investigation, prosecution and adjudication, including cyber-enabled trafficking.

PILLAR 4 — PARTNERSHIP

Priority Area

Coordination of national efforts and international cooperation on combating TIP.

Outcome

Enhanced coordination mechanism and an operational data system. Strengthened international cooperation on combating TIP.

Strategic Interventions

Establish and operationalize the National Steering Committee on Combating TIP. Strengthen the National Counter TIP Technical Committee. Sign and implement regional and international judicial cooperation frameworks.