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Final Report
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Training and Support to Judges and Prosecutors

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INTRODUCTION

USAID/Haiti contracted with the National Center for State Courts (NCSC) to implement the Training and Support to Judges and Prosecutors Program, a 13-month contract effective from October 1, 2004 through October 31, 2004. The objective of this project was to increase access to justice by improving court efficiency and transparency through strengthening the management skills of judges, prosecutors, and clerks, and by providing training on key topics. This report outlines the activities conducted by NCSC under this contract.

In developing the workplan for the year, NCSC was guided by three principles: 1) activities would support the formal training institutions whenever possible; 2) training and technical assistance must be consistent with Haitian law and realities; and 3) the project would work with civil society groups whenever possible. With significant input from stakeholders, and in accordance with the Government of Haiti's "*Cadre de Cooperation Interiminaire*" (CCI), NCSC identified four components around which activities were conducted in order to generate the greatest impact.

PROJECT ACTIVITY

1. Enhance Organization and Operation of Justice of the Peace Courts

Eighty percent of disputes in Haitian courts are heard at the JP level. At the onset of the project, NCSC staff met with JPs in several locations around the country to elicit their identification of the most critical problems in their courts. Four common themes emerged from these discussions: 1) the need for improved case management; 2) judicious application of basic rules of ethics; 3) a need for improved skills in dealing with mediation and conciliation (required for all JP level cases); and, 4) a need to bring general order to the JP courts. To maximize its impact, NCSC chose to focus its resources on improved and more orderly operations within selected pilot JP courts in key jurisdictions.

- *Preparation and Adoption of Justice of the Peace (JP) Rules of Practice*

Draft rules were generated from brainstorming sessions with JPs and reviewed by JPs, clerks, prosecutors, and other stakeholders. The Rules provide guidance on both judicial and extra-judicial tasks and obligations. The document is divided into ten chapters with a particular focus on court administration and financial management, as efficiency and transparency can only be achieved by the establishment, dissemination, and implementation of clear procedures. In February 2005, a set of 82 Rules of Practices for Justices of the Peace (JP) was presented and adopted in a general assembly by all Justices

of the Peace and clerks from the Port-au-Prince (PAP) area. It marked the first time that JP courts in Haiti are governed by a uniform set of rules designed to improve court management, finance, and various other aspects related to the optimal functioning of the courts.

Following acceptance from the JPs, the Rules were presented to the Minister of Justice, who approved them. Deemed as key to the implementation of court procedures, the Minister decided to give them a more formal status and will present them to the government as part of a series of key decrees that will change the face of justice in Haiti.

For follow-up, an interim committee of JPs and clerks from PAP was elected to monitor the application of the Rules and introduce them in other jurisdictions. The committee completed a series of monitoring visits intended to provide assistance and assess the condition of the courts and performance of the JPs against the established standards. By the end of the project, the Rules of Procedure had been introduced in seven jurisdictions around the country (Jacmel, Les Cayes, Coteaux, Cap-Haitien, Gonaives, St-Marc, Jeremie). More than 250 JPs attended the regional meetings. Additionally, in each of these jurisdictions a permanent follow-up committee was established to monitor implementation of the Rules.

Although the Rules are not yet legally authoritative and cannot be officially enforced, judges and clerks have begun implementing them, and the results are encouraging. For example, in an initial meeting, it was determined that eight out of nine JP courts in Port-au-Prince did not have a bank account for deposit of fees collected. At this writing, all eight now have such an account. With the amounts collected, courts have improved their facilities and purchased needed materials and supplies.

Accordingly, courts have gone from having no budget to now having bank accounts and financial procedures. The development and implementation of the Rules of Practice have borne fruit even without official status, bringing more order, transparency, and accountability to the JP courts.

- *Creation of a Justice of the Peace Association*

Although several JPs are active members of the Haitian Judges Associations, ANAMAH, the JPs articulated to NCSC their wish to set up their own association to push for reforms that will impact the quality of justice at their level, and also improve their working environment and conditions. With NCSC assistance, the JPs elected a provisional committee tasked with organizing the election of a permanent committee and drafting by-laws for the association. To date, the fledgling organization has mobilized the JPs in half the country, and has scheduled meetings with the rest in 2005, relying on NCSC support. As the JPs have a forum through which they can gather and discuss the issues they face, the JP organization will be able to better identify issues and solutions for their courts, and marshal support for the reforms necessary within their ranks. They can also unify to push the government to make necessary structural changes. One example is job security,

which is necessary for any degree of independence in judicial decision making; currently, JPs can be dismissed at any time by the Ministry of Justice.

