



**MILLENNIUM  
CHALLENGE  
CORPORATION**

REDUCING POVERTY THROUGH GROWTH

**CONGRESSIONAL NOTIFICATION TRANSMITTAL SHEET**

In accordance with section 6991(b)(3) of the Department of State, Foreign Operations, and Related Programs Appropriations Act, 2008, we wish to inform you of the plan to negotiate and sign a threshold program agreement with the Government of Rwanda. In addition to the enclosed notification, we have included a summary description of the threshold program.

The attached notification is being sent to the Congress on July 16, 2008. Members of MCC's staff are available to meet with you to discuss the planned program. If you or your staff would like to arrange a meeting, please contact Ellona Fritschie (Senate contact) or Ven Neralla (House contact) at (202) 521-3850.

Sincerely,

Matthew K. McLean  
Vice President  
Congressional and Public Affairs

Enclosure:

As stated

**MILLENNIUM CHALLENGE CORPORATION  
CONGRESSIONAL NOTIFICATION**

July 16, 2008

<b>PROGRAM:</b>	Threshold
<b>APPROPRIATIONS CATEGORY:</b>	FY 2007 Program Funds
<b>OBLIGATION AMOUNT:</b>	\$24,730,000

In accordance with section 699I(b)(3) of the Department of State, Foreign Operations, and Related Programs Appropriations Act, 2008, this is to advise that the United States Agency for International Development (USAID), using funds allocated by the Millennium Challenge Corporation (MCC), will negotiate and sign an agreement with the Government of Rwanda for a program authorized under section 616 of the Millennium Challenge Act of 2003 (the "Threshold Program"). Threshold Program assistance will be given to Rwanda to improve its *Political Rights, Voice and Accountability*, and *Civil Liberties* indicators.

Supplemental information on Rwanda's program follows.

## Threshold Program Summary

<b><u>Country:</u></b>	Rwanda
<b><u>Budget:</u></b>	\$24,730,000
<b><u>Fiscal Year Funding:</u></b>	2007
<b><u>Estimated Program Duration:</u></b>	2 years for Components 1 and 3; 3 years for Component 2

**Indicator Focus:** *Ruling Justly - Political Rights, Civil Liberties, Voice & Accountability*

### **Principal Objectives:**

The objective of the Rwanda Threshold Program is to improve performance on the *Political Rights, Civil Liberties, and Voice & Accountability* indicators.

The objective of Component 1 of the Rwanda Threshold Program is to support judicial capacity building and legislative reforms that will positively impact each of the targeted indicators. The government of Rwanda has initiated a number of reforms aimed at improving professionalism and judicial efficiency, as well as enabling greater judicial independence. Nonetheless, the Rwandan judiciary faces severe capacity constraints and an enormous backlog of cases stemming from the legacy of the 1994 genocide which virtually wiped out the country's legal system. This component will build the capacity of the Institute for Legal Practice and Development to provide training and continuing legal education for legal professionals in Rwanda, including lawyers, judges, and court officials. The judicial capacity building activities supported by this component would also extend to Rwanda's courts, to include review of and recommendations on court procedures, improved transparency and the provision of information technology equipment and software.

Component 1 will also support Rwanda's efforts to enact legislative reforms that will improve overall public administration as well as promote civil liberties, human rights and civic participation. Activities to be supported by the legislative reform subcomponent include the provision of assistance to a new Law Reform Commission, to be composed of participants from the Ministry of Justice, the National University of Rwanda Law School, members of civil society, and the judiciary, which will conduct policy analysis and determine the laws that, as a priority, should be eliminated, amended or drafted and develop recommendations regarding them. Further, this component will provide technical assistance and training to strengthen the legislative drafting, lawmaking, and rulemaking capacities of the Ministry of Justice's Legislative Drafting Unit and to establish a similar unit in Parliament.

Without a well developed civil society, it is difficult to maintain an atmosphere supportive of political rights. Rwandan civil society organizations have, in recent years, been unable to effectively operate and advocate within political society due to capacity constraints, a lack of training and government interference. Therefore, Component 2 of the Rwanda Threshold Program will support strengthened civic participation by

providing training, technical support and grants to local and national civil society organizations, offering training on election monitoring and voter education for upcoming legislative elections (scheduled for September, 2008), and supporting independent community radio stations to enhance citizen engagement.

