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WORK PLAN PROPOSAL FOR THE PERIOD BETWEEN JULY 2004 AND JUNE 2005  
OF THE OAS SPECIAL MISSION FOR STRENGTHENING DEMOCRACY IN HAITI

This document is being distributed to the permanent missions and  
will be presented to the Permanent Council of the Organization.

## EXPLANATORY NOTE

This document is presented by the General Secretariat to assist members of the Permanent Council in reviewing the mandates of the OAS Special Mission for Strengthening Democracy in Haiti, as called for in operative paragraph 9 of AG/RES. 2058 (XXXIV-O/04). In keeping with paragraph 8 of said resolution, this Work Plan Proposal was attached to a letter sent to Foreign Ministers of Member States and Permanent Observers requesting support for the work of the Special Mission.

**ORGANISATION DES ÉTATS AMÉRICAINS  
ORGANIZAÇÃO DOS ESTADOS AMERICANOS  
ORGANIZACIÓN DE LOS ESTADOS AMERICANOS  
ORGANIZATION OF AMERICAN STATES**

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**SPECIAL MISSION OF THE ORGANIZATION OF  
AMERICAN STATES FOR STRENGTHENING DEMOCRACY  
IN HAITI**

**WORK PLAN PROPOSAL  
FOR THE PERIOD BETWEEN  
JULY 2004 AND JUNE 2005**

**Port-au-Prince, 22 June 2004**

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## **Special Mission of the Organization of American States for Strengthening Democracy in Haiti Work Plan Proposal for the period July 2004 - June 2005**

### **I. BACKGROUND**

1. Since its deployment in 2002, the Special Mission of the Organization of American States for Strengthening Democracy in Haiti (Special Mission) has been acting under the authority of Permanent Council Resolution CP/RES. 806, with a mandate to contribute to the resolution of the then existing political crisis by, *inter alia*, “helping the Government of Haiti in the development and strengthening of its democratic processes and institutions.” In September 2002, the Special Mission’s mandate was reaffirmed and expanded through Resolution CP/RES. 822. However, the political situation in Haiti has changed dramatically due to the resignation and abrupt departure of former President Jean-Bertrand Aristide and the establishment of a transitional government on 29 February 2004. These events prompted the deployment of a United Nations-sanctioned Multinational Interim Force (MIF), which on 1 June transferred authority to the United Nations Stabilization Mission in Haiti (MINUSTAH).

2. The UN Security Council endowed MINUSTAH with a robust mandate which encompasses an important capacity for strengthening the Haitian National Police (HNP). In light of this development, the Special Mission has proceeded to downsize its Security Pillar, tasked with activities related to the professionalization of the HNP similar to those to be carried-out by MINUSTAH. The downsizing, from 25 to six staff members, will be completed by the end of June 2004 as part of the restructuring of the Special Mission in the new context.

3. Given its overall experience and significant knowledge of the situation in Haiti, the Special Mission is well poised to continue contributing to the strengthening of the democratic process in Haiti. The transitional government, members of the international community, political parties and civil society groups has expressed the need for continuing support from the OAS. Addressing the Permanent Council on 6 May 2004, the Prime Minister of the transitional government expressed the hope that the organization would assist in “strengthening and developing electoral institutions and processes.” Furthermore, UN Security Council Resolution 1542, which established the mandate of MINUSTAH, requested that the latter “cooperate and coordinate with the OAS and CARICOM.”

4. On 13 May 2004 the Secretary General presented to the Permanent Council a report on OAS activities in Haiti, including recommendations for future work. The Secretary General stated:

*The OAS is in a position to provide expertise and technical assistance, not only to the preparation and holding of elections, but also towards the consolidation of the democratic process [...including] the strengthening of the rule of law and improving the level of respect for human rights. [The organization will] aim to increase the overall participation leading to elections, to facilitate modernization of the electoral system, to strengthen Haitian institutions relevant to the electoral process and to promote dialogue and consensus-building ... Among other possible areas of work, a key set of tasks should be to maintain close contacts with political parties, organize relevant training, help finance activities and provide technical advice as requested.*

5. On 8 June the General Assembly adopted Resolution AG/RES. 2058, reaffirming support for the work of the Special Mission in the “revitalization of democratic institutions in the areas of security, justice, human rights and democratic governance.” The Resolution requests the Special Mission – in accordance with Articles 23 and 24 of the Inter-American Democratic Charter – to “assist the Provisional Electoral Council in preparing, organizing and overseeing the elections and the proclamation of results, in cooperation with MINUSTAH.”