2. Strengthening Local Capacity to Manage and Administer the Courts and the Parquets

Strengthening the management and administrative capacities of judges, prosecutors, and court personnel was identified as a priority by both the Ministry of Justice (MOJ) and the judges themselves. NCSC's initial consultations identified that judges, prosecutors, and clerks lacked sufficient professional training to manage courts and prosecutors' offices efficiently and effectively. Standards and criteria relating to administrative systems and processes were inadequate or absent altogether; statistical and other objective data on which to base management and financial decisions were nonexistent or unreliable; and uniformity of practice between courts and parquets was also lacking. Court employees and judges will be clear on what constitutes ethical behavior and can regulate their actions accordingly. As uniform procedures are adopted, implemented, and publicized, court users will know what conduct is acceptable and what is outside the boundaries of the regulations. Clear, well known rules will create greater transparency and thus reduce opportunities for corruption.

- *Development of a Standardized Judicial Fee Scale*

NCSC found that the application of fees for court users varied considerably from one region to another, and even between judges in the same court. Recommendations emanating from judges, prosecutors, and lawyers revealed a need for the development of a standardized fee scale for use in all courts, and a uniform system of tracking expenditures within the courts. The MOJ gave NCSC the mandate to review the existing judicial fee schedule. The existing fee scale had not been updated in many years and most judges were not using it. Consequently, judges were arbitrarily fixing the fees, which opens the door to corruption, reduces access to justice, and tarnishes their image, in addition to depriving the government of an important source of revenue.

After consultations with representatives of the judiciary, other governmental authorities, and nongovernmental organizations, NCSC and a team of local legal specialists completed the development of a new, standardized judicial fee scale. The scale includes an updated version of all financial procedures related to court fees for all jurisdictions (JP Courts to the Supreme Court), including the "*Cour des Comptes*," Labor Court, and Prosecutors and Deans Offices.

The fee scale was presented to key members of the judiciary during the first annual heads of jurisdictions convention in September, and was further refined in a one-day workshop. A final draft subsequently was provided to the MOJ for official approval. The Minister has deemed this as so essential to the delivery of justice that the fee scale will be presented to the government as part of the package of new decrees reshaping the justice system.

- *Workshop on the decree to create the Conseil Supérieur du Pouvoir Judiciaire*

The transitional government of Haiti determined that changing the image of Justice in Haiti is a priority and a critical step is to provide an independent structure for the judiciary. Until now the judiciary has been under the ruling of the executive branch, the Ministry of Justice. A “Conseil de la Magistrature” was in place but it was designed to handle only disciplinary matters. A more comprehensive version contemplating greater authority for administration of the courts has been developed and is still under review by the MOJ and members of civil society and the judiciary. To fulfill its task, the new *Conseil* will benefit from the assistance of several divisions assigned specific duties, including management, human resources, and communications. It will also include a judicial inspection unit.

At the request of the MOJ, NCSC sponsored a one-day workshop with members of the judiciary and civil society to obtain their comments and suggestions, as buy-in from these participants is of utmost importance to guarantee not only the immediate success of the decree but also its continuity under the next government. Most of the discussions centered on the composition of the Conseil. Topics covered in the workshop included networking and advocacy for specific reforms. Members of the civil society groups from the training were present at the workshop, and were able to successfully lobby for changes in the draft bill.

- *First annual convention of Head of Jurisdictions*

NCSC supported the first annual convention for head of jurisdictions. During this two-day retreat organized by the MOJ, several speakers presented information on key topics, such as the new decree on the “Conseil Supérieur de Pouvoir Judiciaire,” the new decree reorganizing the Ministry of Justice, the new decree on the judicial fee scale, a new salary scale for judges, and basic elements of case management and leadership. Both local and international consultants were brought in to provide expertise on these topics.

Important decrees such as those mentioned above need the buy-in of key members of the judiciary. This convention gave the Minister and his cabinet the opportunity to present the various decrees and elicit the comments and suggestions from all participants.

