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FINAL REPORT

Mid-Term Evaluation

FEDERATION OF BAR ASSOCIATIONS PROJECT

(Project No. USAID 519-0373)

Presented to:

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EXECUTIVE SUMMARY

Project Goal:

Strengthen the organized bar to improve Administration of Justice.

Project Components:

- Institutional Strengthening
- Continuing Legal Education (CLE)
- Law-Related (Public) Education (LRE)

Initial Implementation:

- Various factors contributed to delays and limited progress for approximately the first 18 months.
- During the last 8-10 months there has been a dramatic increase in the level of activities.
 - At least one major CLE activity each month.
 - Five two-minute TV spots broadcast each week, with the same material used for a corresponding number of radio spots and press notices.
 - Visits of the SFBA leaders to U.S. bar associations.
- IABF has played the supportive and catalytic role envisioned for the project.

Evaluation:

- In the CLE and LRE project components, the current level of activity is consistent with the project design and requirements. However, there has been no groundwork laid to sustain these activities beyond the LOP which ends in 13 months.
- The SFBA and IABF deserve much credit for managing to get that portion of the job done!
- During the remaining 13 months of the project, however, the SFBA with the support and guidance of the IABF should work to improve the following:

- Increase the volunteer participation of members in the planning and implementation of all activities. Fees should be initiated for training activities where feasible. This is especially important to build towards the sustainability and financial self-sufficiency of these programs.
- Examine opportunities and the need for collaboration/coordination with all the relevant administration of justice and democratic initiatives activities, especially with the "Judicial Reform II" Project.
- Develop a more systematic approach to assessing needs of the target audiences and getting feedback from all activities in order to adjust and improve the programs. This is especially important for the public education programs.
- Focus more attention on planning and carrying out all project activities in a manner that contributes to the primary project objective of institutional strengthening.
- Restructure the project management components. A major problem for the SFBA is the peculiar bifurcated management structure of this SFBA project which has in turn diminished the effectiveness of the SFBA to fulfill its mission. There is a consensus among all persons interviewed for this evaluation that this last point is the major weakness in the project to date.

Conclusions:

All aspects of the project had difficulties in the initial phases; however, activities relative to the CLE and LRE components were successfully organized and implemented by the current project staff at the beginning of the third year and have continued to progress.

The CLE and LRE activities have been managed by project staff who have little to do with the SFBA Board, the legally constituted governance structure of the organization. As dictated by the project design, the staff reports to a separate Legal Education Committee which is not formally related to the board. This separation of the project from the SFBA has resulted in a fracturing and subsequent weakening of the organization. Undoubtedly, this structure was deemed necessary for valid reasons to get the project; however, the result is counter to project goals to strengthen the SFBA and build its capability to sustain services which will assist its members and improve the quality of El Salvador's justice system.

Due to parameters placed on the project by the SFBA during negotiation of the Sub-Agreement with IABF, the institutional strengthening component has been reduced to the most basic level of activity, information gathering visits to U.S. bar associations. If the project is to be successful and its contributions sustainable, the last 13 months of the project must focus on