6. Resolution AG/RES. 2058 resolves to “instruct the Permanent Council to review the mandates of the OAS Special Mission in light of the present circumstances;” it also provides initial guidance regarding the areas that the General Assembly deemed appropriate for the future role of the OAS. These areas are, in fact, compatible with several aspects of the mandates provided by CP Resolutions 806 and 822, and provide a well-defined framework for continuation of activities in the immediate future.

7. As a follow-up to the request made by the Prime Minister of the transitional government (see para. 3) the Assistant Secretary General designated a three-member OAS electoral assessment mission to Haiti, which conducted a visit from 9-16 June. Special Mission staff briefed and accompanied the mission throughout the visit which included meetings with members of the Provisional Electoral Council (CEP) and the UN electoral assessment mission (conducted during the same period). As regards future OAS activities on elections, a separate proposal will be presented by the OAS electoral assessment mission.

8. In light of the above-mentioned considerations, and pursuant to AG/RES. 2058, the Special Mission presents for consideration this work plan/resource document, which could serve as a basis for its mandate over the next 12 months, covering the following six areas:

- Strengthening of Political Parties;
- Governance, with a special focus on decentralization;
- Justice/rule of law, through the strengthening of State institutions;
- Electoral process (through a small team of legal advisors);
- Human rights, concentrating on institution building; and
- Professionalization of the Haitian National Police (through a small advisory team).

## **II. PROPOSED STRUCTURE AND WORK PLAN**

9. Under the overall direction of the Special Representative of the Secretary General and Head of Mission (SRSG/HOM), the Special Mission will be comprised of three main pillars – Political affairs; Governance, justice and institution-strengthening and Human rights and security – a Public Information Office and an Administrative Support Office. Decisions regarding the establishment of Regional Offices – including the continuing functioning of the Cap Haïtien office which will operate with only one international staff once the downsizing of the Security Pillar is completed – will depend on availability of funds. The following work plan proposal covers a 12-month period, with the exception of: HNP-related projects, scheduled for shorter periods (see paras.16 and 18); and a project to establish a team of legal advisors for elections related activities, foreseen for an 18-month period (see para. 30).

### **A. Office of the SRSG/HOM**

10. In order to assist the SRSG/HOM in his role as the overall authority over the OAS work and activities in the country, his office will comprise the following staff:

i\ Chief of Staff, who will ensure implementation of the SRSG's decisions and guidelines by the Special Mission's Pillars and offices, manage different aspects of the SRSG's front office as required and prepare situation and special reports for the SRSG and OASHQ.

ii\ Chief of Security, who will have overall responsibility for the protection and safety of Special Mission staff and for providing strategic and executive direction on all substantive and operational issues related to security. In carrying out his duties, the Chief of Security will liaise with MINUSTAH, other members of the international community and government officials.

iii\ Executive Assistant, tasked with coordinating administrative support services, determining work priorities regarding administrative matters, periodically reviewing the efficiency of administrative procedures and making timely proposals.

iv\ National Legal Advisor; and

v\ Executive Secretary (locally-recruited).

### **B. Office of the Deputy Head of Mission (DHOM) - Human Rights and Security Pillar**

11. In addition to carrying out the intrinsic duties of this post – assisting the SRSG with effective management of the Special Mission, fulfilling responsibilities of SRSG/HOM in his absence and other tasks – the DHOM will also serve as Director of the Human Rights and Security Pillar.