Component 2 will also help to strengthen the capacity of local government of Rwanda officials to interact with the public through training and technical assistance. It will support increased transparency by disseminating the national budget and translating it into Kinyarwanda (an official Rwandan language), and will also support improved accountability by developing and introducing both a code of conduct for civil servants and a citizen report card system that will provide important feedback to government of Rwanda officials on their performance.

The Rwanda Threshold Program seeks to promote civil rights and liberties in Component 3. The government of Rwanda has received widespread criticism from international nongovernmental organizations and media advocacy groups for its treatment of print and broadcast media who engage in criticism of the government of Rwanda. In order to build the professional capacity of Rwandan media organizations, enhance their ability to report responsibly on a wide range of issues and promote their effective engagement in public dialogue, Component 3 will provide training and technical assistance to journalists in a number of critical areas.

Component 3 will also provide technical assistance to the Rwandan National Police inspectorate responsible for police misconduct, which has been alleged by a number of members of the political opposition, the press and other advocacy groups. By increasing the effectiveness of Rwanda's internal police controls, this activity will seek to improve the Rwandan National Police's responsiveness and accountability to the public.

### **Program Components – Objectives and Proposed Activities:**

#### **Component 1: Strengthen the Judicial Sector**

##### **1. Training and Technical Assistance to the Judiciary**

Objective: To build the capacity of the judiciary to render legally effective decisions with impartiality, fairness and efficiency, without interference from other branches of government.

Proposed Activities:

1. Assist the Institute of Legal Practice and Development to develop its post-graduate curriculum for judicial staff.
2. Assist the Institute of Legal Practice and Development to develop continuing education modules for legal practitioners, including lawyers, judges, and court officials, to increase their confidence, skills, and knowledge.

3. Train judicial staff and other legal professionals in a wide range of areas, with a focus on issues of judicial functioning, judicial independence, and impartiality.
4. Support judicial exchanges to increase knowledge and understanding of the functioning of judiciaries in other countries.
5. Provide on-the-job training and technical assistance for judicial staff to supplement, enhance, and cement knowledge and skills gained in the classroom.

## **2. Facilitate the Rapid Implementation of the Legislative Reform Agenda**

Objective: To promote and expand continued legal and judicial reform.

Proposed Activities:

1. Support Rwanda's new Law Reform Commission to conduct specific policy analysis and research, build the capacity of its members to review existing and planned legislation, and make recommendations for continued legal reform and judicial independence.
2. Provide technical assistance and training to the Ministry of Justice's Legislative Drafting Unit to increase the staff's legal drafting and research skills and enable it to act on recommendations from the Law Reform Commission in order to further the government of Rwanda's legal reform agenda.
3. Establish and provide training and technical assistance to a new legislative drafting unit for Parliament. (This unit will have the ability to draft legislation introduced by Parliament, review and revise legislation proposed by the executive branch as directed by Parliament, review legislation in light of existing domestic and international laws and the constitution, liaise with the executive branch about proposed legislation, and translate laws into Rwanda's three official languages.)
4. Provide resources to libraries of both legislative drafting units providing information technology equipment and resources.

## **Component 2: Strengthen Civic Participation**

### **1. Build the Capacity of Civil Society Organizations**

Objective: To enhance the technical skills of civil society actors in analyzing and contributing to public policy and monitoring government performance in order to promote the independence of civil society organizations and their effective engagement with the government and other institutions.

Proposed Activities:

1. Provide training and technical assistance to national civil society organizations to ensure their independence and sustainability, as well as to engage more effectively with government, media, private sector, and the public. (This assistance will enable civil society organizations to engage in policy formulation, planning, budget review, advocacy, and monitoring.)
2. Provide training and technical assistance to local civil society organizations to enable them to engage more effectively with government, media, private sector, and the public. (This assistance will enable civil society organizations to participate in planning and implementation of development activities and carry out effective monitoring and evaluation of government service delivery at the local level.)
3. Provide small grants to national civil society organizations for activities focused on capacity building, civil liberties, political rights, and voice and accountability.
4. Provide small grants to local civil society organizations for capacity building, local community development projects, civic participation, and monitoring of service provision.
5. Establish community radio stations in rural areas to enhance citizen engagement and empowerment.
6. Build capacity of civil society organizations to provide voter education and conduct monitoring of the elections for the Lower Chamber of Parliament scheduled for November 2008.

**2. Strengthen the Capacity of Local Officials for Public Participation**

Objective: To strengthen and improve the government's ability to productively interact with citizens and civil society to formulate policy, deliver services and plan development.