- *Workshop on Advocacy and Lobby Techniques*

Upon taking office, the new Justice Minister announced a number of reform measures to take place through adoption of decrees. These included shifting administrative responsibility of the courts to the *Conseil Supérieur*; the adoption of a judicial salary fee scale; the introduction of a judicial fee scale; reorganization of the Ministry of Justice; and changes to the Magistrates School. Underpinning all of these reforms was a recognition that civil society needed to play a greater role if these reforms were to continue beyond the current transitional government and embed themselves in regular practice. It was this opening that prompted NCSC to organize a two-day workshop on civil society engagement in these new reforms. The purpose was not, *per se*, to strengthen

specific organizations but rather to highlight methods whereby civil society organizations (CSOs) could make a meaningful contribution to the ongoing debate surrounding these new reforms. The focus was upon effective networking and identifying internal capacities. As such, it built upon past USAID work with Haitian CSOs through projects such as ADF's "Citizen's Networks Program" and the IFES "Civil Society Constituency Building for Justice."

The seminar, lead by an international specialist, was divided into four sections: (i) networking for impact; (ii) understanding advocacy; (iii) assessing the policy environment; and (iv) advocacy techniques. The approach was highly participatory and experiential, designed so that the 25 participants and the trainer learn from each others' experiences. The participants included representatives from the judges' association, the JP association, the women judges association, key human rights organizations, religious groups who are concerned with justice issues, and others such as the Transparency International representative in Haiti. Group activities were also integrated into the seminar to break down barriers and to initiate – on a rudimentary level – networking techniques. Because of the workshop, these groups were more organized in their presentations to the Ministry during sessions about proposed decrees.

- *Masters Degree Program in Case and Court Management*

NCSC conducted two introductory courses on court and case management as part of the first Law Masters Degree Program in Haiti. The main objective of the program was to develop local skill and capacity in modern case management techniques. Over 100 key actors from the judicial sector participated in the courses. In addition, there was a large group of participants, mostly from the provinces outside PAP, who were interested in attending but not able to register for the course due to lack of space. The NCSC consultant also provided information to the law school faculty on course content for the new master's program.

The textbook for the introductory courses is an NCSC publication, "Caseflow Management," by one of the top court administration experts in the US. Slides from the book were developed in French, but the audience found the material so helpful they asked for a translated copy of the book. The book has now been completely translated into French and is available for use in law school courses. NCSC also outfitted the law school with some teaching equipment, such as a slide projector and screen.

Applying the principals they learned in the introductory course, the Director of Legal Affairs at the MOJ and the Dean of the First Instance Court in Port-au-Prince began making changes in administering their programs. Special sessions at the court and the national penitentiary were held in the summer judicial vacation period to expedite hearings for pretrial detainees. Preparations for extraordinary jury sessions are under way. A new method for distributing cases to judges has been designed and implemented. The MOJ Director of Judicial Affairs passed along information to the judiciary in Les Cayes, where pretrial detention rates were a significant problem. By applying case management techniques of classification by offense, the flow of cases improved and the

pretrial population was reduced, with results seen within just two weeks. When the Director brought the same technique to the judiciary in Mirbalais, the number of pretrial detainees was reduced to 12, from 130, in a short period. Sixty-five individuals were convicted, and the others released.

Grievance Boxes

At the request of the MOJ, NCSC supplied 60 grievance boxes that were installed in key locations around the country to gather citizen complaints on corrupt practices within the courts as well as comments on the justice system. MOJ Judicial Inspectors are charged with following up on the grievances. The boxes are aimed at increasing accountability within the judiciary, and increase citizen confidence in the justice sector. Grievances have already appeared, and are being addressed.

3. Conduct Training to Facilitate Uniform Application of the Law of Haiti

During consultations with members of Judges' Associations, concerns were voiced about disparities in the interpretation and application of many laws in courts throughout the country. Judges, prosecutors, and other court employees expressed frustration that past classroom training sessions have not responded to the realities of the current situation in the courts, and at times have not even complied with Haitian law. In many courts throughout Haiti, judges are still not familiar with the law and do not even have copies of the codes they need to do their work.