#### **i. Human Rights**

12. The DHOM will be responsible for planning and implementing all Special Mission's activities and projects related to strengthening the capacity of local human rights NGOs – including women organizations, vulnerable groups and those working in the field of conflict resolution – and State-institutions such as the Office of the Ombudsman. The promotion and protection of human rights, including advocacy activities, will also be an integral part of the work of the Pillar. Bearing in mind the fact that respect for human rights needs to be a cross-cutting issue in all aspects of the Special Mission's work and activities, the Human Rights Director will work in close collaboration with other Pillars and Offices in order to ensure mainstreaming of human rights principles, mechanisms and instruments, particularly those provided for by the Inter-American System.

13. As part of the planning process for future activities within this Pillar, Special Mission staff conducted extensive meetings with leaders of the main human rights NGOs in Haiti, including those working on gender issues. They all welcomed the proposal for a proactive Special Mission approach aimed at strengthening their capacity to implement their work program.

14. The following are some examples of the activities to be conducted (with an estimated cost of US \$300,000):

- Strengthening State-institutions (including HNP) and NGOs capacity to provide human rights and conflict resolution training aimed at several target groups (State agents, government officials, civil society, journalists, vulnerable groups, etc.);
- Strengthening the capacities of human rights institutions on report-writing and data analysis;
- Facilitating the creation or strengthening of existing NGO training programs on human rights investigations, including proper reception and follow-up of complaints;
- Providing technical and financial support for the creation and/or development of human rights documentation centers, libraries of universities and institutions of higher learning;
- Providing technical and material assistance, as required, to human rights institutions;
- Further developing a previous OAS-OPC project, started in 2002, on public awareness regarding OPC outreach programs (such development has been requested by the OPC);
- Reinforcing regular working contacts with the Inter-American Commission on Human Rights (IACHR) and its Special Rapporteurs, especially those with a mandate on Freedom of Expression and the Rights of Women. Special Mission support will include substantive and logistical assistance to IACHR missions to Haiti, as well as assistance in training programs and promotion activities;
- Strengthen the capacity of national human rights institutions to establish working contacts with the Inter-American System for the protection of human rights, in particular the presentation of petitions.

15. In order to ensure the implementation of such activities, the Pillar will require at least four international staff (in addition to the DHOM) and relevant administrative support.

## **ii. Security**

16. The Security Pillar will downsize to become a team of six police advisors who will report directly to the DHOM. Five of them will accompany and support the HNP as part of a six-month vetting project – to be launched immediately and to be run jointly by the OAS and the US State Department – tasked with the screening of new recruits, existing police officers and former military who wish to be considered for the police force. The project, to be financed through a US financial contribution to the Special Mission, has an estimated implementation cost of US \$414,500.

17. Also under the DHOM, a sixth member of the Security Pillar will be appointed as Senior Security Advisor to act as the Special Mission's liaison with the Haitian National Police serving also as technical advisor to the General Director of the HNP.

18. The Security Pillar will implement a project to repair the main HNP station in the Department of the South-East (Jacmel). This will be funded through a contribution from the Canadian government. The project will last approximately two months and will be supervised by one consultant/technical advisor; the estimated cost is US \$75,000. A similar project will be launched in the Department of the North (Cap Haïtien) with an estimated cost of US \$25,000.

### **C. Political Affairs Pillar**

19. The Director of the Political Affairs Pillar will: provide political advice to the SRSG/HOM by following-up and analyzing the political situation in Haiti; supervise and coordinate a Political Party Strengthening project and liaise with members of the international community, political parties, civil society groups and government officials on political issues. For the work of this Pillar, two international staff members will be required in addition to the Director.

#### **- Political Party Project**

20. The general objective will be to strengthen the capacity and organization of Haiti's main political parties and facilitate regional political party participation in the electoral process. The Special Mission proposes to set up regional "political party support offices" in the country's eleven electoral districts. Each of the 11 offices will be staffed by two Haitian nationals, capable of office management and maintaining technical equipment. Each office will be equipped with a generator, two computers, a printer, photocopier, fax machine and office supplies. Use of the support offices will be limited to the six political parties or coalitions which secured the largest number of votes in the last three elections.

