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BURUNDI POLICY REFORM

ANNUAL WORK PLAN: YEAR 2

Submitted Oct. 31, 2008, Revised December 24, 2008 & January 8, 2009

This publication was produced for review by the United States Agency for International Development by Chemonics International Inc. and its subcontractors Blue Law, International Resources Group, Partners for Democratic Change, and State University of New York/Center for International Development.

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Contract No. DFD-I-00-05-00219-00 TO#217

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SECTION I

Technical Plan

This work plan covers Year 2 of the Burundi Policy Reform Program, from October 2008 through September 2009. In Year 2, as required by Change Order 0001, the program will address Congressional earmarks on water and women's leadership, women in development, and victims of torture (VOT), as well as activities related to anti-corruption and electoral policy reform. Although the policy topics will change from those addressed in Year 1, the project will continue to serve as a facilitator "building constructive relationships between the executive, civil society, and the media through support for participatory policy processes." The project will also continue to work with a range of ministries, with the Ministry of Good Governance as our ministry of reference.

Following the structure of Section III of the change order, we have organized our Year 2 work according to four components (although for budgeting and invoicing purposes, the women's leadership component will be split into women's leadership and women in development). The four components are as follows:

- 5.1: Water Resources Management
- 5.2: Women's Leadership
- 5.3: Victims of Torture
- 5.4: Elections and Political Processes

This work plan was developed in two phases. The first phase involved preparation of Chemonics' proposal in response to the change order. The October 16 version of that proposal contained three sections for each component: an overview of the situation in Burundi, our understanding of the work to be accomplished, and our general approach to the component. The second phase, the work planning *per se*, built on the proposal, adding a fourth section for each component, called Organization of the Work. In late December, USAID provided comments on the document and we have incorporated the suggestions in this version. Therefore, for each component below, sections 1-3 repeat material already submitted and reviewed by USAID during the proposal phase. The material from the second phase, is found in each section 4. To assure consistency, the original sections include minor adjustments in the tasks, expected results, and activities to reflect agreements with the contracting officer between October 16 (date of the most recent technical proposal) and October 27 (the most recent cost proposal).

A. Water Resources Management

A1. Overview of Water Policy in Burundi

Water policy in Burundi has suffered from a multiplicity of actors, a lack of coordination, and the question of which ministry is in charge. In 1999, a study was undertaken to develop a national water policy, and in 2001, a draft policy was validated and approved by the government; however, it was not sent to the National Assembly for adoption. During Council of Ministers deliberations, a rivalry appeared among ministries involved in water. There were overlaps between their responsibilities dating from earlier years, which created rivalries. As a result, the policy process became paralyzed, despite government attempts to assign responsibilities. For example, in 2001, the Council of Ministers gave overall responsibility to the Ministry of Environment, but the Ministry of Energy and Mines always considered itself in charge of water as a resource, especially since it oversaw the company distributing water in urban areas. As a result of this lack of coherent and accepted institutional framework, the country has not been

able to pass and implement a national water policy. Thus, water issues are dealt with in an uncoordinated manner via the sectoral policies of different ministries.

The key players active in the water sector are *Deutsche Gesellschaft für Technische Zusammenarbeit* (GTZ), the African Development Bank (AfDB), UNICEF, and the International Rescue Committee. Of greatest importance from a policy perspective are the AfDB through its African Water Facility, and Germany through GTZ. Germany is the largest donor and GTZ plays the lead role in coordinating other donor activities. The GTZ/Burundi Web site says a key aspect of its program is to review the national water policy. Our investigations show that GTZ has committed to completing an analysis of the policy this fall and updating the policy after that, harmonizing existing regulations. A related initiative, launched in 2005, is the Integrated Water Resources Management Process financed by the AfDB as part of its African Water Facility and GTZ. According to our information, including discussions with GTZ, some policy studies in the Integrated Water Resources Management Association work plan lack financing, in particular, the trans-boundary water management study and sectoral studies related to public health, agriculture, and the environment.,

A2. Understanding of the Work to be Accomplished

As agreed with USAID on October 22, Component 5.1 will involve the tasks and expected results shown below:

Water Resources Management Component	
Task	Expected Result
5.1.1a. Conduct an analytical review and assessment of the existing institutional framework for water resources management. Recommend options for strengthening the institutional framework, conduct consultations to review the options. Incorporate the recommendations into a draft decree defining and allocating responsibility for integrated water management; submit this to the Council of Ministers.	1a. An institutional framework for water resources management is developed.
5.1.1b Conduct an analytical review and assessment of the existing National Water Act in collaboration with the Ministry of Water, Energy, and Mines, paying particular attention to issues related to public health and agriculture, especially as found in areas where USAID is carrying out maternal child health and agribusiness activities. Draft revised policies on water as it relates to public health and agriculture.	1b. Two sectoral policies on water resource management relative to health and agriculture are revised.
5.1.2 Organize five workshops to validate the results of the sectoral studies and agree on the legal implementation framework for the resulting sectoral policies with concerned government of Burundi ministries, including the Ministry of Agriculture, Ministry of Environment, and Ministry of Health. Submit the proposed legal framework to the Council of Ministers.	2. A legal implementation framework for the two sectoral policies is developed.
5.1.3 Organize at least five workshops for consultations with local communities, civil society organizations, and local administration to inform the sectoral studies, focusing on geographic areas where USAID is implementing child health and agribusiness programs.	3. Two sectoral policies on water resource management are informed and validated in consultation with local communities, civil society organizations, local administration, especially in areas where is USAID is programming complementary maternal child health and agribusiness activities, and concerned government ministries.

A3. General Approach to the Work

To reach our expected results, the program will address three main challenges: overlapping responsibilities among government ministries, lack of understanding of sound water management principles, and lack of coordination among those working in the sector. Our approach is designed to respond to all of these challenges.

We will use the concept of integrated water resources management to guide our work. Integrated water resources management is an approach to making decisions and taking action regarding water in a way that brings together multiple viewpoints of how water should be managed. For example, it considers the physical, economic, environmental, and socio-cultural aspects of water and requires reconciling sometimes-competing issues in a harmonious way. This approach recognizes that the need for multiple viewpoints stems from competition for water; it also takes into account the need to protect water as a resource and to guard against harm to people or the environment. Its goal is equitable sharing and sustainable use of the resource. It recognizes that a participative decision-making process and careful institutional arrangements are usually needed to make this happen. We will use this approach as we carry out the following tasks.

Task 5.1.1a. Develop an institutional framework for water management. As stated above, one of the most significant constraints to sound water policy in Burundi is the lack of a clear institutional framework. For progress to be made, the overlapping responsibilities and rivalries must be eliminated between the ministry in charge of water and the ministry in charge of the environment. Our study will allow us to address this critical constraint. This is an appropriate time to take on this work: discussions during the recent high-level government retreat sponsored by the Policy Reform Program indicated there is a growing political will to resolve this institutional question and GTZ is in the process of developing guidelines on the reform process. Our role will be to study options for a better institutional framework and make recommendations to the government. We will conduct the study, validate its recommendations, and draft a new decree for consideration of the Council of Ministers.

Task 5.1.1b. Develop sectoral policies on water related to public health and agriculture. This will be a two-part study of water policy issues related to public health and agriculture/agribusiness. The studies will lead to two sectoral policies that can be validated at the community, regional, and national levels and passed on to the Council of Ministers. The study will involve coordination with other USAID projects involved in maternal/child health and agriculture/agribusiness. Focusing on the areas where USAID is active (the provinces of Ngozi, Kayanza, Muyinga, Mwaro, Muramvya and Cibitoke), we will examine such questions as how land use practices (including daily household practices) affect the quality of drinking water and what measures could be taken to alleviate pollution of ground and surface water. We will review the water quality standards, including standards to control pollution caused by agribusiness activities (such as coffee washing) and other income generating activities and will recommend revision of these standards as necessary, as well as needed regulations and ordinances to assure their application. We will also look at best practices and possible regulations related to fertilizer usage and use of water for irrigation.

Task 5.1.2. Organize five workshops to validate the sectoral policies and develop legal implementation framework. Once community-level consultations (see Task 5.1.3 below) and the initial studies are complete, we are required to organize five workshops at the regional and national level to validate the policies at the regional and national levels. After discussions with USAID during October, we plan to do five workshops: two regional and three national. We plan to organize the workshops in some of these provinces: Kayanza, Muyinga, Ngozi, Kirundo, Muramvya, and Cibitoke; whenever possible in the areas in which USAID has activities. The workshops will include representatives of the ministries of agriculture, environment, and health. The result will be validation of two new sectoral policies which will

eventually become part of national water policy (*la politique nationale de l'eau*). The implementation framework for these policies will be submitted to the Council of Ministers.

Task 5.1.3. Organize five workshops for consultations with local communities. An essential part of the initial work for the sectoral studies will be to consult with local communities, civil society organizations, and local administration to learn about their problems, get their input, and keep them informed of the dialogue at the national level workshops. We will visit a cross section of local communities, for example, Kayanza, Muyinga, Ngozi, Kirundo, Muramvya, and Cibitoke, while always focusing on geographic areas where USAID is implementing child health and agribusiness programs. After discussions with USAID in October, we have agreed to do five community-level workshops.

Partners. In addition to the government, the key players active in the water sector, as discussed above, are GTZ, the African Development Bank, UNICEF, and the International Rescue Committee. We will also work with USAID projects working in maternal and child health as well as agribusiness.

Responsible Team Members. Albert Mbonerane will take charge of this activity because of his policy expertise and knowledge of integrated water management principles, while our communications advisor Gérard Nzohabona will be involved in developing ways to communicate to public the results of our work and the importance of integrated water management.

Anticipated Roles of Short-Term Consultants. The institutional framework (Task 5.1.1a) will require two national consultants: one a water policy specialist, the other a jurist. The sectoral studies will require one expatriate water policy specialist (supplied by IRG) and two national consultants (one with a public health focus, the other with an agriculture background). Working with the team's water policy specialist and two national consultants, the expatriate will serve as lead technical advisor and writer of the sectoral studies (Tasks 5.1.1b and 5.1.3). He will also participate in one or more of the validation workshops and in drafting of the implementation framework (Task 5.1.2). This specialist will provide additional assistance from his home base and be responsible for a formal review of the revised document the national consultants will produce after the regional-level consultations.

Summary of Expected Results. The Policy Reform team will work in a collaborative way with other USAID projects, government, and other donors to raise the level of understanding about water policy issues and contribute to the development of a national water policy. We will assure public comment by conducting ten workshops. The lasting results will be:

- Sectoral policies on water as it relates to public health and agriculture.
- An institutional framework for carrying out the national water policy.

A4. Organization of the Work

In this section, we first present an overview of this component for the year. We then proceed, task by task, to describe how the work will be carried out. The table below shows how we will chart our course through the year:

Water Resources Management: Overview of the Year		
Month	Task	Principal Activity
December	All	Draft TOR for the institutional framework (two national consultants) and sectoral studies (one international, two national consultants).
January	All	Obtain approval of all five consultants.
February	5.1.1a	Undertake assessment to examine institutional framework.
March	5.1.1b 5.1.3	Carry out sectoral studies. Organize 1 community consultations workshop during the studies, including on March 22, International Day of Water.
April	5.1.1b 5.1.2	Complete 1 st draft of sectoral policies. Conduct 1 st regional workshop to pre-validate sectoral policies on April 22, Earth Day.
May	5.1.3 5.1.2	Conduct 1 community consultation workshop Conduct 1 additional regional workshops to pre-validate sectoral policies.
June	5.1.2 5.1.3	Conduct 1 st national workshop to validate policy on water and agriculture, June 5, Environment Day. Conduct 1 community consultation workshop on results of the national workshop.
July	5.1.2 5.1.3	Conduct 2nd national workshop to validate policy on water and public health, July 22, Lake Tanganyika Day. Conduct 1 community workshop on results of the national workshop.
August	5.1.2 5.1.3	Conduct 1 national workshop to validate legal framework for sectoral policies. Conduct 1 community consultation workshop on results of the national workshop.
September	5.1.1a, 5.1.2	Submit draft decrees for institutional framework and legal framework to the government.