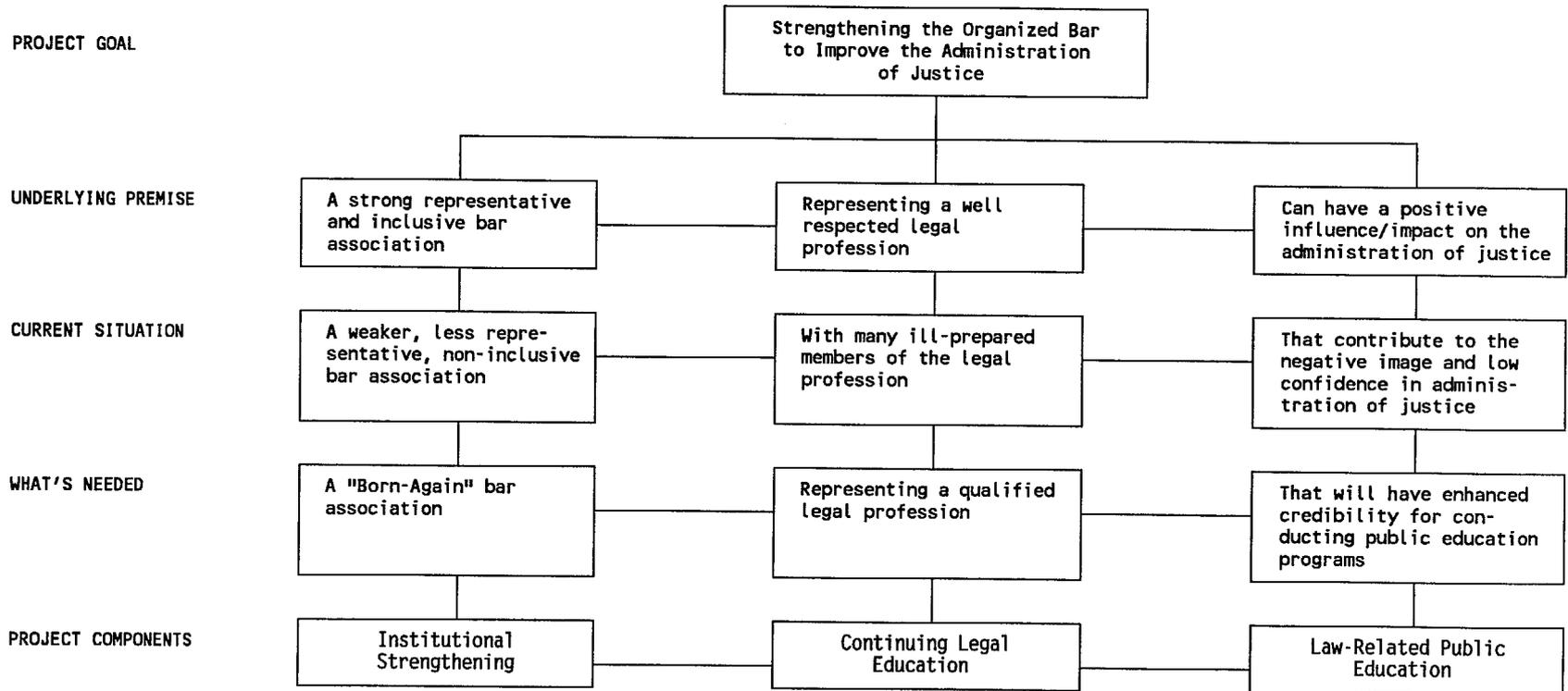
institutional issues such as structure, planning, decision-making, membership involvement and recruitment, and financial planning and management. Without such focus, the SFBA will, in all probability, revert to pre-project status at the conclusion of the current four-year project.

InterAmericas proposes a three-step process over the next 13 months: first, achieve agreement within the legal community on a well articulated vision of the role of the organized bar in El Salvador; second, determine if the SFBA, as it is currently constituted, can be strengthened to fulfill that role; and third, develop consensus on the steps required to strengthen and position the institution so that it can carry out that role effectively.