- *Pretrial Detention Workshops*

This problem is particularly pronounced with regard to pretrial detention. NCSC conducted a series of regional workshops to facilitate the efforts of the Judges' Association in obtaining broad consensus on uniform application of relevant laws, as well as to generate practical solutions to the pretrial detention problem. The workshops were held in all the jurisdictions of the Courts of Appeal (PAP, Cap Haitien, Les Cayes, Gonaive, Hinche), covering the whole country. More than 60 participants took part in each event, including JPs, judges from the First Instance Courts, judges from the Appeals Courts members of the parquet, other members of the judiciary, and representatives of international organizations and other concerned groups. The participants discussed concrete solutions and commitments necessary to address this endemic problem.

The workshops generated recommendations that led to activities to address pretrial detention problem, such as the following:

- Participation of the judges' association in the design and drafting of a decree to better control the "grade a vue" and the establishment of a Judge of Detention to monitor and control prolonged pretrial detention;
- The judges' association playing a center role in the establishment of special court and prison hearings to reduce the backlog of pretrial detention cases.

Both efforts exhibited the results expected, an enhanced capacity of Haitian judges to engage in a process of long-range planning for training programs and issues relevant to justice sector reform.

Finally, these workshops also contributed to reinforce the institutional capacity of the judges association. Through the various workshops they established local chapters of the organization in locations where there were none previously. Organization elections have been held and representatives selected in these new chapters.

- *Magistrates School*

For the past year the Magistrates School has been paralyzed by a variety of problems, among them the presence of more than 300 former Haitian military on site. In an effort to re-launch the activities of the School, the MOJ has drafted a decree and assigned a new “Directrices des Etudes.” The plan to re-launch the activity of the Magistrates School has been developed in conjunction with representatives from the School, MOJ, the French Cooperation, and NCSC.

Training was provided to 40 new JPs from all over the country during a three-week period in July and August in two locations, Les Cayes and St-Marc. The remaining 20 will be trained in November in Cap-Haitien. The new JPs were selected following a test for fitness for duty organized by the MOJ and are already active in various jurisdictions. In preparation for this course, trainers were identified, trained, and provided material prepared by a local specialist. Basic topics were addressed, such as dispute resolution techniques, warrants, and substantive legal issues. Role play and other effective training methodologies were used.

Feedback from participants has been so positive that the MOJ is considering opening a satellite office of the school in the provinces.

- *Special Court and Prisons Hearings*

The most visible activity, supported by the MOJ and members of the judiciary from PAP, was to hold special prison and court hearings during the judicial vacation period (July 15 to September 30). With the support of NCSC, which provided stipends to participating legal professionals and limited equipment, special hearings were organized in the PAP First Instance Court and the National Penitentiary. Prosecutors, judges, clerks, bailiffs, and legal assistants from the bar association worked together in this effort to reduce the backlog of pretrial detainees. Weekly press conferences were also organized to inform the public about program progress. Nearly 100 cases were heard. Interns in the program represented defendants at various stages of the criminal procedure, before the police, in jail, and in court, processing more than 200 detainees. The early representation resulted in some cases resolved at initial stages, avoiding unnecessary detention.

At the conclusion of the planned term of the special hearings, additional steps were announced by representatives of the Minister of Justice, the Dean of the First Instance Court, and the Chief Prosecutor to reduce the backlog of pretrial detention cases. Among the measures was a plan to continue the special hearings even after the judicial holidays concluded in October; expand the hearings to courts and prisons in several provinces; the organization of extraordinary jury sessions in December to address the backlog of blood crimes cases; the establishment of community watchdog committees to examine and suggest improvements in the operations of three pilot courts; an examination to ensure that each detainee has a judicial file and is accounted for in the Court; setting up guidelines for the prosecutors' office and investigative magistrates; coordination meetings with representatives of the relevant institutions; and the establishment of a First Instance Annex in more remote regions where it has proven to be difficult to transport detainees to Court. All of these ideas are the fruit of the project and are intended to reduce backlogs and improve efficiency and accountability in the justice system.

- *Workshop on Penal Chain*

The MOJ, in conjunction with NCSC, organized the first of a series of workshop on the "Penal Chain." This one was devoted to the development of procedures, including introduction of forms that could help speed up the investigative process done by "*police judiciaire*," ensure uniformity of information in police files, and guarantee the quality of the files and evidence presented to the judiciary. Following a spirited discussion, the participants including police, JPs, judges, investigative judges, prosecutors, and a representative of the MOJ agreed on four standard forms to be used.

NCSC assisted the MOJ in printing and distributing four of these forms (*proces verbal: de saisie, d'arrestation, de renseignement de témoin ou victime, et de transmission des pièces*).