Task 5.1.1a. Develop an institutional framework for water management. The first step in this task will be to develop terms of reference for two national consultants and bring them on board. They will begin by examining how the water sector is currently managed and will prepare a table showing roles and responsibilities of the various institutions involved in the sector including the Ministry of Water, Energy and Mines and ministries responsible for environment, agriculture, transport, and health. They will also contact key partners including GTZ, the African Development Bank, UNICEF, and the World Bank. They will examine various legal texts touching on water management to identify overlaps and gaps that may be impeding effective coordination. These texts will include Decree No.1/41 of November 26, 1992, which deals with the institution and organization of the public water domain (*domaine publique hydraulique*), Law No. 1/010 of June 30, 2000 about the country's environmental code, Decree-Law No. 1/16 of May 17, 1982 on the public health code, and Decree No. 100/226 of December 11, 1989 on the creation and organization of the *Commission Nationale de l'Eau et de l'Energie*. Last but not least, they will examine the applicability of models for integrated water management being applied in other countries. The sequencing of these activities over the course of the year is as follows:

- Draft terms of reference for two national consultants. (December)
- Obtain approval for consultants. (January)
- Undertake assessment to examine institutional framework. (February)
- Submit draft decree for institutional framework. (September)

Task 5.1.1b. Develop sectoral policies on water related to public health and agriculture. In carrying out this task, our goal will be to create two sectoral policies that will lead to better management of water resources in a way that will serve needs related to public health and agriculture. We will begin by developing terms of reference, selecting, and getting approval for one international water management policy specialist, one national specialist focused on access to drinking water and maternal and child health, and a second national agronomist/ecologist. These consultants will conduct their study principally in provinces where USAID is carrying out its health and agriculture projects, such as Kayanza, Ngozi, Muyinga, Muramvya, and Cibitoke, as well as Kirundo. They will consult with local communities (see

Task 5.1.3) and government officials such as those at *Directions Provinciales de l'Agriculture et de l'Elevage (DPAE)* and the *Bureau Provinciaux de Santé (BPS)* to understand local problems and priority concerns. They will identify watercourse pollutants, including agro-industrial activities such as coffee washing and depulping and certain chemical fertilizers that pollute surface water and ground water. They will also look at deforestation and erosion problems that threaten watersheds in these areas. They will consider possible options for better managing water resources, such as better land use and agricultural processing practices, and discuss these options with local stakeholders. Finally, the international consultant will lead the development of two documents: one a draft water management policy related to public health, the other a draft water management policy related to agriculture. This task ends with the completion of these documents toward the end of April, as shown in the timeline of activities below:

- Draft terms of reference for one international and two national consultants. (December)
- Obtain approval for consultants. (January)
- Carry out the two sectoral studies. (March)
- Complete first draft of the two sectoral policies. (April)

Task 5.1.2. Organize five workshops to validate the sectoral policies and agree on the legal implementation framework. Once draft policies are completed, two pre-validation workshops will be organized at the regional level. We will aim to conduct the first workshop on Earth Day, to highlight the importance of water as an important national resource. The workshops will be the responsibility of the team and national consultants, who will be responsible for integrating suggestions into the draft policies and their implementing framework. After the regional workshops, the team will organize three national validation workshops, one on the policy related to water and agriculture that we will aim to have take place on Environment Day and one on the policy on water and public health, which we will aim to have take place on Lake Tanganyika Day. After each of these, the appropriate national consultant will update the draft policies to incorporate workshop participants' input. Finally, the team will organize a national workshop to validate the legal implementation framework for the policies. The team's water policy specialist and communications specialist will work together to organize the three national workshops and the international consultant will attend one of the three, probably the last. In sum, the activities for this task will be:

- Conduct 1st regional workshop to pre-validate sectoral policies. (April 22, Earth Day)
- Conduct 1 additional regional workshop to pre-validate sectoral policies. (May)
- Conduct national workshop to validate policy on water and agriculture. (June 5, Environment Day)
- Conduct national workshop to validate policy on water and public health. (July 22, Lake Tanganyika Day)
- Conduct a national workshop to validate legal framework for sectoral policies. (August)
- Submit draft decree for a legal framework to the government. (September)

Task 5.1.3. Organize five consultations with local communities. During the course of the sectoral studies (Task 5.1.1b), the consultants will meet with local stakeholders, especially in areas where USAID is working such as Kayanza, Ngozi, Muyinga, Muramvya, and Cibitoke, as well as Kirundo. These stakeholders will include small business operators and representatives of civil society organizations dealing with health, agricultural production, and the environment. The study team will also meet with officials from various ministries. During the consultants' visit and community workshop in March, we will aim to recognize March 22, the International Day of Water, in an informal way. As the policies and framework are considered at the national and regional level, we will come back to the communities and hold three consultation workshops to keep them involved in the policy dialogue. The team's water policy

specialist and communications specialist will work together to organize all the workshops. The two activities for this task, therefore, are to:

- Carry out first community consultation workshop during the sectoral studies. (March, including March 22, Water Day).
- Carry out four community-level workshops on the results of the national or regional workshops (May, June, July, and August).

B. Women’s Leadership Activities

B1. Women’s Leadership in the Context of the Burundian Political Process

The political process in Burundi in recent years has been characterized by stalemates and a shortage of leadership capacity at various levels. Women and men alike have lacked the training, experience, and political skills to move the country forward. Women have worked to make their voices heard and have generally played a constructive but limited role, often as advocates for reform. The Transition Constitution stipulated that 30 percent of the seats in Parliament should be for women; the current level is 28 percent. However, problems between Parliament and the government in recent years have had serious consequences, sometimes paralyzing the exercise of routine government functions and making reform close to impossible. The government has sidestepped Parliament, acting unilaterally without required approval. The failure of parliamentarians and political party leaders to share ideas and find compromise has resulted in stalemates, imprisonment of influential media representatives and political leaders, and in general, instability. Women represent an untapped resource for the country at a time when more leadership is needed at all levels and in all branches of government, as well as in civil society organizations.

B2. Understanding of the Work to be Accomplished

Component 5.2 will involve three tasks leading to four expected results, as shown below:

Women’s Leadership	
Task	Expected Result
5.2.1 Finance participation of at least 18 female lawyers, parliamentarians, and ministers in international conferences abroad on subjects that enhance their ability to address challenges facing female legislators. The objective of these conferences is to enable women to heighten their awareness and skills necessary to broadly participate in political processes and hold government accountable to its policies and processes.	1. At least 18 female lawyers, parliamentarians, and ministries participate in international conferences on subject matters that enhance their ability to address challenges facing female legislators
5.2.2 Organize in-country training programs for at least 50 female members of grassroots organizations on subject matters that enhance their participation in political processes.	2. At least two training events of at least 25 participants each to strengthen the role of women-led grassroots organizations in their participation to political processes are organized
5.2.3 Organize four training events for up to 160 female lawyers, parliamentarians, and female leaders of civil society organizations to strengthen the skills in conflict resolution and in the mechanisms to fight against corruption.	3. At least four U.S. government-facilitated events geared toward strengthening female leaders in mitigating conflicts and on mechanisms to fight against corruption are organized
	4. At least 160 female leaders are trained in conflict mitigation skills and mechanisms to fight against corruption with U.S. government assistance

The tasks in Component 5.2 offer an opportunity to provide women with valuable training and exposure to new ideas, which will allow them to provide more leadership and ensure that women’s perspectives are

more fully considered in development of the country. We are pleased to have the opportunity to work on women's leadership, because the country needs stronger leaders in the executive and legislative branches, as well as in civil society. Our goal will be to help women provide leadership in a way that supports a more informed, transparent, and inclusive approach to policy development.

B3. General Approach to the Work

Through the years, many donors have had special programs for women in Burundi; however, less work has been done on the subject of leadership. In carrying out Component 5.2, we will work with a range of women who play leadership roles: lawyers, parliamentarians, ministers, and leaders from grassroots organizations and other civil society organizations. Our goal will be to expose them to new ideas, equip them with new skills, and help them develop a clearer vision of how they can exercise leadership. In selecting women to participate in our component, we will look for those with a seriousness of commitment and interest in Burundi's development. Our events will be carefully planned, with content geared to the level of participants' knowledge and needs. We will organize events so the participants have a chance to develop collaborative relations with each other that will serve them when they are working on challenging policy problems. In organizing participation at international conferences relevant to women legislators, we will draw on our subcontractor The State University of New York's Center for International Development (SUNY/CID), which has expertise in legislative strengthening. We also plan to call on Partners for Democratic Change for help with Tasks 5.2.2 and 5.2.3 because of its expertise in civil society strengthening and conflict resolution.

Task 5.2.1: Finance the participation of at least 18 female lawyers, parliamentarians, and ministers to international conferences abroad on subjects that enhance their ability to address challenges facing female legislators. The purpose of this task is to allow Burundian lawyers, legislators, and ministers to acquire new skills and understanding that will serve them in their roles as leaders in the political process, especially the legislative process. We will work with SUNY to identify appropriate conferences. SUNY has deep experience carrying out legislative strengthening projects in countries such as Kenya, Uganda, Tanzania, Rwanda, Madagascar, Benin, Haiti, and Morocco, and organizing conferences on legislative strengthening.

The first step in organizing conference participation will be to get to know the needs and interests of the prospective participants so we can select a group of 18 most likely to benefit. We will do this by first scheduling one of the four 40-person training events under Task 5.2.3 and using it as a way of getting to know a pool of potential participants in the international conferences. We will design a special version of the conflict resolution and anti-corruption training for female lawyers and parliamentarians.

Working with potential conference participants will give us a better idea of participants' needs, which will serve as a basis for deciding which conferences the women should attend and what themes should be emphasized leading up to, during, and after those visits. We will aim to define a vision that will be communicated to all women about the common purpose of their training and travel. This vision could perhaps be expressed as a slogan such as "Female Leaders: Informed and Accountable." A range of conferences would fit this vision, including those organized by the *Assemblée parlementaire de la Francophonie*, which cover topics such as common concerns of female parliamentarians, and by the United Nations Convention on Discrimination against Women.

Once we have decided which conferences to target, we will develop criteria for selecting the participants. We will ask eligible individuals (those who have completed the course and others who fit the criteria) to submit an expression of interest for conferences that we have pre-identified. The team will do the first review of the applications and will make recommendations to USAID, who will sign off on the final list. Organization of the trips will be carried out by Chemonics' home-office International Training

Department working with the manager for training, reporting, administration, and grants management and civil society/women's leadership advisor in the field office. A legislative strengthening specialist from SUNY will accompany the group and organize side sessions to allow participants to synthesize the material and discuss its implications for their work in Burundi. On their return, group members would present a report on their experience and discuss how they will apply what they have learned.

Task 5.2.2 Organize training for at least 50 members of women-led grassroots organizations on subject matters that enhance their participation in political processes. While Task 5.2.1 focuses on high-level women in Burundian society, Task 5.2.2 allows us to reach women at the grassroots level. We envision two training events of at least 25 women in provincial locations. The events will be geared to the needs of these women, who are often at a disadvantage in the political process because of their lack of education and resources.

Our first step in organizing this activity will be to identify the women-led organizations and learn about their needs. For the most part, these will be women's organizations from or operating in the provinces where USAID works such as Ngozi, Kayanza, Muyinga, Mwaro, Muramvya, and Cibitoke. This will be done during the assessment when we will compile a list of organizations that we already know about, add suggestions from other donors and NGOs working at the grassroots level, and talk to a sampling of members. After the assessment, our women's leadership advisor will work with a local trainer to develop the curriculum and training materials on topics such as the rights and obligations of citizenship, women's rights according to inheritance and land laws, advocacy techniques, leadership and association management, and funding options for community-based associations. The training will be participatory and will include small group work, skits, and role-playing.