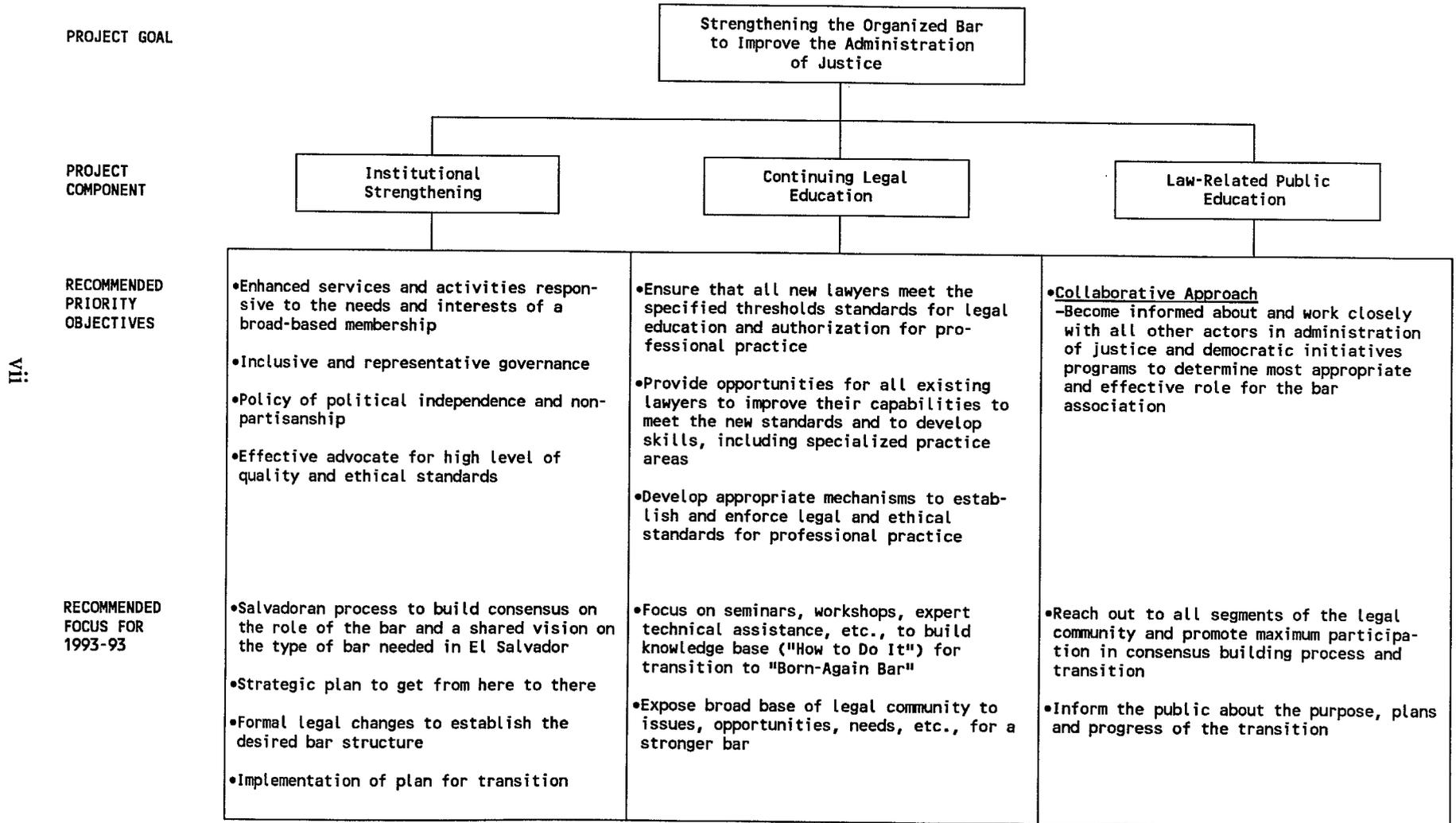
There is consensus among those interviewed for this evaluation that a strong, proactive, independent and self-sufficient bar association is essential to the social and economic development of El Salvador. If the SFBA is to fill that need, an internal re-orientation and restructuring is going to be required. The SFBA will have to be transformed.

The evaluation team strongly recommends that USAID, IABF and SFBA leadership focus immediate attention on the preparation of the final year Action Plan and Budget of the SFBA project as a mechanism for articulating policies and practical steps required to implement the recommendations presented in this evaluation.

SUMMARY ASSESSMENT



SUMMARY OF KEY RECOMMENDATIONS



III:

I. BACKGROUND, PURPOSE AND METHODOLOGY OF THE MID-TERM EVALUATION

A. Background

In the chaotic, war-torn period in the late 1970s and early 1980s, efforts by the United States Government to encourage the Government of El Salvador (GOES) to resolve prominent murder cases revealed serious weaknesses in the Salvadoran judicial system.

Against this background, a team representing the U.S. Department of State and the Agency for International Development was sent to El Salvador to assess problems in the administration of justice and to recommend actions that could be taken to remedy them.

The team presented a wide range of recommendations encompassing all aspects of the judicial system. Its key findings emphasized the need (inter alia) for:

- Better education and continued training for judges and prosecutors.
- Increases in salaries to attract and retain more qualified personnel in the judicial system.
- Technical support for the Office of the Attorney General and the courts.
- Support for GOES efforts to review and reform Salvadoran penal codes.
- Support to improve the administration of the criminal justice system.
- Greater private sector involvement, particularly support for independent legal associations in El Salvador.

The team's findings and recommendations dealt principally with constraints evident among the institutions directly related to the judicial system: the courts, the Attorney General's office and the Public Defender. The team noted a glaring lack of qualified human resources among judges, justices of the peace and court auxiliary and administrative personnel; a lack of financial resources to enable the system to attract better qualified people and provide their staffs with the materials to carry out their jobs; lawyers unable to access up-to-date information in their particular fields; the involvement of judges in politics; inadequate information among the general public regarding their legal rights and access to justice; and politicizing of the law schools, which resulted in the emergence of many small private law schools without adequate curricula, qualified faculty, or basic physical resources such as textbooks.