4. Grants to Selected Specific Groups

NCSC initially intended to provide four grants to various legal organizations and institutions in order to strengthen and broaden the three project components described above and ensure their sustainability. However, it was determined that two of the potential recipients, the Magistrates School and Law School, were ineligible due to their status as governmental entities. As a result, two organizations were funded: the Judges' Association (ANAMAH) and the *Academie de Formation et de Perfectionnement des Cadres* (AFPEC).

- *AFPEC*

Taking an important step toward an independent judiciary, the Government of Haiti recently agreed to provide budgetary autonomy to the Supreme Court. The Supreme Court would prepare its own budget and present it directly to the Minister of Finance without Ministry of Justice interference. Under this new organizational structure, the clerk of the court is the financial manager in the preparation and management of the

Court's budget. His new responsibilities require technical skills and abilities that he and his staff did not possess. Developing an efficient and transparent management system for the Court was critical to maintain this new independent status, and it serves as an important model for all other courts in Haiti.

NCSC provided a grant to AFPEC to provide training and technical assistance to enhance the management and financial capacity of the Supreme Court Financial Head of the Court and his team. Financial and management training for 25 clerks and court staff from the Supreme Court and Court of Appeals was held over a four-month period. AFPEC assisted in defining a clear structure, function, and scope of work for each position in the financial unit to ensure more efficiency and transparency. In the area of human resources, a procedural guide book for court staff has been designed that includes specific information on working hours, promotions, and disciplinary measures. A series of forms has been designed to facilitate the implementation of all the new practices. Likewise, a management/budget guide has been specially designed for the Court that includes best procedures in preparing and managing a budget, and relating to the Ministry of Finance, with all necessary forms.

Noticeable results from this training have already been seen. Thanks to a planned budget and control over finances, staff has almost completely renovated and refurbished the court and related offices. More important, lawyers, who are the prime users of the services of the Court, have noticed an important improvement in the way the court manage files. The President of the Bar of Port-au-Prince, speaking on behalf of his organization, has confirmed these observations.

The Court is now prepared to administer its own budget, an important step in separating the judiciary from the executive and furthering a fundamental principle of separation of powers, the independence of the judiciary.

- *ANAMAH*

Over the past few years, the Judges' Association (ANAMAH) has established itself as a key player in the field of justice, participating in every forum regarding justice reforms and constantly pushing for a more independent judiciary. The Association is involved in many development programs with international donors, such as UNDP, French Cooperation, and USAID. It has members throughout the country in all jurisdictions (JP Courts to the Supreme Court) and has been active in international meetings, in Europe, the U.S., and the Americas.

The Association did not have an office but needed one to better organize itself. NCSC provided ANAMAH \$10,000 of equipment to furnish the space and provide basic office equipment to promote efficient functioning. Because ANAMAH is a new organization, it lacked basic resources to enable it to function effectively, and its credibility was undermined by its failure to deliver timely services. Before receiving the office space (from the UNDP) and the furniture, it lacked the ability to receive and reply to mail, prepare reports, hold internal meetings, or hire permanent staff to service the

organization. Judges now have a place where they can conduct internet research as well. With these resources, ANAMAH will be able to operate at a functional level and achieve its tasks and goals. NCSC also worked closely with ANAMAH to conduct the special pretrial detention hearings described above.

CONSTRAINTS

The most challenging aspect of NCSC's work has been to implement this program of training for Judges and Prosecutors without the key institution responsible for their training, the Magistrates School. As mentioned before, during the project period the School has been paralyzed by a variety of problems, among them the presence of former Haitian military on-site. Hence, NCSC adopted several strategies to meet this goal, by developing the training capacity of civil society organizations such as the Judges Association, or using the State Law School to provide training. Despite this major hurdle, NCSC has managed to meet its objectives, and train and assist more than 800 judges, prosecutors, and clerks this year.

The MOJ has been very slow to apply its blue print for reform, the "Cadre de Cooperation Interimaire", making the implementation of NCSC's workplan difficult on occasion. For example, the NCSC workplan presented to the MOJ in December was not officially approved by the Minister until halfway through the project. Consequently, NCSC had to seek case-by-case authorization to move forward with specific activities.