Task 5.2.3 Organize four training events for 160 female lawyers, parliamentarians, and female leaders of CSOs in conflict resolution and anti-corruption. The final task under this component will allow us to work with 160 influential women on two topics that continue to be important to Burundi: conflict and corruption. As stated, conflicts among different branches of government and political parties continue to hamper restoration of peace and stability. Corruption is worsening and is a threat to the country's finances and development. Historically, Burundian women have taken important initiatives to lessen conflict (they were among the first to cross the barriers of balkanized neighborhoods after the 1993-1994 conflicts and initiate visits of *rapprochement* and reconciliation) and they, like all Burundian leaders, continue to have an important role in finding ways to better manage conflict, increase transparency, and resist corruption.

The importance of this training notwithstanding, we recognize that donors have already financed a lot of conflict training for Burundians. We will need a fresh and targeted approach. We are consulting with our subcontractors SUNY and Partners for Democratic Change to draw on their expertise. In particular, SUNY has experience training legislators in many other African countries and Haiti, i.e., many countries where conflict is a major problem. We will organize training events on a variety of topics related to conflict and corruption, such as:

- Conflict prevention and management
- Communication techniques to encourage understanding among different parties
- Concepts of transitional justice, including truth and reconciliation in a post-conflict environment
- Healing techniques for communities affected by conflict
- Anti-corruption techniques and transparency in managing government materials
- Mediation and negotiation, techniques for reaching consensus
- Media relations
- Anti-corruption law
- Public procurement law

- Cooperating with citizens' groups working in transparency, conflict resolution, and anti-corruption

The first training event on conflict will be for female lawyers and parliamentarians, a group from which we will eventually draw participants in the international conference. We have asked Partners for Democratic Change to identify trainers who can develop a course on conflict geared to women working at high levels of government and parliament. Some material developed for this course could be adapted for the other training courses. Attendance at the other training events would be open to civil society leaders as well. In each case, training events would be geared to the level of the women attending.

Partners. We will work with different partners on different tasks. For example, for Task 5.2.1, our main pool of lawyers for the study tour will come from the *Association des femmes juristes*. For Task 5.2.2, we will need to reach out to other donors and NGOs with offices in the provinces who can recommend promising women-led grassroots organizations for us to work with. For Task 5.2.3, we will contact leaders of the many civil society organizations we have worked with during Year 1. First contacts with these groups will occur during the assessment.

Responsible Team Members. Juliette Kavabuha Icoyitungiye will take the lead on this component, bringing her experience as a former minister and her deep experience of civil society in Burundi. She will be responsible for selecting the training topics and developing the content, in collaboration with short-term consultants. In preparing the international travel, she will be assisted by Training, Reporting, Administration and Grants Manager Karen Ottoni (See Annex A for her resume). Gerard Nzohabona will help with communications, for example, in preparing press releases about the trip the women will take for the conference.

Anticipated Roles of Short-Term Consultants. We have budgeted about three months of short-term expatriate assistance for this component to cover public administration and participatory process specialists from our subcontractors SUNY and/or Partners for Democratic Change. We have also set aside two months of local trainers and facilitators to assist them. In addition, we have budgeted six days for Chemonics' home-office training department to help organize participation in the international conference.

Summary of Expected Results. The women who will attend conference and training courses in Year 2 are leaders and role models at all levels of Burundian society. Our goal is for them to become more aware of their role as leaders and better equipped to participate in the political process, to empower them and help them develop good working relationships with each other. Our specific responsibilities are to:

- Organize the travel of at least 18 high-level leaders to an international conference
- Organize training for 50 members of women-led grassroots organizations
- Organize four training events on mitigating conflict and mechanisms to fight corruption.
- Organize training for 160 female in conflict mitigation skills and mechanisms to fight corruption.

B4. Organization of the Work

In this section, we first present an overview of this component for the year. We then proceed, task by task, to describe how the work will be carried out.

Women's Leadership: Overview of the Year		
Month	Task	Principal Activity
December	All 5.2.3 5.2.1	Assess target groups' needs, interests, and level of knowledge. Conduct training 1 in anti-corruption, conflict for target subgroup: legislators and lawyers. Select international conferences and request expressions of interest from potential attendees.
January	5.2.1	Propose 18 candidates to USAID for approval.
February	5.2.1	Prepare for conference attendance, organize planning meeting for the 18 participants.
March	5.2.3	Conduct trainings 2, 3, and 4 in anti-corruption and conflict.
April	5.2.1 5.2.1	Travel to conference 1 (subject to confirmation). Conduct press briefings after conference.
May	5.2.2	Conduct training 1 for members of women-led grassroots organizations.
June	5.2.1 5.2.1	Travel to conference 2 (subject to confirmation). Conduct press briefings after conference.
July	5.2.2	Conduct training 2 for members of women-led grassroots organizations.
August	5.2.1	Wrap-up meeting of conference participants.

Assessment. The first activity of the year will be to assess the needs, interests, and level of knowledge of the three different groups of women leaders targeted under this component. Two international consultants from Partners for Democratic Change will travel to Burundi to carry out this assessment in collaboration with a national consultant specialized in grassroots organizations and the project team. (During the trip, the international consultants will also conduct the first training under 5.2.3.) One legislative strengthening specialist from SUNY/CID will also be available (from his home base) for two days to help the Partners consultants with the assessment for Task 5.2.1. Working with the field team, the consultants will produce a short assessment of the target groups and suggestions on the design of the three required tasks. As a first step in the assessment, the field team will prepare a list of women legislators, women lawyers, and ministers (the target group for Task 5.2.1) before the international consultants arrive in country.

For the assessment related to Task 5.2.1, the Partners consultants and SUNY consultant will collaborate in order to come up with a list of conferences that they believe would be of greatest benefit to the target group in 2009. This list will be due a week after the consultants arrive so that the team can discuss these conferences with the participants during the first 5.2.3 training. For Task 5.2.2, the consultants will be responsible for coming up with an initial list of women-led grassroots organizations that would benefit from the training, as well as recommendations as to the topics that should be addressed in the trainings and the overall approach to training. For Task 5.2.3, the consultants will be responsible for providing an initial list of women leaders of civil society organizations as well as recommendations as to how to best approach the training in anti-corruption and conflict resolution. In sum, the assessment will require the team to:

- Prepare terms of reference for the assessment. (First week of November)
- Request approval for three international consultants and one local consultant. (November 7)
- Assess needs, interest, and level of knowledge of target groups for Tasks 5.2.1, 5.2.2, and 5.2.3. (December)
- Recommend a list of conferences which will satisfy the requirements of Task 5.2.1. (December 8)
- Submit first draft of assessment report. (December 19)
- Submit final draft of the assessment report (January 5)

Task 5.2.1. Finance the participation of at least 18 female lawyers, parliamentarians, and ministers to international conferences abroad on subjects that enhance their ability to address challenges facing female legislators. As stated to USAID during budget discussions on October 27, Chemonics' plan is to send 18 travelers, thus surpassing the originally required number of 15. The objective of attending the conferences is to give women leaders from Burundi a chance to share their own experiences and learn from the experiences of other women in similar leadership positions, thus allowing the participants to learn strategies and approaches that may help them as they participate in the political process and advance reforms. SUNY will advise on selection of the conferences; their legislative strengthening specialist will accompany the participants and organize supplemental discussion sessions after hours so that the participants get a chance to discuss how what they are hearing and seeing at the conference is relevant to their lives back home. Chemonics' International Training Department, in collaboration with the field office, will handle the logistical arrangements.

The list of recommended conferences will be drawn up during the assessment through a collaborative effort between SUNY's legislative strengthening specialist, the consultants from Partners who are on the ground doing the assessment, and the project team. The project team will select a final list by mid-December once cost implications are taken into account. The team will also define the selection criteria and procedures by mid-December, incorporating USAID's guidance as to how the final participants are to be selected. Our plan is to provide potential participants information about the opportunity of attending a conference no later than December 18 and ask them to submit expressions of interest by around January 5. These applications will be reviewed by the project and a list of recommended candidates forwarded to USAID by January 12 for approval by February 2. Given this schedule, participants who already have passports could potentially attend a conference in March and there will be enough time for just about any participant to attend a conference in April or later. The project team (including the component leader and the training manager) will work with the participants to get their passports and medical exams and to make other travel arrangements.

For the group to truly enhance their ability to address challenges facing women leaders, the project will arrange for the selected participants to meet several times throughout the year to examine their roles in the political process, discuss the challenges they face, plan their travel and develop a common vision of what they want to accomplish during the trip, share ideas on how to apply their learning after the conferences, and consider how they may want to work together in the future. The project will also organize press briefings after each conference where the participants can report on their experiences to the public. All in all, the sequencing of activities connected with this task is as follows:

- Select two conferences that participants may attend. (December 12)
- Define selection criteria and process. (December 12)
- Discuss conference opportunity to eligible participants and request expressions of interest (December 18)
- Receive expressions of interest. (January 5)
- Submit recommended candidates and requests for approval to USAID. (January 12)
- Submit request for approval for those accompanying travelers, including SUNY consultant. (February)
- Prepare for conference attendance. (February and subsequent months, as needed)
- Attend conferences (March-July, to be determined)
- Organize planning and sharing sessions with participants. (Periodically, before and after conferences)
- Organize press briefings with conference participants. (After each conference)

Task 5.2.2. Organize training for at least 50 members of women-led grassroots organizations on subject matters that enhance their participation in political processes. Through this task, the project will provide training to 50 women on a variety of subjects relevant to women in grassroots organizations. A preliminary list of women-led grassroots organizations will be developed in December, as part of the assessment. The assessment team will also recommend a list of subjects for the trainings, which could include topics such as rights and obligations of citizens, women's rights under matrimonial law, the law of succession, and land law, advocacy techniques, association management, and financing options for grassroots organizations. The trainings will be approximately three days in length and delivered by a local consultant in French and/or Kirundi using adult learning techniques, possibly the same consultant who participates in the December assessment. Depending on the subjects to be covered, a second consultant may also be needed. The consultant(s) will be responsible for conveying the subject matter using concrete examples that match the experiences the participants have had in their associations and lives in general. The approach will be interactive and will encourage women to speak out, reflect, and exercise their imaginations. The order of activities involved in carrying out this task is listed below (note that the dates of the trainings may be shifted, once the international conferences in Task 5.2.1 are chosen).

- Establish terms of reference for consultant(s). (January).
- Finalize list of women-led grassroots organizations. (January)
- Request approval of consultants. (February)
- Carry out the first training (May).
- Carry out the second training (July).

Task 5.2.3 Organize four training events for 160 female lawyers, parliamentarians, and female leaders of CSOs in conflict resolution and anti-corruption. Like the training under the previous task, the goal here will be to provide training that will be fresh and relevant to the target groups. Each of the four trainings will address conflict resolution and anti-corruption, but the particular focus will depend on the interest of the group attending. To make the trainings as hands-on as possible, we may divide each group of 40 into two groups of 20 each. We may also arrange for the groups to get out of the classroom and practice their skills (especially in conflict resolution) in field-based practice sessions. The classroom portion of the trainings would be approximately three days in length, with the proportion of time devoted to conflict resolution and anti-corruption to be determined. Field-based practice sessions would be approximately one additional day.

The first training in the series will be given immediately after the December assessment and will be aimed at a particular subset of the target group: female lawyers and parliamentarians. This group, along with female ministers, comprises those eligible for international conferences, so we will use this first training to get to know that pool of potential conference attendees. In subsequent trainings, we will examine ways to link the training with other project components, for example, we may touch on conflicts related to water use, or corruption related to elections.