21. Through the establishment of regional support for Haiti's main political parties, the Special Mission also aims to increase local capacity to organize for representation in each polling station on election days. The estimated cost for implementing this project will be US \$1M.

### **D. Governance, Justice and Institution-Strengthening Pillar**

22. The Director of the Governance and Justice Pillar will have overall responsibility for implementing the areas of Special Mission's mandate relevant to governance, (including decentralization), rule of law, strengthening of State institutions and – in close collaboration with the DHOM – human rights aspects related to fight against impunity.

#### **i. Decentralization**

23. To strengthen the democratic process in Haiti, it is necessary to create the basic institutional infrastructure to facilitate increased participation in governance at the local level. The challenge is to devise appropriate and effective modalities for the election and operationalization of the territorial assemblies from the directly-elected Communal Section Assemblies (ASECs) through the Municipal and Departmental Assemblies, to the Inter-Departmental Council.

#### *Purpose*

24. The purpose of this program is to strengthen democracy by promoting participation in governance through effective decentralization of State authority, pursuant to the 1987 Constitution of Haiti.

#### *Objective*

25. The main objective of the program is the establishment of the territorial assemblies to enable them to discharge their responsibilities conjointly with those of the corresponding executive councils charged with decentralized administration at each level.

## *Activities*

26. The key activities, with an estimated implementation cost of US \$1M, will include:

- Engagement of Haitian technical communications and juridical experts to make realistic consensus-based recommendations to the Provisional Electoral Council (CEP) for the design and establishment of the basic units of decentralized governance.
- Launching of a public information campaign to build consensus, raise awareness and foster participation in the creation of territorial assemblies.

27. In addition, in the domain of decentralization and institutions-strengthening, the Special Mission also intends to strengthen capacities – at national and local level – of civil servants within State-institutions. The Special Mission will provide training that will help in strengthening the capacity of newly appointed officials to perform their duties and responsibilities. This will be done through a program consisting of training sessions and workshops on good governance, constitutional organization of the State, duties and responsibilities of authorities, public servants and officials at all levels. The estimated cost for activities in this domain is US \$100,000.

### **ii. Public Administration**

28. At this crucial point of the process of transition, the transitional government is in desperate need of qualified and talented professionals who are able to provide the type of experience and expertise required to implement its programs. The Special Mission will attempt to address this need by enhancing the capacity of State-institutions to formulate and execute policy.

- Institutional Strengthening of Public Administration

29. One of the main activities will be the recruitment of several high-level national consultants, some from the Haitian Diaspora, who will provide expertise to different governmental entities. Within this framework, the Special Mission will, in close consultation with the Office of the Prime Minister, design and manage a project to recruit 20 national consultants who will serve in different institutions, including key Cabinet Ministries. The experts will present a quarterly report on their activities. They will work under an OAS contract and their salaries will be disbursed every month after the Special Mission receives a satisfactory performance report from the relevant national counterpart. The estimated cost for activities in this domain is US \$1M.

### **iii. Electoral process and Institutional-Strengthening**

30. The purpose of the activities in this domain will be to support and complement the OAS activities related to the electoral process (see para. 7 above), by facilitating the implementation of effective legal procedures and mechanisms related to electoral activities in the period prior, during and after the 2005 elections. This will be done by establishing a monitoring team of five international experts and five national consultants. Activities will be aimed at strengthening legal institutions relevant to the electoral process in specific fields of law, in particular constitutional law, administrative law and

criminal law. In this context, the Special Mission will provide technical assistance to the Provisional Electoral Council (CEP) on legal matters, related to its quasi-judicial functions, to secure respect for procedures related to contestation of cases covered by the Haitian Electoral Law. The Special Mission will also provide assistance to develop a set of extraordinary measures, working in collaboration with the Ministry of Justice as well as the Judiciary – particularly the Presiding Judges of the Courts of First Instance at national level – to expedite legal matters related to the electoral process. The estimated cost for launching initial activities would be US \$100,000.