Proposed Activities:

1. Provide training and technical assistance to local officials in public participation methods and public engagement, including the code of conduct for civil servants.
2. Support the Ministry of Finance and Economic Planning to (a) translate the budget into Kinyarwanda; (b) develop pamphlets summarizing the budget for distribution in all districts to the general public, civil society organizations, and donors; and (c) carry out workshops and other

sensitization activities to ensure that citizens and civil society actors understand the budget process and the role they play in it.

3. Support the roll-out of a citizen report card and community score card system in several pilot districts to improve the transparency and accountability of public institutions and strengthen civic participation in development planning and policy; train and provide technical assistance to councilors and civil society actors to jointly manage and implement the report and score card system.
4. Provide limited support and assistance to district officials to sponsor public forums or provide other mechanisms in which citizens can offer input and voice concerns.
5. Provide small grants to districts to address local needs identified and prioritized through a participatory process.

### **3. Develop and Disseminate a Code of Conduct for Civil Servants**

Objective: To develop a code of conduct for civil servants to provide a system through which civil society organizations and individuals are able to offer feedback to the government on the conduct of civil servants and to make recommendations about the content of the code that will promote public accountability for civil servants.

Proposed Activities:

1. Provide support for the development of a code of conduct for civil servants involving multiple civil society actors and a series of public discussions.
2. Conduct a training-of-trainers to create cadres of civil servant instructors in government ministries and local governments.
3. Support training, particularly in ministries that engage significantly with the public, focused on the content of the code as well as on compliance with the code.
4. Provide support to the Ministry of Public Service to plan and execute a sensitization program for the general public on the content of the code.

### **Component 3: Promote Civil Rights and Liberties**

#### **1. Support the Professionalism of Journalists and the Media**

Objective: To promote free, responsible media in Rwanda by building the capacity of professional media associations and the skills of individual journalists, and to assist journalists to produce and utilize a national professional code of conduct.

Proposed Activities:

1. Provide training to enable journalists to produce high-quality stories characterized by fairness and accuracy.
2. Provide training to publishers and media owners so that they understand the importance of their role in promoting an independent, professional media in Rwanda.
3. Provide technical assistance to the Association of Rwandan Journalists and the Press House, increasing their capacity and sustainability as independent civil society organizations.
4. Support media associations so they can (a) support individual journalists by providing them with access to information technology equipment, small travel grants, and technical guidance; (b) provide training to journalists; (c) advocate for the interests of the media; and (d) educate the public about the role of the media and journalists in a democratic society.

**2. Support the Inspectorate Service of the Police to Effectively Monitor Police Performance**

Objective: To promote stronger and more effective engagement of civil society in the monitoring of police performance, and to deter police misconduct by establishing a program of internal and external oversight of the police.

Proposed Activities:

1. Provide training to Inspectorate officers in investigation techniques and the proper handling and treatment of fellow officers suspected of unethical conduct.
2. Provide technical assistance to the Inspectorate to formulate investigative procedures, internal policies, and avenues for citizen participation in the disciplinary processes.
3. Provide technical support to the Inspectorate to improve the process for making, receiving, tracking, investigating, analyzing and concluding complaints and commendations regarding police conduct.
4. Train trainers on the role of the Inspectorate.
5. Provide training and technical support to the Inspectorate to develop their public relations capacity to (a) publicize information about the police and the professional and ethical standards the police are required to abide by and to (b) liaise more effectively with the media and civil society on the results of Inspectorate investigations.



6. Provide technical assistance and, where appropriate, training to the Office of the Commissioner General of the Rwandan National Police to build capacity to identify and correct problems in police performance.

**Highlights of Expected Results of the Rwanda Threshold Program:**

1. Parliament passes eight new laws, or amendments to existing laws, that significantly improve civil liberties, political rights and voice and accountability.
2. The quality of court decisions is improved based on international standards.
3. The majority of national and local civil society organizations receiving assistance under the Rwanda Threshold Program undertake advocacy initiatives.
4. The percentage of local civil society organizations that have read the national budget and feel that they understand the budget process and their role in it is increased.
5. Rwanda's professional media associations are perceived by their members to actively represent their interests.
6. The number of complaints about police misconduct that are investigated, resolved and made public in conformity with international standards is increased.

**Implementing Partners:**

The United States Agency for International Development will be the lead U.S. government agency administering the Rwanda Threshold Program. The U.S. Department of Justice will administer the police training activities in Component 3.