The first training will be conducted by the same international consultants from Partners for Democratic Change who will be carrying out the December assessment: one specialized in conflict resolution, the other in anti-corruption. Depending on their schedules and the particular perspective on conflict and corruption chosen for the subsequent trainings, they may carry out the remaining three trainings or be replaced by other trainers.

The dates of activities to carry out this task are shown below. Note that the timing of the second, third, and fourth trainings may need to be adjusted, depending on when the international conferences take place.

- Prepare terms of reference for Training 1. (First week of November)
- Request approval for two international and two local consultants. (November 7)
- Carry out Training 1. (December)
- Prepare terms of reference for Trainings 2, 3, and 4. (February)
- Request approval of consultants. (February)
- Carry out Trainings 2, 3, and 4. (March)

C. Victims of Torture

C1. The Context for Our Work in Burundi

Burundi is only recently emerging from a civil war that lasted almost 14 years. Torture has been practiced and victims have had little recourse as those in positions of authority, such as public security agents, presidential police, soldiers, local government officials, and FNL/PALPEHUTU, have all practiced torture without being held accountable for their actions. The 2000 Arusha Accords for Peace and Reconciliation envisioned the establishment of a National Truth and Reconciliation Commission to begin to address the delicate question of torture in a way similar to that in South Africa, but this commission has not come into being and torture continues to exist. Between 2005 and 2007, 394 allegations of torture in places of detention were registered by *Action des Chrétiens pour l'Abolition de la Torture* (ACAT)/Burundi. This number is thought to represent a small number of the torture cases that would be found if a complete inventory were to occur.

Internationally, during recent decades, human rights advocates have worked to put into place laws to protect against this offense to basic human rights. Just over 20 years ago, the United Nations adopted the International Convention against Torture or Other Cruel Inhuman or Degrading Treatment or Punishment (CAT). This treaty entered into force in 1987 and was ratified by Burundi in 1993. The Burundian penal code, however, was created in 1981, before CAT was adopted and does not refer specifically to the offense of torture. Other aspects of Burundi law have been criticized by the CAT Committee for their failure to provide protection to women victims, as in the extra-judicial or amicable settlement of rape cases. The penal code is in the process of revision and the draft text has been submitted for consideration by the Council of Ministers.

C2. Understanding of the Work to be Accomplished

As agreed with USAID on October 22, Component 5.3 will involve five tasks leading to five expected results, as shown below:

Victims of Torture Component	
Task	Expected Result
5.3.1 Implement a sub-award program to provide legal services or healing opportunities to at least 125 victims of torture.	1. At least 125 victims of torture receive legal services and benefit from healing opportunities from U.S. government-supported organizations
5.3.2 Provide managerial skills through a sub-award to civil society organizations working with victims of torture to expand the availability of legal recourses, as well as healing opportunities.	2. At least two U.S. government-supported civil society organizations have enhanced management skills to provide legal services and healing opportunities to victims of torture
5.3.3 Provide technical assistance to civil society organizations to enable them to engage in processes of consulting primary stakeholders when it comes to advocating for reforms that eradicate torture in Burundi.	3. One consortium of civil society organizations receives technical assistance necessary to advocate for political reforms that eradicate torture in Burundi
5.3.4 Provide organizational and financial support to victim-led associations through roundtables and media programs to promote advocacy against torture on the International Day in Support of Victims of Torture.	4. At least five victim-led associations receive organizational and financial support to promote advocacy against torture on the International Day in Support of Victims of Torture
5.3.5 Provide funding for the participation of at least 25 members of victims associations to international study tours on victims of torture issues. The main objective of the study tours is to help enhance the capacity of their organizations to heighten awareness of torture-related issues at the community level.	5. At least 25 members of victims associations have participated in international study tours to help increase the capacity of their organizations to increase awareness of torture-related issues at the community level

These tasks will allow the Policy Reform Program to help victims of torture directly through legal services, by strengthening organizations serving their needs, and by helping organizations advocate for legal reform. In addition, as others in the sector have emphasized, the work will not only advance the need of victims and families as they seek justice for the harm they have suffered and continue to endure, but will also address the desire of the larger community to find a way to recognize the human wrongs committed and to move on peacefully to a fair and just future. The individualization of responsibility for torture provides one important way to avoid the fallout from collective guilt. With the perpetrators identified individually, the long journey of rebuilding social trust can begin.

C3. General Approach to the Work

Torture is a sensitive subject in Burundi. Many hesitate to discuss it and many think little can be done to eliminate torture. Victims fear reprisals for speaking out and feel resigned to their fate — there is a social norm against speaking out and the law does not provide protection. For these reasons, our work will need to be done in a sensitive and careful way; otherwise, harm could be done to victims, and organizations seeking to help these individuals could lose credibility. In addition, the fact that elections are coming up in 2010 means the political climate will become increasingly volatile and those in power may be more likely to resort to torture as a means of weakening the opposition. In the midst of this situation, several organizations are trying to help victims of torture and fighting future abuses. Our approach will be to learn from the lessons of these organizations and work with them in a collaborative way. We briefly outline below how we will approach each task.

Task 5.3.1: Implement a sub-award program to provide legal services or healing opportunities to at least 125 victims of torture. Those who practice torture are often strong and act with impunity. This task will help victims obtain legal services to hold torturers accountable and apply for reparations. As

stipulated by USAID on October 22, the work will not be restricted to legal services only, but will also offer victims the option of healing opportunities. The team will not provide the services directly, but through local organizations supporting these victims. This task is closely connected with Task 5.3.2, which will provide managerial assistance to some of these same organizations to strengthen their ability to provide both legal services and support for healing. The sub-awards provided through Task 5.3.1 will be awarded on a competitive basis to only those organizations that can demonstrate that they will be reliable partners and will contribute to the expected results. Organizations participating in the sub-award program will be mostly those operating in the provinces, where torture cases rarely get attention, especially in areas where USAID has programs related to agriculture or maternal and child health, such as Kayanza, Muyinga, Muramvya, Cibitoke, and Ngozi. We may also work in Kirundo.

Delivering services to victims of torture is no simple matter. A holistic view, bringing together legal, political and psychosocial perspectives, is often required. Questions of ethnicity and gender of the lawyer and prospective client must be considered. We will work to carefully craft a sub-award program that is sensitive to the complexity of issues faced by victims. The service providers will need to triage cases and differentiate between those that are ready for legal advocacy and those in which the victim may need other care before being ready to hear his/her circumstances recited anew on paper or in a courtroom. In some cases, the offense may involve rape or abuse of children committed by public officials. Legal assistance will fall into two categories: cases requiring judicial proceedings and those that are more of an administrative nature.

Before making the sub-awards, we will develop a manual to assure compliance with proper sub-award procedures. This will be the responsibility of Ms. Ottoni, working with our administrative staff. We will design a transparent process, establish criteria for assistance, and emphasize accountability for expected results. The goal will be for the services to not only help the individuals who have been victimized but also have a preventive effect. As we design the program, we will need to learn from the experience of the others providing similar services such as *Avocats Sans Frontières* (Lawyers without Borders) and Trauma Healing and Reconciliation Services (THARS) to make sure that we complement what others are doing and maximize the impact of all the groups.

Task 5.3.2: Provide managerial skills through a sub-award to civil society organizations working with victims of torture to expand the availability of legal recourses, as well as healing opportunities. Whereas Task 5.3.1 will provide services to individuals, Task 5.3.2 will work with two of the CSOs serving these individuals. The task focuses on managerial skills, which are often in short supply in civil society organizations. By ensuring funding for management, the task will increase the CSOs' ability to properly manage the sub-awards under 5.3.1, expand the availability of legal recourse in other instances, and help the CSOs provide counseling services in instances where that is a victim's most critical need.

The first step in this task is to assess relevant CSOs' managerial needs. We will aim to conduct the assessment quickly so we can begin providing assistance as early in the year as possible. We will either make sub-awards to the CSOs so that they can obtain managerial services or training directly, or we will issue sub-awards directly to the management specialists or trainers themselves. The key will be to provide the CSOs with the managerial skills they need in a timely manner. The sub-awards will be issued and oversight provided by the team.

Task 5.3.3. Provide technical assistance to civil society organizations to enable them to engage in processes of consulting primary stakeholders when it comes to advocating for reforms that eradicate torture in Burundi. While the first two tasks in this component deal with the past — legally addressing past wrongs and trying to help the victims heal — this task focuses on preventing future abuses by advocating for reforms. It also focuses on making sure that primary stakeholders are involved in the advocacy process. Who are the primary stakeholders? We define the victims of torture and the

community as primary stakeholders. Especially when it comes to the reform process, which involves creating a legal basis for a healthier social environment, the community can play a powerful role. We will help CSOs find creative ways of involving both types of stakeholders.

Dialogue on torture can be crucial for bringing about change in the policies, laws, and practices of influential individuals, groups, and institutions. In addition to dialogue, experience has shown that policy reforms relative to victims of torture require civil society to take a lead in:

- Educating itself and others about an issue or problem that needs to be addressed
- Changing attitudes by addressing specific misconceptions about a problem, including that it is intractable
- Influencing lawmakers so new laws and changes to existing laws reflect awareness of the issues raised
- Supporting legal and social change advocates who are campaigning for new laws and enforcement of existing laws that address similar concerns
- Addressing policymakers so their agenda includes eradication of torture
- Influencing the media so it draws more attention to the issue of torture
- Pressuring public officials for enforcement of laws and policies addressing torture
- Developing coalitions and networks to work together to achieve shared goals

To begin, through the assessment discussed above, we will identify all groups working to support VOT and advocate for reform. The field team will work with an international consultant to organize a roundtable with civil society organizations to facilitate the emergence of a consortium of groups with a common objective to advance political reform. One objective, for example, may be to advocate for adoption of the provisions that specify torture as an offense in the Code of Penal Procedure.

During the roundtable, participants will do a mapping exercise to identify barriers to political reform in the context of torture eradication and engage in advocacy planning exercises, linked to specific actions and benchmarks. We will help each group identify the contribution it can make so that the group can take coordinated action.

We will then provide technical assistance to the CSOs in carrying out these plans and in ensuring they have the means to consult with stakeholders and involve them in the advocacy process. This assistance will be provided by project staff and national consultants who will also organize regular meetings of consortium members to assess progress according to the plans. We may also organize training sessions, to be carried out by local consultants or organizations, with the possible assistance of expatriate consultants specialized in advocacy training.

Task 5.3.4. Provide organizational and financial support to victim-led associations through roundtables and media programs to promote advocacy against torture on the International Day in Support of Victims of Torture. The United Nations International Day in Support of Victims of Torture is celebrated on June 26 each year and is an important vehicle for victim-led associations to raise awareness about the prohibition against torture and to promote advocacy in support of victim assistance and torture eradication. Task 5.3.4 will support activities on this day. The work will involve many of the same civil society organizations assisted under Task 5.3.2, and the focus of both tasks will be awareness-raising and advocacy. We plan to assist associations from at least four of the following provinces Kayanza, Muinga, Muramvya, Cibitoke, Ngozi, and Kirundo. The day will be organized to shake the collective consciousness to recognize the existence of torture, to build safeguards against it and, significantly, to raise awareness about the needs of victims. We will work with other partners to learn from their experience recognizing this international day, develop a coordinated strategy, and ensure there is broad participation of a wide range of public officials in Bujumbura and each province. We expect that

the Vice Ministry of Human Rights will be integrally involved in preparation of the day, as will the Ministries of Justice and Interior.

The team's VOT specialist and the communications advisor will work together in the planning of this activity, possibly with the assistance of an international advisor specialized in advocacy and/or communication. We expect to provide organizational and financial support to at least five associations to help them prepare a special event such as a roundtable, organize a media program, or otherwise participate in the day. One possibility is for each association to organize one special event: one event for each region and one in Bujumbura. We will investigate the kinds of programs that have proven effective in other countries and develop a program appropriate for Burundi, perhaps involving panels and media reporting on cases of torture across the country or sporting and cultural events such as advocacy and awareness-raising facilitators.