The Project:

The Salvadoran Federation of Bar Associations (SFBA) project is a four-year \$500,000 activity executed through a cooperative agreement with the Inter-American Bar Foundation (IABF), a U.S. not-for profit organization located in Washington, D.C. The IABF, founded in 1957, has been active in a variety of activities designed to benefit the legal profession and the administration of justice in the Western Hemisphere. In July 1990, USAID asked the IABF to support the development of a program of law-related and continuing legal education in collaboration with the SFBA.

Due to circumstances within the SFBA at the time, it was preferable to have a third party intermediary enter into the appropriate agreement with AID, rather than the SFBA doing so directly. As a hemisphere-wide organization paralleling the Inter-American Bar Association, itself a federation of bar associations throughout the Americas, the IABF was an acceptable party to contract with AID for the project and provide overall guidance through a part-time Project Director it would designate. The project agreement (the "Cooperative Agreement") was signed on September 26, 1990, with a starting date of September 1, 1990. The Program Director was immediately designated, and began the delicate process of establishing the in-country framework.

It was then necessary to establish a contractual relationship between the IABF and SFBA. Because of circumstances internal to the SFBA, the Acuerdo de Cooperación (the "Sub-Agreement") between the IABF and SFBA was not executed until December 17, 1990, and for similar reasons, only sporadic activity occurred during 1991 and early 1992. Thus, the current contract year—the third year of the contract—is the first year in which activity reaches levels contemplated for the Project. This slowness in implementation was a source of frustration to the IABF Program Director, who had to exercise diplomacy, persistence and patience to carry through with the contracting and implementation processes.

Because of internal conflicts and divisions within the SFBA, it was not convenient to enter into an agreement that would mirror the scope and detail of the Cooperative Agreement. Thus, the Sub-Agreement is skeletal, and while it does cite the three components of the project—continuing legal education, law-related education, and institutional strengthening, it only does so in briefest fashion, especially institutional strengthening. Thus, the Sub-Agreement does not convey on its face the full reach of what was intended. The SFBA Board of Directors approved the Sub-Agreement and authorized the establishment of the Legal Education Committee (Initially called the Executive Committee) which would have sole authority over the Project and Sub-Agreement; the Legal Education Committee need only inform the Board of the Committee's efforts.

The Board was thus isolated, conceptually and operationally, from the project, which created a bifurcation of project implementation. Any actions taken by the Board related to institutional strengthening were taken without reference to the project management staff. The bifurcation also affected planning, since the Legal Education Committee had no authority to direct the Board as to its institutional strengthening activities.

The delays in project implementation were also partially attributable to problems in building up the project management. Through 1991 and the first few months of 1992, there were two different Executive Directors. The second Executive Director resigned after the change in Presidency of the Board of Directors in mid-1992, and after this, the current Executive Director was hired, who then built up the staff and began increasing project activities. The IABF Program Director has provided overall guidance on management selection throughout the project and was responsible for identifying the current Executive Director as a candidate.

Throughout the project, the IABF Program Director has played a critical role in oversight, guidance and in creating a more favorable attitude within the SFBA leadership toward change and the goals of the project.

Project Goal

The goal of the project is to "improve the administration of justice in El Salvador by strengthening the organized bar's role as an effective advocate of high professional legal standards, a responsible judiciary, and the transcendence of the rule of law.

Project Purpose

The purpose of the project is to strengthen the SFBA: (a) "to enable it to better serve its members' interests as well as those of the citizenry in general," and (b) to be "able to sustain, through increased membership fees and planning capability, a modest professional development and service program." The SFBA was founded in 1967, and consists of a number of independent bar associations with a combined membership of approximately 1,000.

Project Components

AID funds have been used to finance three principle activities:

1. **Institutional Strengthening** for the SFBA and its member Bar Associations, to encourage them to introduce reforms to make their organizations more responsive to member and general public needs, and to improve their financial viability and eventual self-sustainability. Particular emphasis would be placed on increasing the participation of women attorneys, whose involvement in the SFBA has been unacceptably low.
2. **Continuing Legal Education** for practicing attorneys, government lawyers and law professors, to update lawyers and encourage discussion of issues related to the administration of justice, legal education and the legislative process.
3. **Law-related Education** for the general public through media campaigns, and for identifiable groups such as labor unions, students, and rural and women's organizations, to encourage greater support for improved administration of justice.

Anticipated Project Outputs

The specific activities required for each of the three project components and an assessment of actual accomplishments will be presented in the three following chapters of this report. Outlined below is a summary of the principle end of project outputs specified in the AID Cooperative Agreement with the IABF.