Finally, following increasing acts of violence in the country during the project period, NCSC took special measures to conduct activities safely, including organizing meetings in secure locations and flying instead of driving to the provinces when deemed necessary. None of NCSC's planned activities were cancelled or postponed due to the volatile security situation.

SUMMARY

Despite the governmental and security instability in Haiti, NCSC achieved its goals for increasing access to justice for Haitian citizens. The Rules of Practice in the JP courts bring order and predictability to the citizens' most used legal forum for disputes, allowing for better case flow and adjudication of cases. Sustainability in their implementation will be provided by the committees of follow-up judges who provide feedback to courts on their use of the Rules. The problem of prolonged pretrial detention for detainees has been highlighted, short-term relief measures were put into place, and systemic changes are under way to provide a long-term solution to the issue. Fledgling civil society organizations, an important mechanism for increasing pressure on the governmental to instill democratic institutions, received support as they struggle to carry out their mandates. Over 800 justice sector practitioners received training on key issues they encounter. NCSC seized a window of opportunity that opened within the Ministry of Justice to inspire and support significant institutional changes. While much remains to be done in Haiti's justice sector, the progress made in the past year provides an important momentum that can be continued by the next government if the political will exists.

NEXT STEPS

While the results described above are in and of themselves accomplishments, they are also a foundation for future activities. The fundamental changes that are needed in the Haitian justice sector require long term support. To continue the progress achieved during this year, the following goals should be pursued.

First and foremost, there needs to be a comprehensive plan for reform with identified goals and priorities. All interested and affected stakeholders should be brought into the process of drawing up the plan, to minimize sabotage and maximize support. Donor assistance can be coordinated in light of this plan. Collaborative efforts of the government, international agencies, and local organizations should be channeled in accordance with this plan.

The separation of the branches of government can provide a needed check on executive power, historically a problem in Haiti. The judiciary's ability to govern and manage the courts will provide an operational reality to the concept of independence of the branches; otherwise, the courts remain dependent on the executive branch and thus compromised. The next project should assist the government as it decides what the judicial council will look like, and what its purpose and functions will be, and provide information that will make the council effective in its mission and its operation.

Strengthening the administrative capacity of the Ministry of Justice and the courts is a priority. The promulgation of clear and publicized standard operating procedures in the areas of human resources, finances, and case flow management will lead to transparency and accountability that will begin to build some public confidence in the justice sector. The passage and implementation of the draft decrees on the judicial fee scale and the JP Rules of Practice, for example, will limit opportunities for corruption and mishandling of cases. From these SOPs, managers can generate information and reports that can provide them with feedback on how the institutions are doing in their operations.

The performance of judges, prosecutors, and other justice sector personnel need to be improved. Training in technical areas is required, as is mentoring and hands-on support in the job setting. Codes of conduct that are known and enforced will improve ethical conduct. Employees at all levels must understand what the larger role of their institution is and what role they play within each institution. An institutional culture of customer satisfaction, dedication, and level of performance should be established with all employees.

The criminal justice system is in dire need of an overhaul. Clarity and harmonization of roles for police, prosecutors, and judges at all level will assist in case flow. Case management techniques and training will help greatly in this regard. A number of measures can be instituted to address the problem of excessive pretrial detention, but a

more in-depth understanding of the contributing factors to the problem is needed so that solutions will be correctly designed.

The majority of Haitian citizens are poor, without education, and need assistance in accessing the justice system. Disadvantaged populations, including women, are underserved by the current system. Justice programming for the poor and for groups disadvantaged by geography and discrimination should consider the particular obstacles they face, and creative solutions can be designed and initiated.

Legal education is another area to be addressed. Presently, the many law schools throughout Haiti graduate students with significant divergences of knowledge and skills, but all of them can present themselves as lawyers and practice in the courts. Legal education needs to be upgraded, standardized, regulated, and monitored.

Last but not least, civil society needs continued support and assistance in organizational development, networking and advocacy techniques, and utilization of resources. The “demand” side of justice sector reform can make a critical difference in how the “supply” side provides and shapes the delivery of justice. Civil society has only recently found its voice in Haiti, and the continued empowerment of this sector will provide another important check on the misuse of government power.

These steps are recommended as essential components of a multi-year program that works in conjunction with the security sector. As is generally true with rule of law programming, it will take years of consistent work to achieve systemic change, and Haiti’s profound problems with security and poverty will compound the time frame.