Task 5.3.5. Provide funding for the participation of at least 25 members of victims associations to international study tours on victims of torture issues. The main objective of study tours is to help enhance the capacity of their organizations to heighten awareness of torture-related issues at the community level. This final task will involve study tours geared to enhancing the capacity of victims associations to increase community-level awareness of torture. Since receiving the change order, we have brainstormed about possible study tour locations with subject-matter experts from BlueLaw and the USAID-supported Center for Victims of Torture in Minnesota. Various possibilities were suggested, including Congo, Lebanon, Laos, Cambodia, and Rwanda. To show how we will approach this task and to develop our budget, we have selected two illustrative destinations, both to French-speaking locations. One would be to send 20 participants to the Democratic Republic of the Congo; the second would involve sending about five participants to Cambodia. Before making the final decision, we will investigate a range of possibilities in more depth in the next month or two.

The focus of the Democratic Republic of the Congo tour would be on community-based initiatives there that have met with considerable success in raising awareness of torture-related issues at the community level. The tour would provide a learning experience for participants whose associations are community-based and providing services to victims. A tour to Cambodia may also be of interest because Cambodia has ratified both the Convention against Torture (CAT) and the Optional Protocol to CAT (OP-CAT). In addition, apart from the United States, Canada and certain European countries, Cambodia stands alone in providing victim assistance to thousands of torture survivors. There are a wide variety of victim associations in addition to policy and advocacy groups focusing on the prohibition against torture and the implementation of international standards, both in the capital and elsewhere in the country. Moreover, Cambodian organizations have been active in international efforts to campaign against torture and have provided assistance to a variety of organizations in other countries within the region.

Given BlueLaw's subject matter expertise, availability of French-speaking advisors, and logistics capability, it will take the lead in organizing these tours, with the Chemonics' International Training Department providing a sounding board and compliance check. From the field office, the VOT specialist and the training, reporting, and compliance manager will select participants in a manner similar to what we are proposing for the women's leadership conferences and will coordinate with BlueLaw on the program and logistics. The Center for Victims of Torture in Minnesota will serve as an additional resource because it supports several centers that work at the community level, including in the Democratic Republic of the Congo.

The study tours will have a post-trip meeting component, drawing together all participants to share experiences in Burundi and further foster coalition-building among the associations and civil society organizations. Selected participants from the two study tours will facilitate a roundtable with stakeholders

(e.g. representatives of associations) to share lessons learned and identify a platform of action on how to raise awareness and foster sensitization of torture-related issues at the community level.

Partners. Given the sensitivity of the dialogue between the government and civil society about torture, we will have a sensitive role to play in encouraging constructive communication between the two sides. Although the focus of our attention will be the actual victims of torture, the team may need to coordinate with other donors who have been working in the sector, such as the United Nations, and government interlocutors, such as the Vice Ministry for Human Rights, the Ministry of Good Governance, and the Ministry of Justice to ensure information flow and to prevent duplication of effort. Search for Common Ground completed a USAID-funded VOT project not long ago; it may have lessons we can learn from. *Avocats Sans Frontières*, funded by the European Union, is active in providing legal services, and Gruppo di Volontariato Civile supports local organizations. The *Fédération Internationale de l'Action des Chrétiens pour l'Abolition de la Torture* is active, as are its Swiss and French affiliates, all supporting ACAT/Burundi. Also involved are the *Organisation Mondiale Contre la Torture* and Amnesty International, which provides financing for the ITEKA League, ACAT, *Association pour la Défense des Droits des Femmes*, and *Association des Femmes Juristes du Burundi* (AFJB). Finally, there are the Open Society Institute, the *Service International des Droits de l'Homme*, the *Ensemble Contre la Peine de Mort*, FACT, and Global Rights.

Civil society organizations include ACAT/Burundi, the Burundian Human Rights League (*la Ligue Burundaise des Droits de l'Homme*, ITEKA), *Association pour la Protection des Droits de l'Homme et des Droits des Prisonniers*, the *Ligue des Droits de l'Homme IZERE*, *Observatoire des Prisons du Burundi*, *Association pour la Défense des Droits des Prisonniers*, the *Association des Juristes Catholique du Burundi*, AFJB, and *Association pour la Défense des Droits des Femmes*. In terms of organizations providing counseling services, two organizations have formed a joint venture with Western agencies; T.P.O. and Trauma Heal.

Responsible Team Members. The head of the component will be Gaudence Aimé Kabuyenge because of his extensive experience in the human rights field including as an advocate for the eradication of torture, as described in the management section. Given the large number of activities under this component, Mr. Kabuyenge will be assisted by Gérard Nzohabona, our communications specialist. Mr. Nzohabona will have particular responsibility for Tasks 5.3.3 and 5.3.4, which focus on advocacy and developing new approaches to helping Burundians change their mentality about torture. His expertise will be especially important in preparation for the June 26 activities.

Anticipated Roles of Short-Term Consultants. We will draw on expatriate and local specialists to assist us in this work. We expect three assignments involving international human rights and advocacy specialists: one for the assessment and work planning for our partner CSOs, one for the June 26 activities, and one for the study tours. In addition, BlueLaw will send a logistics person to assist with the study tours. We expect a limited involvement of short-term national consultants, because most short-term expertise by nationals will come through the sub-awards. Most of the expatriate consultants will be provided by BlueLaw; one assignment related to CSO capacity-building may be provided by Partners for Democratic Change.

Summary of Expected Results. This component, by virtue of its funding level, the range of its activities, and the depth of expertise on the team, has an opportunity to help Burundi take a significant step forward in recognizing and dealing with the sensitive subject of torture. If we are successful, Burundian attitudes toward torture will change. Specifically, our team will be responsible for achieving the following results:

- 125 victims of torture will receive legal services
- Two organizations will enhance their management skills

- A consortium of CSOs will improve their advocacy efforts and involve stakeholders in these efforts
- Five organizations will promote advocacy against torture on the International Day in Support of VOT
- 25 members of victims associations will go on study tours

C4. Organization of the Work

In this section, we first present an overview of this component for the year. We then proceed, task by task, to describe how the work will be implemented.

Victims of Torture Component: Overview of the Year		
Month	Task	Principal Activity
December	All 5.3.5 5.3.1-5.3.3	Develop database of organizations likely to participate in VOT tasks. Request expressions of interest for trips to Congo and Cambodia. Develop TOR for international consultant(s) to assist with further design of 5.3.1, 5.3.2, and 5.3.3 activities.
January	5.3.1 5.3.2 5.3.1, 5.3.2 5.3.3 5.3.1, 5.3.2 5.3.5	Survey existing services to victims of torture outside of Bujumbura, identify greatest needs. Assess potential service providers' capacity and need for managerial skills. Design approach to selecting service providers and those needing additional managerial skills. Conduct assessment and roundtable of CSOs involved in policy reform, determine barriers to policy reform. Establish sub-award procedures and prepare RFPs or application documents. Submit list of proposed 25 trip participants to USAID.
February	5.3.1, 5.3.2 5.3.3 5.3.5 5.3.5	Issue RFPs or RFAs for 5.3.1 and 5.3.2 subawards. Plan program of technical assistance to help CSOs involved in advocacy for policy reform. Prepare for trip to Congo for 18 participants, prepare pre-trip briefing materials. Develop purchase order with study tour host organizations to develop training modules, as necessary.
March	5.3.5 5.3.3 5.3.4	Carry out Congo trip, hold press briefing. Begin technical assistance to help CSOs involved in advocacy for policy reform. Begin design of VOT Day activities.
April	5.3.5 5.3.1, 5.3.2	Prepare for Cambodia trip for 7 participants, prepare pre-trip briefing materials. Issue 5.3.1 and 5.3.2 sub-awards, begin providing assistance
May	5.3.5 5.3.3	Carry out Cambodia trip, hold press briefing. Finalize agreements with associations receiving financial support for VOT Day.
June	5.3.4	Carry out activities for VOT Day.

Task 5.3.1: Implement a sub-award program to provide legal services or healing opportunities to at least 125 victims of torture. The first step in this task will be to survey the legal and healing services currently being provided to victims of torture, mainly outside of Bujumbura, with particular emphasis on areas where USAID is supporting agribusiness and health projects (Kayanza, Muyinga, Muramvya, Cibitoke, and Ngozi). We may also work in Kirundo. An international consultant from BlueLaw will come to Burundi to help with this task as well as others. Working with the team's VOT component leader, s/he will talk with existing service providers and other groups able to estimate specific needs of victims. After completing their assessment, they will select up to five target areas where the project will issue RFPs; they will also provide scopes of work describing the sorts of legal and healing services to be provided to the 125 victims. During this same period, the training, reporting, administration, and grants manager will be working with the component leader to develop the procedures for sub-awards and to formulate these procedures in a sub-awards manual. Once the RFPs are issued, it is expected that the sub-awards will be made approximately two months later. Services will be provided to the 125 victims over the course of about five months. The component leader will monitor provision of services, drawing on the

intermittent assistance of specialized national consultants if needed. In sum, timing of activities in this task is as follows:

- Identify providers potentially capable of providing services outside Bujumbura. (December)
- Develop TOR for international consultant to assist in starting up the work. (December)
- Obtain approval for international consultant. (Early January)
- Select target areas for service provision and define scopes of work to be used in RFPs. (January)
- Establish sub-award procedures and prepare RFPs. (January)
- Issue RFPs. (February)
- Make sub-awards and begin providing assistance. (April)
- Finish providing assistance. (September)

Task 5.3.2: Provide managerial skills through a sub-award to civil society organizations working with victims of torture to expand the availability of legal recourses, as well as healing opportunities.

This task is designed to boost the managerial capacity of at least two organizations to provide the sorts of services required in Task 5.3.1. The first step will be to assess the capacity of potential service providers to provide the needed services. The component leader and international consultant will carry out this assessment as part of the assessment for Task 5.3.1. Once the potential service providers' managerial capacity is understood, the component leader and consultant will design a mechanism to provide the managerial skills through a sub-award to a service provider. Depending on the needs, the sub-award could be for a short period or until the end of the project year. The sequencing of activities, therefore, is as follows:

- Develop TOR and obtain approval for international consultant (same consultant as 5.3.1). (December-January)
- Assess managerial capacity of service providers. (January)
- Design mechanism to provide managerial skills (January)
- Issue RFP or RFA for sub-award. (February)
- Issue sub-award. (April)
- Provide managerial skills. (April-September, as needed)

Task 5.3.3. Provide technical assistance to civil society organizations to enable them to engage in processes of consulting primary stakeholders when it comes to advocating for reforms that eradicate torture in Burundi.