- Changes in the SFBA by-laws and fee structure which will strengthen it as an institution.
- Increase in the SFBA acting as an advocate of professional standards and a responsible judiciary.
- Stronger ability of the SFBA to plan, support and execute programs designed to achieve these ends.

B. Purpose and Scope of the Evaluation

The InterAmericas Group, Inc. was requested to carry out a mid-term evaluation of the progress of the program to date, assess the likelihood of achieving the project's objectives, identify constraints to success, make recommendations for mid-course improvements, and report on lessons learned to date. The statement of work for this evaluation (see complete copy in Annex A) included the following key elements:

- Interviews with the IABF Program Director and other IABF officials in Washington, D.C. prior to arrival in El Salvador.
- Review of all relevant project documentation.
- Preparation for AID's review and approval upon arrival at post, a detailed work plan setting out the issues to be addressed, methodology for gathering information, and the nature of the evidence upon which reasonable conclusions and recommendations can be based.
- Preparation for submission to AID a draft report in English at least five working days before leaving El Salvador.
- An oral briefing to USAID and to officials of the SFBA prior to leaving El Salvador.
- Preparation of a final report within four weeks following InterAmericas' receipt of the Mission's comments, suggestions and modifications.

C. Methodology

On June 7, 1993, the USAID Mission Evaluation Committee met with the InterAmericas consultants to review and approve the draft work plan for the mid-term evaluation. (See complete copy of work plan in Annex B.)

In conducting the mid-term evaluation of the SFBA project, the two-person InterAmericas consulting team followed the basic technical approach outlined in the Statement of Work (see Annex A) except for two additions to the sequence of events designed to enhance the effectiveness and productivity of the evaluation team.

- Preliminary review of background materials prior to the visit with IABF in Washington, D.C. and the two-week visit to El Salvador.
- Preparation of a preliminary work plan prior to arrival at post.

The methodology outlined below incorporates these two changes and elaborates the technical approach that was used by the InterAmericas team to conduct the evaluation.

1. Review of Background Materials and Development on Conceptual Framework.

Appropriate background materials provided by USAID and IABF, as well as the issues outlined in the RFP, were reviewed by the InterAmericas consultants as a basis for development of the following items:

- (a) The baseline criteria for the evaluation, including:
 - The stated SFBA strategy, goals, objectives and operating procedures.
 - Formal statements of expectations of and directions given to the SFBA by both IABF and USAID.
 - Resources allocated to support/achieve specific SFBA goals, objectives and operations.
 - USAID and broader agency strategic objectives on which the SFBA was expected to make an impact/contribution.
 - Specific criteria to address Women in Development (WID) issues. (See Annex F).

(b) The key issues to be addressed in the evaluation which were used as talking points and guidelines for the interviews and other information collection activities.

(c) A preliminary list of key individuals and entities to be interviewed and other sources of information to be collected by the consultants during the site visit in El Salvador. (Note: This preliminary list was reviewed and refined during initial discussions with both IABF and USAID officials.)

The last two items, the list of key issues to be addressed and the list of individuals to be interviewed and other sources of information, were used to form the vertical and horizontal axes of a matrix that helped the consultants to identify which interviewees and/or other information sources would be most appropriate to address each key issue. This matrix, combined with the baseline criteria for evaluation outlined above, provided the conceptual framework for the evaluation, guiding the interview/information collection process as well as the subsequent analysis and interpretation of the data.

2. Prepare Preliminary Draft Work Plan.

The detailed work plan for the evaluation essentially involved a series of interviews and other information collection activities that were guided by the conceptual framework described above. The consultants developed the draft work plan prior to conducting the interviews with the IABF officials in Washington, D.C. The draft work plan, including a suggested list and schedule for meetings and interviews, was sent to USAID/El Salvador via telefax several days prior to arrival of the consultants at post to allow adequate lead time to schedule appointments and make other logistical arrangements.

3. Interviews with IABF Officials in Washington, D.C.

A full day's visit was planned to allow the consultants adequate time for interviews and discussion with IABF officials, as well as an opportunity to review any relevant reports and materials available at the IABF offices.

4. Two-Week Site Visit to Conduct the Evaluation.

The consultants arrived at post mid-day on Monday, June 7, for a two-week site visit. A meeting was scheduled that same afternoon for a briefing with USAID, and for review and approval of the work plan. Virtually all of the interviews and information collection were completed during the next four days. A draft report was prepared over the weekend for review with the Mission Evaluation Committee. This allowed the consultants to use the second week of their visit to prepare a final draft report which incorporated feedback from the Mission Evaluation Committee, as well as any additional interviews, information collection and analysis required. The oral debriefing to USAID and to the SFBA was scheduled on the last Thursday and Friday of the two-week visit, prior to the departure of the consultants from El Salvador on June 19.