#### **iv. Justice and Rule of Law**

31. The proposed program aims at strengthening the justice sector to achieve some immediate improvements in the administration of justice and to provide a foundation for future reforms.

- Strengthening the independence of the judiciary

32. Activities will include technical assistance, consultations and training to update and/or adopt key legislation governing the Status of all Magistrates, the School for Magistrates, the Superior Council of the Magistrates, and the Basic Organic Law governing the Ministry of Justice. The Special Mission will also help in creating the system and protocols needed for the implementation of this legislation.

- Restore Institutional Memory and Strengthen Planning Capacity of Ministry of Justice

33. The Special Mission will provide technical assistance to a new unit within the Ministry of Justice mandated with researching, compiling, restoring and recording documents within the archives of the Ministry. The new unit, or Planning and Coordination Secretariat, will set up a sustainable system for maintaining official records of past and future reform initiatives. This Special Mission's component will also seek to strengthen administrative and strategic planning capacity of ministerial staff.

- Training for court officials

34. Haiti's court system is affected by an acute shortage of adequately trained personnel, including both judges and support staff. The Special Mission will implement new training on substantive areas in criminal and judicial investigations, including economical crimes and corruption and cases of serious human rights violations. It will also provide courts with legal documentation and basic equipment, such as copies of legal codes in French and Haitian Creole for all judges and prosecutors. The estimated cost will be US\$ 250,000.

#### **E. Public Information Office**

35. The office will be composed of two Media and Communications experts, one of them acting as Spokesperson; in addition, a locally recruited assistant for public relations will be required. They will be responsible for ensuring efficient external and internal communications for the Special Mission. The Spokesperson will also serve as the Special Mission's liaison with local and international press, to explain the Mission's mandate and activities to the general public.

36. With the general objective of improving the impact of the Special Mission's public messages related to its mandate and activities, the Office will articulate its work in three main areas:

- Refining internal communications, to ensure that correct and complete information can be gathered for internal as well as external use (including the development of a local computer network for both documentation and information sharing among the Special Mission staff).

- Maintaining a pro-active approach towards the media

Some of the activities foreseen include: ensuring close and regular monitoring of the press both local and international; proposing stories and topics for media reports; enhancing the Special Mission website to make it a reliable source of public information; maintaining close contact with the communications departments of the MINUSTAH, the transitional government and other important counterparts for information sharing and joint event productions.

- Preparing a public awareness campaign related to the OAS role in the electoral process, to be put in place at the beginning of the electoral campaign.

This will be done through the following activities: Creation of a slogan and visual presentations; production and distribution of flyers, T-shirts and other written material; production and broadcast/publication of spots and advertisements and presentations to civil society groups and organizations.

#### **F. Administrative Support Office**

37. The office will be headed by the Chief of Administration who will report to the SRSG/HOM. It will have the overall responsibility for the planning, development, management and delivery of all administrative, logistical and financial functions, as well as general and technical support services required for carrying out the substantive work of the Special Mission in an effective and efficient manner. The Chief of Administration will also be responsible for preparing funding proposals, keeping track of awards and drafting reports on the management and implementation of funds allocated to the Special Mission by contributing countries.

### **III. STAFFING REQUIREMENTS AND COST ESTIMATES**

38. This proposal foresees that the Special Mission will be operating with 28 international staff members. Initial estimates for operational costs amount to US \$3.795M; in addition, the estimated costs of the implementation of programs are US \$4.265M, for a total of **US \$8.06M** (see Annexes).

39. It is important to note that the cost estimates for the activities and programs described throughout this resource document are preliminary; they should be considered as an indication of minimum requirements that might be modified once a new mandate for the Special Mission is adopted by the Permanent Council.