After completion of the assessment for Tasks 5.3.1 and 5.3.2, the team will begin work on this task, which is focused on advocacy. An international consultant from BlueLaw (the same as for the previous tasks or if available, an advocacy specialist) will work with the component leader and the team's communications specialist to identify the various groups working for reform related to torture, investigate the main barriers to reform, and look into how primary stakeholders (both the community and individual victims) are engaged in the advocacy process. They will organize a roundtable to discuss these topics and help the group begin to identify a reform agenda. After the roundtable (with the international consultant possibly working from home), they will define a plan to provide technical assistance to this group to help them form a consortium, solidify their reform agenda, identify how they will engage primary stakeholders in this agenda, and pursue it through the end of project year 2. One key part of the plan will involve providing technical assistance to help the CSOs advocate against torture on the International Day in Support of Victims of Torture (Task 5.3.4). The technical assistance will draw on various resources, including consultants provided by BlueLaw or SUNY and additional field team resources, specifically the communications advisor, who will help the CSOs learn to use various communications tools such as radio programs to pursue their advocacy agenda. To sum up, the activities under this task are as follows:

- Develop TOR for international consultant (the same consultant as 5.3.1 and 5.3.2 or different). (December)
- Obtain approval for consultant. (January)
- Conduct assessment and roundtable of CSOs involved in advocating for policy reform (January)
- Define a plan to provide technical assistance to help consortium solidify and advance its agenda. (February)
- Carry out the plan. (March-August)

Task 5.3.4. Provide organizational and financial support to victim-led associations through roundtables and media programs to promote advocacy against torture on the International Day in Support of Victims of Torture. The communications advisor will take primary responsibility for this task, which will be closely linked with Task 5.3.3. He will work in close collaboration with the component leader and an international or national consultant specialized in human rights advocacy. The first step will be to select five victim-led associations who will receive organizational and financial support to carry out advocacy activities such as roundtables or media programs on June 26. We anticipate selecting one organization in Bujumbura and four provincially-based associations so that the project will be able to support activities in a variety of locations on that day. We plan to assist associations in provinces such as Kayanza, Muyinga, Kirundo, Muramvya, Cibitoke, and Ngozi. This will become more defined as we finalize our database of victims associations. The team will decide on a plan to select these organizations after we have conducted the assessment under Task 5.3.3. One possibility would be to organize a competition whereby interested organizations present concept papers on the advocacy activities they would like to undertake on June 26. Once the associations are selected, the work will be to help them prepare the roundtable, media event, or other appropriate program. Our communications advisor will be available to help groups proposing new ideas, for example, a group that would like to develop a video of torture victims (perhaps with their identities disguised) giving testimony about their experiences. In sum, the activities under this task are as follows:

- Select five associations to receive organizational and financial support for VOT Day activities. (March)
- Assist the associations in preparations for the day. (April-May)
- Finalize agreements with associations receiving financial support. (May)
- Carry out roundtables and media programs to advocate against torture. (June 26)

Task 5.3.5. Provide funding for the participation of at least 25 members of victims associations to international study tours on victims of torture issues. The main objective of study tours is to help enhance the capacity of their organizations to heighten awareness of torture-related issues at the community level. This task will involve organization of two study tours organized by BlueLaw with assistance from the field team and oversight (especially with regard to compliance) by Chemonics' International Training Department. BlueLaw will carry out much of the planning from Washington and will send a technical specialist to both study tour locations to serve as leader of the on-site program.

Specific dates for each tour will depend, in part, on the preferences of host organizations. These organizations, to be selected by BlueLaw, could include Center for Victims of Torture in the Congo, the Transcultural Psychosocial Organization in Cambodia, or the Cambodian League for the Promotion and Defense of Human Rights. The field team will organize small purchase orders with host organizations as necessary, for example, for the hosts to organize training modules about various aspects of their programs so that the participants will receive information in a well organized fashion.

Regardless of the dates that are eventually chosen, the first step in organizing the study tours will involve developing criteria for selection of participants, publicizing the opportunity, and requesting expressions of

interest from eligible members of victims associations. This work will be the responsibility of the component leader working in close association with BlueLaw specialists working from Washington. The component leader and BlueLaw will review the expressions of interest (tentatively when the BlueLaw specialist is in country for Tasks 5.3.1-5.3.3) and propose a list of 25 participants to USAID, including approximately 18 for the Democratic Republic of Congo and 7 for Cambodia. Once the dates are set, BlueLaw will begin preparations such as developing the in-country program, identifying hotel accommodations, securing international and local transport, and organizing for insurance. The field office will help participants obtain passports, visas, and medical exams. To sum up, the activities under this task are as follows:

- Publicize the study tour opportunity program and request expressions of interest. (December)
- Submit list of proposed participants to USAID. (January)
- Prepare trip to the Congo. (February)
- Develop agreement with host organizations as necessary to develop training modules. (February)
- Carry out Congo trip. (March, subject to confirmation)
- Organize press briefing upon return. (March)
- Prepare for Cambodia trip. (April)
- Carry out Cambodia trip. (May, subject to confirmation)
- Organize press briefing. (May)

D. Elections and Political Processes

D1. Historical Overview of Electoral Issues in Burundi

The 2005 elections took place 12 years after those of 1993, following a long civil war with disastrous consequences. The 2005 elections were legislative, communal, and local, after which the president was chosen by the newly elected parliament.

The new constitution, passed by referendum earlier in the year, guaranteed the right to vote in Article 86 and stipulated in elections were to be “free, transparent, and regular” in Article 87. After promulgating the Constitution, the government set up the electoral code, thus permitting the creation of an electoral commission, *la Commission Electorale Nationale Indépendante*, as called for in the Constitution in Article 89.

Even though the 2005 elections were considered successful, not everything was done properly. Observers reported accusations of cheating, intimidation, and manipulation, and found that sanctions required by the law were not taken. In some polling places, voters complained that the secrecy of their votes was not respected. In other circumstances, complaints were lodged but not appropriately handled. Observers reported that some violations of the electoral code were not treated with neutrality by members of the electoral commission.

Some lack of transparency came from the fact that the commission lacked human, material, and financial resources. The five members were too few for the huge workload. The commission’s decisions, as stated in the constitution, were not subject to appeal, which seemed contradictory with other laws. International observers said there was a lack of clarity as to the nature of sanctions that the electoral commission could impose.

Despite these imperfections, Burundi has legitimate institutions that are beginning to prepare for elections in 2010. During a meeting in June 2008 of the Commission for Consolidation of the Peace, the Swedish representative to the United Nations recommended to the Burundian authorities that a legal framework reflecting the current situation be presented to the National Assembly in December 2008.

D2. Understanding of the Work to be Accomplished

As required in Amendment 2 to the Change Order, this component will involve the tasks and expected results below:

Elections and Political Processes	
Task	Expected Result
5.4.1. Work with Government of Burundi justice officials, parliamentarians, private-sector actors, and civil society to draft a legal framework (electoral law, penal law, civil society law) to foster election integrity by creating safeguards along with effective enforcement measures including, but not limited to: a clear definition of a type of offences; the opportunity to make a complaint; a decision to investigate; a decision to initiate proceedings (to determine facts and obtain evidence); prosecution and judiciary proceedings (that make offenders accountable for their actions and that provide for a ruling and the opportunity to appeal; and penalties and sanctions for those found guilty).	1. A legal framework is drafted that fosters election integrity by creating safeguards along with effective enforcement measures.
5.4.2. Conduct a sector roundtable for Government of Burundi ministries, civil society, and the media to learn about and work on the democratic, consultative process and monitoring and reporting to the public to improve transparency in the electoral process and prevent fraud.	2. A sector roundtable of 60 participants is held with government ministries, civil society and the media to learn about and work on the democratic, concertative process and monitoring and reporting to the public to improve transparency in the electoral process and prevent fraud.
5.4.3. Assess current policies, statutes, regulations, and/or laws (if any) to ascertain whether disenfranchised groups are specifically included or excluded in the electoral and voting process and to make recommendations to reform and/or develop appropriate policies, statutes, regulations, and/or laws in preparation for the 2010 elections. Disenfranchised groups include, but are not limited to, women, ethnic and religious minorities, the disabled and infirm, and the internally displaced.	3. An assessment of policies, statutes, regulations, and/or laws for the inclusion of disenfranchised groups in the electoral process is completed and recommendations to reform and/or develop appropriate policies, statutes, regulations, and/or laws are drafted.

The project's work on electoral matters will be timely and will help put the country on a better footing for the 2010 elections.

D3. General Approach to the Work

Using the same approach that was successful in Year 1, the team will gather stakeholders, hear their views, offer analysis, facilitate discussion, and gradually help consolidate a consensus on the types of reform needed to increase transparency, integrity, and inclusiveness in the electoral process.

Task 5.4.1. Develop a legal framework to foster election integrity by creating safeguards, along with effective enforcement measures. For there to be transparency and integrity in the 2010 elections, there needs to be a legal framework based on a consensus among all actors. Creating this framework will involve working in collaboration with the ministries involved on organizing the elections, parliamentarians, representatives of civil society, the private sector, and the media. This framework will emerge gradually as the result of analysis and discussion.

Initial investigations will focus on the electoral and penal code, examining whether these codes adequately provide for transparency before and after elections. Once the analysis of these codes is complete, we will examine the related laws, such as the laws on political parties, the media, and civil society, as well as related regulations (*décrets d'application*) to determine how shortcomings, irregularities, cases of fraud, and other past instances of transparency can be avoided or punished in the future.

Once analysis of the existing situation is complete, the team will share with targeted stakeholders the findings and examples of international standards that might serve Burundi, including examples of monitoring mechanisms and ways to safeguard transparency and integrity. We will recommend steps to improve the legal framework, for example, to show clearly the types of infractions that will be sanctioned and the processes that will be followed in considering election-related complaints so all citizens know the deadlines for filing complaints and procedures for appeal. In developing these recommendations, the consultant will also take into account input from the round table under Task 5.4.2 below.

Task 5.4.2 Conduct a roundtable on improving transparency in the electoral process and preventing fraud.

The roundtable on electoral transparency and fraud prevention will give participants a chance to develop a better understanding of the electoral process and its shortcomings, as well as the possible solutions to any problems. Specifically, we will organize a roundtable to help government officials, representatives of political parties, CSOs, and the media become familiar with international election norms, the legal texts on elections in Burundi, techniques for supervision of elections, frequently observed legal and judicial standards for elections and for dealing with fraud, and techniques for reporting on elections. These discussions will be focused on the ways to improve the current legal system, through a new legal framework, better adapted to the current reality of the social and political environment.

During this roundtable, there will be time for discussion on lessons learned from previous elections in Burundi, which will serve as a springboard for discussions about strategies to increase integrity and transparency. A probable topic, for example, will be the electoral commission (*Commission Electorale Nationale Indépendante*), which is given the responsibility in Article 91 of the constitution for guaranteeing electoral integrity, as well as punishing offenders. As stated earlier, however, the commission's procedures are obscure. Participants will be invited to discuss these problems and propose ways and means of preventing them. At the end of the roundtable, we will produce a list of the group's recommendations, which will be considered as the team works on the legal framework for electoral integrity.

Task 5.4.3 Assess how policies and legal texts affect inclusion of disenfranchised groups. Make recommendations to reform legal texts or develop new ones. This task will first consist of evaluating current policies, statutes, regulations, and laws to see if different groups of Burundians are at risk of being excluded during the electoral process. The task will be to examine whether current laws are consistent with the constitution, which in its preamble calls for the inclusion and protection of ethnic, cultural, and religious groups, and which in Article 22 defines the types of discrimination that are forbidden. Once the analysis is complete, we will propose strategies to foster inclusion of these groups. These strategies may be to reform current laws, develop new ones, or use the media to reduce disenfranchisement of certain groups. For example, because illiteracy is a common contributing factor in disenfranchisement, we would be prepared to recommend strategies like those in other countries for using the media to provide basic election-related literacy lessons leading up to the election.

Partners. In carrying out the elections component, we will establish a partnership with the Ministry of the Interior and Communal Development, which is in charge of managing the organization of political parties and civil society organizations; the Ministry of Good Governance; and the Ministry of Justice, including the National Legislation Service, which will be involved in review of any revised legal texts. In addition, we will collaborate with groups preparing for the 2010 elections to exchange information and avoid duplication of effort. At this time, we know that BINUB is involved with the *Cadre de dialogue* (framework of dialogue) and expects that the European Union will also be key, because it was the lead donor in the 2005 elections. We will also cooperate with human rights groups.

Anticipated Use of Short-Term Consultants. We have budgeted for three months of short-term expatriate consultants to be provided by SUNY: one month for the analysis required under Task 5.4.1, one for additional revisions of the electoral code or other documents if required, and one to present at the roundtable under Task 5.4.2. These will be public law specialists, perhaps specialists in election law. We have also budgeted two months for national consultants, a public law or public policy specialist and a jurist.

Summary of Expected Results. The Policy Reform Program will provide analysis, organize discussions, and make recommendations to improve the legal framework for the 2010 elections so that the law fosters integrity, transparency, and inclusion of marginalized groups. The responsibilities of the team will be to achieve the following results:

- A legal framework fostering election integrity
- A roundtable of 60 participants that recommends ways to improve transparency
- Recommendations to improve inclusion of disenfranchised groups

D4. Organization of the Work

In this section, we first present an overview of this component for the year. We then describe how the work will be carried out task by task.

Elections and Political Processes: Overview of the Year		
Month	Task	Principal Activity
December	5.4.1, 5.4.2 5.4.1, 5.4.2 5.4.3	Prepare TOR for international consultant in public law from SUNY. Prepare TOR for a national consultant in public law, and a national jurist. Prepare TOR for a national jurist specializing in civil rights and elections.
January	All	Submit request for approval for all consultants.
February	5.4.1 5.4.3	Examine electoral and penal code and related laws to determine whether they foster integrity (phase 1: desk study from consultant's home base) Assess how laws affect inclusion of disenfranchised groups. Recommend reforms or new laws.
March	5.4.1 5.4.2	Complete analysis of existing legal texts for election integrity (phase 2: in-country) Conduct roundtable on improving transparency in the electoral process and preventing fraud.
April	5.4.1	Draft a legal framework that fosters election integrity
May	5.4.1	Conduct roundtable to validate the proposed legal framework aimed at fostering integrity. Submit the final proposed framework to the Minister of Interior.

Task 5.4.1. Develop a legal framework to foster election integrity by creating safeguards, along with effective enforcement measures. The first step in this task will be for the field team to obtain copies of the electoral code, the penal code, and all other laws affecting election integrity. A specialist in public law (including election law) from SUNY will conduct a review of these laws while working from home. On the basis of this analysis and intermittent discussions with the field team, s/he will write an initial report on gaps, inconsistencies, and likely effectiveness of the laws. The field team will use this initial report to plan more in-depth ground analysis of the problems and an examination of enforcement measures. The international consultant will carry out the ground-truthing during a visit to Bujumbura the next month prior to and during his or her participation in the roundtable for Task 5.4.2. Ground-truthing will allow the consultant and team to hear the perspectives of the executive branch (e.g., the Ministry of Interior and the Ministry of Good Governance), parliament (especially committees charged with analyzing bills), political parties, civil society organizations interested in elections and human rights, and international organizations supporting the electoral process.

At the end of the consultant's visit, after the roundtable, s/he will submit a final report containing an analysis of the existing laws with recommendations for priority reforms. Next, working from home, the consultant will prepare a draft of the actual reforms. The consultant and team will present the draft texts for validation at the final roundtable of the year, which will be attended by members of the executive branch, parliament, civil society, and various political parties. Finally, the team will incorporate comments from this forum into the draft texts and present them for approval by the government, as appropriate. To summarize, the timing of activities under this task will be:

- Prepare TOR for international and national consultants in public law. (December)
- Obtain approval for consultants. (January)
- Carry out desk study of existing legal framework to determine whether it fosters integrity. (February)
- Ground truth findings of the desk study. Complete report on the legal framework, including recommendations on what texts need to be revised. (March)
- Draft legal framework to foster integrity. (April)
- Conduct roundtable to validate the proposed legal framework aimed at fostering integrity. (May)

Task 5.4.2 Conduct a roundtable on improving transparency in the electoral process and preventing fraud. This roundtable will provide an opportunity to raise awareness about the importance of transparency, ground-truth the findings of the initial assessment under Task 5.4.1, and get stakeholders' perspectives on priorities for strengthening the legal framework for election integrity, including mechanisms for enforcement. Findings of the study on how the legal framework affects disenfranchised groups will also be discussed and its recommendations validated. After the roundtable, the consultant working on Task 5.4.1 will use the group's recommendations in his work on the legal framework fostering election integrity and eventually make a better decision about which texts are most useful to revise, both from the point of view of election integrity and inclusion of disenfranchised groups.

Given the large number of stakeholders concerned with these topics, the project agreed with USAID on October 27 to increase the number of people attending this workshop from 60 to 100. In addition to representatives of the appropriate government ministries and parliamentary committees, the project will invite representatives of the media, civil society and political parties. It will probably be most efficient for civil society representatives to be drawn from associations that are members of COSOME (*Coalition de la Société Civile pour le Monitoring des Elections*). Given that there are more than 39 political parties, the project will need to establish criteria for how many representatives may attend from each party. One possibility is that parties represented in the national assembly be allowed three representatives while other parties be allowed one representative. To conclude, the principal steps associated with this task are as follows:

- Prepare the TOR for consultants in public law (same as in Task 5.4.1). (December)
- Obtain approval for consultants. (January)
- Select attendees for roundtable. (February)
- Conduct roundtable on improving transparency in the electoral process and preventing fraud (March).
- Select list of priority reforms to strengthen legal framework for elections. (March)

Task 5.4.3 Assess how policies and legal texts affect inclusion of disenfranchised groups. Make recommendations to reform legal texts or develop new ones. This work, to be carried out by a local jurist with a background in civil rights and election law, will first involve reviewing laws and related texts concerning elections to see if there are clauses that could lead to disenfranchisement of certain groups. In addition, the consultant will talk with various civil society organizations to hear what groups they

consider likely to be marginalized and will interview representatives of these groups to hear their concerns. He will produce a report on the possibilities for disenfranchisement and recommendations on how to revise the legal framework for elections so as to minimize disenfranchisement. The project will present the key findings of this report at the national roundtable on electoral transparency and recommendations from that group will be included in a final version of that report. The report will be made available to the consultant working on Task 5.4.1 on the legal framework. To sum up, the activities involved in this task are:

- Prepare TOR for national jurist specializing in civil rights and election law. (December)
- Obtain approval for consultant. (January)
- Assess electoral law's effectiveness in preventing disenfranchisement of certain groups. Recommend revisions. (February)
- Present findings at roundtable on improving electoral transparency and preventing fraud. (March)
- Incorporate roundtable recommendations into the report. (April)

SECTION II

Management Plan

Based on lessons learned in the first year of project implementation and an evaluation of the Year 2 scope of work, this section provides details of how we will successfully manage the Burundi Policy Reform Program. We have identified potential challenges in Year 2, and designed management and staffing of the team to address these issues.

A. Management Challenges in Year 2

Based on our reading of the Year 2 scope of work and our experience during Year 1, meeting the following management challenges will be key to successful implementation of Year 2 tasks:

- Adapt quickly to new program areas
- Streamline the administrative work
- Take on significant international training responsibilities
- Create procedures and systems for management of sub-awards
- Establish new roles for the subcontractors to fit the new scope of work

The rest of this section describes how we plan to meet these challenges and start up initial activities.

B. Team Organization

To meet our management challenges and achieve Year 2 results, we have made the following organizational changes:

- Assigned a technical lead to each new component.
- Assigned a communications advisor to provide cross cutting communications support and to be in charge of the two advocacy tasks under Component 3.
- Added an expatriate training, reporting, administration and grants manager to ensure study tours are organized in accordance with USAID regulations, to manage the subaward program, and to support the chief of party in USAID reporting and compliance

Technical team leads. Current project technical staff members have skills that are well adapted for implementation of the Burundi Policy Reform Year 2 scope of work. Year 2 technical areas will be coordinated as follows:

- Elections and Anti-corruption: Chief of Party Jean Lavoie
- Water Policy: Albert Mbonerane
- Victims of Torture: Gaudence Kabuyenge
- Women in Development/Leadership: Juliette Kavabuha
- Communications and Advocacy: Gerard Nzohabona

Training, reporting, and subaward management. Karen Ottoni will serve as training, reporting, administration, and grants manager, a new position with the following administrative and management responsibilities:

- Management of international study tours and training events to assure compliance with USAID and Chemonics regulations and policies
- Oversee preparation of quarterly and annual reports and be responsible for quality control of selected technical reports
- Support the chief of party and office manager in developing administrative and financial procedures to ensure compliance with USAID regulations and Chemonics policy
- Develop procedures for issuing sub-awards and manage issuance and implementation of these awards.

Professional administrative staff. We will maintain our current professional administrative staff, which includes a monitoring and evaluation specialist, office manager, and accountant. The chart on the next page illustrates how the project will organize staff to accomplish Year 2 objectives.

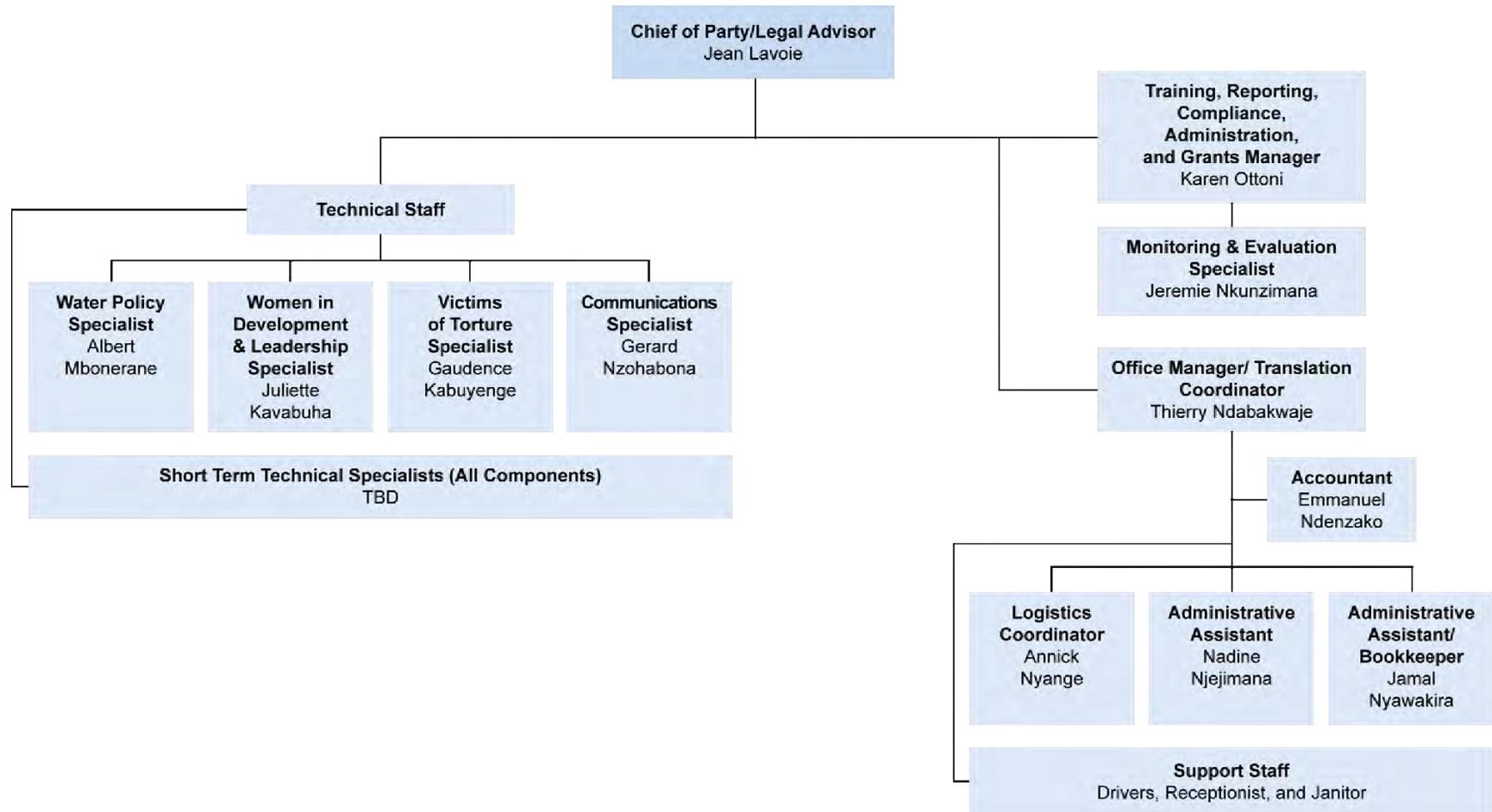
C. Subcontractor Roles

Each of our subcontractors has specialized expertise, staff, and enthusiasm. We will draw on expertise from BlueLaw for work with victims of torture, because the firm has expertise dealing with complicated political and personal issues such as torture, war crimes, and human rights violations. We will use International Resources Group (IRG) in the water component. IRG has expertise in water policy reform and implementing integrated water management programs. We will call on The State University of New York (SUNY) for the women in development/leadership activities. SUNY has expertise providing training to members of parliament, which will be useful in the work with female parliamentarians, ministers, and lawyers. Partners for Democratic Change has experience developing innovative training programs that will be relevant in the development of capacity-building training for women and victims of torture.