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**Annex I**

**OAS SPECIAL MISSION IN HAITI – PROPOSED STAFFING REQUIREMENTS  
FOR THE PERIOD BETWEEN JULY 2004 AND JUNE 2005  
(Subject to modification)**

<b>OFFICE / PILLAR</b>	<b>INTERNATIONAL STAFF</b>
Office of the SRSG/HOM	4
Office of the DHOM/ Human Rights & Security	11
Political Affairs	3
Governance, Justice & Institution-Strengthening	4
Office of Public Information	2
Administration	4
<b>TOTAL</b>	<b>28</b>



Annex II

**COST ESTIMATES FOR THE IMPLEMENTATION OF PROGRAMS  
FOR THE PERIOD BETWEEN JULY 2004 AND JUNE 2005  
(Subject to modification)**

OFFICE/PILLAR		COST ESTIMATES (In US Dollars)	
		By Area	Total Pillar
Human Rights and Security	Human Rights activities to strengthen NGOs	300,000	814,500
	HNP Vetting Project (6 months)	414,500	
	Repairing HNP Station Department of the South-East (2 months)	75,000*	
	Repairing HNP Station Department of the North (2 months)	25,000	
Political Affairs	Political Party Project	1M	1M
Governance, Justice and Institution-Strengthening	Decentralization (Including technical experts, public information campaign and training for civil servants)	1.1 M	2.45 M
	Public administration (hiring of 20 national consultants for key Ministries)	1M	
	Launching of legal support program for OAS Elections Project**	100,000	
	Justice and Rule of Law (training for officials)	250,000	
<b>TOTAL</b>		<b>US \$ 4.265M</b>	

It is expected that the majority of these programs (not included in the operational costs) will be financed through the US \$4.9M US Government contribution to the Special Mission.

\* Funds for this particular project have already been received from the Government of Canada.

\*\* This program is scheduled for an 18-month period; costs will need to be revised.



**Annex III**

**OAS SPECIAL MISSION IN HAITI – ESTIMATED OPERATIONAL COSTS  
(For the period between July 2004 and June 2005 – Subject to modification)**

<b>CONCEPT</b>	<b>SRSR/HOM</b>	<b>DHOM/HR</b>	<b>POLIT.AFFAIRS</b>	<b>JUSTICE/GOV.</b>	<b>PUBLIC INF.</b>	<b>OPERATIONS</b>	<b>SUBTOTAL</b>
International Staff	436,800.00	535,200.00	266,400.00	350,400.00	168,000.00	326,400.00	<b>2,083,200.00</b>
Local Staff	20,400.00	32,400.00	14,400.00	21,600.00	21,600.00	122,400.00	<b>232,800.00</b>
Travels	13,184.00	8,832.00	8,068.00	3,912.00	8,344.00	12,356.00	<b>54,696.00</b>
Communications	20,880.00	13,680.00	-	6,000.00	10,080.00	165,708.00	<b>216,348.00</b>
Furniture	-	-	-	-	-	-	-
Office Supplies	-	-	-	-	26,950.00	17,600.00	<b>44,550.00</b>
Purchase of Equipment	-	-	-	-	-	-	-
Vehicles	-	-	-	-	-	146,000.00	<b>146,000.00</b>
Equipment rental	-	-	-	-	5,000.00	-	<b>5,000.00</b>
Vehicles maintenance	-	-	-	-	7,200.00	179,400.00	<b>186,600.00</b>
Office Rent	-	-	-	-	-	144,000.00	<b>144,000.00</b>
Building Maintenance	-	-	-	-	-	114,000.00	<b>114,000.00</b>
Media Events and Coverage	-	-	-	-	5,000.00	-	<b>5,000.00</b>
Insurance	15,960.00	30,960.00	3,240.00	20,000.00	10,480.00	22,400.00	<b>103,040.00</b>
Miscellaneous	40,000.00	45,000.00	25,000.00	35,000.00	185,000.00	95,000.00	<b>425,000.00</b>
Other	-	-	-	-	35,000.00	-	<b>35,000.00</b>
<b>TOTAL</b>	<b>547,224.00</b>	<b>666,072.00</b>	<b>317,108.00</b>	<b>436,912.00</b>	<b>482,654.00</b>	<b>1,345,264.00</b>	<b>3,795,234.00</b>