D. Initial Activities

The month of October was spent in revising Chemonics' proposal in response to the change order, preparing the annual report, and preparing this work plan. In November, we will prepare the M&E plan, due November 30 and begin preparing terms of reference for Year 2 consultancies. We have received advance approval to carry out the first Women's Leadership activity in December and are ready to begin other Year 2 activities scheduled for December as soon as work plan approval is received.

ORGANIZATION CHART



ANNEX A: TABLES

Work plan calendar Year 2 table 1

Month	Task	Principal Activity
December	WATER	
	5.1	Draft TOR for the institutional framework (two national consultants) and sectoral studies (one international, two national consultants).
	WOMEN	
	5.2	Assess target groups' needs, interests, and level of knowledge.
	5.2.3	Conduct training 1 in anti-corruption, conflict for target subgroup: legislators and lawyers.
	5.2.1	Select international conferences and request expressions of interest from potential attendees.
	VOT	
	5.3	Develop database of organizations likely to participate in VOT tasks.
	5.3.5	Request expressions of interest for trips to Congo and Cambodia.
	5.3.1-5.3.3	Develop TOR for international consultant(s) to assist with further design of 5.3.1, 5.3.2, and 5.3.3 activities.
ELECTIONS		
5.4.1, 5.4.2	Prepare TOR for international consultant in public law from SUNY.	
5.4.1, 5.4.2	Prepare TOR for a national consultant in public law, and a national jurist.	
5.4.3	Prepare TOR for a national jurist specializing in civil rights and elections.	
January	WATER	
	5.1	Obtain approval of all five consultants.
	WOMEN	
	5.2.1	Propose 18 candidates to USAID for approval.
	VOT	
	5.3.1	Survey existing services to victims of torture outside of Bujumbura, identify greatest needs.
	5.3.2	Assess potential service providers' capacity and need for managerial skills.
	5.3.1, 5.3.2	Design approach to selecting service providers and those needing additional managerial skills.
	5.3.3	Conduct assessment and roundtable of CSOs involved in policy reform, determine barriers to policy reform.
	5.3.1, 5.3.2	Establish sub-award procedures and prepare RFPs or application documents.
5.3.5	Submit list of proposed 25 trip participants to USAID.	

Month	Task	Principal Activity
February	ELECTIONS	5.4 Submit request for approval for all consultants.
	WATER	5.1.1a Undertake assessment to examine institutional framework.
	WOMEN	5.2.1 Prepare for conference attendance, organize planning meeting for the 18 participants.
	VOT	5.3.1, 5.3.2 Issue RFPs or RFAs for 5.3.1 and 5.3.2 subawards. 5.3.3 Plan program of technical assistance to help CSOs involved in advocacy for policy reform. 5.3.5 Prepare for trip to Congo for 18 participants, prepare pre-trip briefing materials. 5.3.5 Develop purchase order with study tour host organizations to develop training modules, as necessary.
	ELECTIONS	5.4.1 Examine electoral and penal code and related laws to determine whether they foster integrity (phase 1: desk study from consultant's home base) 5.4.3 Assess how laws affect inclusion of disenfranchised groups. Recommend reforms or new laws.
	WATER	5.1.1b Carry out sectoral studies. 5.1.3 Organize 1 community consultation during the studies, including on March 22, International Day of Water.
	WOMEN	5.2.3 Conduct trainings 2, 3, and 4 in anti-corruption and conflict.
	VOT	5.3.5 Carry out Congo trip, hold press briefing. 5.3.3 Begin technical assistance to help CSOs involved in advocacy for policy reform. 5.3.4 Begin design of VOT Day activities.
	ELECTIONS	5.4.1 Complete analysis of existing legal texts for election integrity (phase 2: in-country) 5.4.2 Conduct roundtable on improving transparency in the electoral process and preventing fraud.
	April	WATER

Month	Task	Principal Activity
	WOMEN	5.1.2 Conduct 1st regional workshop to pre-validate sectoral policies on April 22, Earth Day.
	VOT	5.2.1 Travel to conference 1 (subject to confirmation).
		5.2.1 Conduct press briefings after conference.
	ELECTIONS	5.3.5 Prepare for Cambodia trip for 7 participants, prepare pre-trip briefing materials.
5.3.1, 5.3.2 Issue 5.3.1 and 5.3.2 sub-awards, begin providing assistance		
	5.4.1 Draft a legal framework that fosters election integrity	
May	WATER	5.1.3 Conduct 1 community consultation workshop
	WOMEN	5.1.2 Conduct 1 additional regional workshop to pre-validate sectoral policies.
		5.2.2 Conduct training 1 for members of women-led grassroots organizations.
	VOT	5.3.5 Carry out Cambodia trip, hold press briefing.
		5.3.3 Finalize agreements with associations receiving financial support for VOT Day.
ELECTIONS	5.4.1 Conduct roundtable to validate the proposed legal framework aimed at fostering integrity. Submit the final proposed framework to the Minister of Interior.	
June	WATER	5.1.2 Conduct 1st national workshop to validate policy on water and agriculture, June 5, Environment Day.
	WOMEN	5.1.3 Conduct 1 community consultation workshop on results of the national workshop.
		5.2.1 Travel to conference 2 (subject to confirmation).
	VOT	5.2.1 Conduct press briefings after conference.
5.3.4 Carry out activities for VOT Day.		
July	WATER	5.1.2 Conduct 2nd national workshop to validate policy on water and public health, July 22, Lake Tanganyika Day.

Month	Task	Principal Activity
	WOMEN	5.1.3 Conduct 1 community workshop on results of the national workshop.
		5.2.2 Conduct training 2 for members of women-led grassroots organizations.
August	WATER	5.1.2 Conduct 1 national workshop to validate legal framework for sectoral policies.
	WOMEN	5.1.3 Conduct 1 community consultation workshop on results of the national workshop.
		5.2.1 Wrap-up meeting of conference participants.
September	WATER	5.1.1a, 5.1.2 Submit draft decrees for institutional framework and legal framework to the government.

Budgets by Component table 2

COMPONENT	TASK	PRINCIPAL ACTIVITY	EXPATRIATE LOE	NATIONAL/LOCAL LOE	MATERIALS
WATER RESOURCES MANAGEMENT	5.1.1a	Submit institutional & legal frameworks to the Government	n/a	15 days water management specialist 15 days juriste	n/a
	5.1.1b	First drafts of sectoral policies	24 days 1 IRG sectoral study consultant	30 days agricultural water specialist 30 days health water specialist	
	5.1.2	Conduct regional validation workshops	5 days 1 Home Office person to support/review	40 days 2 consultants	2 regional workshops
		Conduct national workshops	16 days 1 IRG consultant	30 days 3 consultants	3 national workshops
	5.1.3	Conduct community workshops on results of national workshop	n/a	n/a	5 community workshops
Total			45 LOE days Total \$66,285	160 LOE days Total \$24,000	\$95,000
WOMEN IN LEADERSHIP AND DEVELOPMENT	5.2.1	Initial assessment of target groups' needs, interests and level of knowledge and selection of international conferences	2 days 1 SUNY consultant	n/a	n/a
		Attend an international conference	10 days 1 SUNY consultant	n/a	International conference #1
		Attend an international conference	10 days 1 SUNY consultant	n/a	International conference #2
	5.2.2	Initial assessment of target groups' needs, interests and level of knowledge	n/a	6 days 1 facilitator	n/a
		Conduct first training event	n/a	6 days 1 facilitator	Training #1
Conduct second training event		n/a	6 days 1 facilitator	Training #2	
5.2.3	Initial assessment of target groups' needs, interests and level of knowledge	10 days 1 PDC conflict resolution specialist 8 days 1 PDC anti-corruption specialist	n/a	n/a	

COMPONENT	TASK	PRINCIPAL ACTIVITY	EXPATRIATE LOE	NATIONAL/LOCAL LOE	MATERIALS
		Conduct a training in anti-corruption and conflict resolution for women legislators & lawyers	10 days 2 PDC anti-corruption and conflict resolution consultants	6 days 1 consultant	Training #1
		Conduct further trainings in anti-corruption and conflict resolution	34 days 2 PDC anti-corruption and conflict resolution consultants	20 days 2 consultants	Training #2, 3 & 4
	Total		84 LOE days Total \$53,233	44 LOE days Total \$11,000	\$152,000 (excluding media)
VICTIMS OF TORTURE	5.3.1	Provide legal services or healing opportunities to 125 victims of torture	n/a	n/a	Grants
	5.3.2	Assist 2 civil society organizations (CSOs)	n/a	n/a	2 Subcontracts
	5.3.3	Initial assessment of CSOs involved in policy reform advocacy	36 days 1 Blue Law consultant	n/a	n/a
	5.3.3 & 5.3.5	Conduct first training and prepare the Congo study tour	17days 1 Blue Law consultant for training 8 days 1 Blue Law consultant for Congo study tour preparation	3 days 1 trainer	Training #1
	5.3.3 & 5.3.5	Conduct second training and prepare the Cambodia study tour	20 days 1 Blue Law consultant for training 6 days 1 Blue Law consultant for Cambodia study tour preparation (+3 days for VOT Day preparation)	3 days 1 consultant	Training #2
	5.3.4	Carry out VOT Day Conduct 4 regional workshops Conduct 1 Bujumbura workshop Conduct 1 pre-VOT Day training	n/a	100 days local consultants	4 regional workshops 1 Bujumbura workshop 1 pre-VOT Day training
	5.3.5	Carry out 2 study tours	21 days 1 Blue Law specialist for the Congo tour	n/a	Congo study tour

COMPONENT	TASK	PRINCIPAL ACTIVITY	EXPATRIATE LOE	NATIONAL/LOCAL LOE	MATERIALS
		n/a	24 days 1 Blue Law specialist for the Cambodia tour	n/a	Cambodia study tour US-based Center for Victims of Torture or other host institution
		n/a	n/a	n/a	
	Total		135 LOE days Total \$168,885	106 LOE days Total \$15,900	\$484,000
ELECTIONS & POLITICAL PROCESSES	5.4.1	Analysis of electoral code provisions	15 days 1 SUNY public law specialist with no trip 5 days 1 SUNY public law specialist with no trip 17 days 1 SUNY public law specialist trip #2	18 days 1 specialist in public law 6 days 1 specialist in public law (same person as above)	n/a Validation roundtable
	5.4.2	Conduct roundtable to improve transparency and prevent fraud	22 days 1 SUNY public law specialist with trip	6 days 1 specialist in public law (same person as above)	Roundtable
	5.4.3	Assess how current laws affect the inclusion of disenfranchised groups and present reforms/new laws recommendations in the roundtable to improve electoral transparency and fraud prevention	n/a	10 days 1 specialized jurist in civil rights	n/a
	Total		59 LOE days Total \$86,907	40 LOE days Total \$6,000	\$27,000