D. The Evaluation Team

The two-person InterAmericas team consisted of:

1. **Team Leader**, who supervised the overall work, and also focused primarily on institutional issues including organization, management and personnel, development and delivery of communications services, gender-related issues, and questions regarding future institutional sustainability; and

2. **Legal Consultant**, who focused on the quality and usage of the legal and law-related educational aspects of the program, the financial affairs of the SFBA and, in general, the progress made by the SFBA and its constituent members to become politically independent and organizationally viable entities.

Brief biographical summaries of the InterAmericas team members are in Annex I.

E. Organization of the Report

The next three chapters of this report focus, respectively, on the three principle activities of the Federation of Bar Associations Project:

- Institutional Strengthening.
- Continuing Legal Education.
- Law-Related (Public) Education.

Each of these three chapters will follow the same basic outline presenting, first, a review and assessment of the project requirements and activities concerning the specified activity, then suggesting several objectives for the enhancement of the activity, followed by a series of specific recommendations to assist USAID, the IABF and SFBA in achieving the proposed objectives.

The final chapter will present an overview of the project, addressing the nine requirements specified in the Statement of Work for this evaluation, as well as providing a summary of the recommendations for improving the ongoing implementation of the project.

II. INSTITUTIONAL STRENGTHENING

A. Project Requirements

The section of the Sub-Agreement between the IABF and SFBA that describes the requirements under the institutional strengthening component focuses exclusively on specified numbers of visits to the U.S. by the leadership of the Salvadoran bar associations. However, the AID Cooperative Agreement with the IABF emphasized that "the Project's overall objectives go beyond the specific activities to the broader goal of strengthening the SFBA as an organization whose main purpose is to enhance the administration of justice in El Salvador."

Given the central importance assigned to institutional strengthening, therefore, it is instructive to review the following outline of relevant points synthesized from the Cooperative Agreement to provide a framework for evaluation of project progress on this matter.

1. The project goal is to improve the administration of justice in El Salvador by strengthening the organized bar's role as an effective advocate of:

- (a) High professional standards.
- (b) A responsible judiciary.
- (c) Transcendence of the rule of law.

2. Within the foregoing conceptual framework, the project purpose is to strengthen the SFBA to enable it to:

- (a) Better serve the interests of its members.
- (b) Better serve the interests of the citizenry in general.

3. The end-of-project objectives for the SFBA, in turn, are:

- (a) Increased membership fees.
- (b) Enhanced planning capacity.
- (c) Modest professional development program.
- (d) Modest public service program.

4. The required end-of-project outputs are:
 - (a) Changes in the SFBA by-laws and fees structure which strengthen the institution.
 - (b) Increasingly acting as an advocate of high professional standards.
 - (c) Increasingly acting as an advocate of a responsible judiciary.
 - (d) The SFBA to be strengthened in its ability to plan, support and execute programs designed to achieve these ends.
 - (e) The SFBA to be a more effective participant in the process of judicial reform in El Salvador.

5. Other specified activities included:
 - (a) Expose leadership of the SFBA to new ideas about how bar associations function and the role they play in more developed countries.
 - (b) Increase both the SFBA ability to play this role and its motivation to do so. In this regard and with respect to item (a), the Cooperative Agreement mandates that for each of the first two years of the project, the IABF will invite three members of the SFBA leadership to visit the United States to meet with bar officials and institutions related to the administration of justice.
 - (c) Encourage the SFBA to make changes in its by-laws, fee structure (dues and fees), and operating procedures, all to enhance sustainability and self sufficiency.
 - (d) Actively promote development of women through efforts such as encouraging women members of associations within the SFBA to participate actively and encouraging them to invite others.
 - (e) Open a small office in San Salvador and procure a limited amount of office equipment.

6. The IABF was required to provide a part-time bilingual lawyer based in Washington, who will:
 - (a) Devote approximately 30-40 hours per month to the project.
 - (b) Serve as advisor to the SFBA in project design and implementation.

- (c) Help establish "sister" relationships between Salvadoran and American bar associations.
- (d) Make at least two trips to El Salvador each year.
- (e) Be assisted by part-time service of a secretary at IABF's Washington offices.
- (f) Work together with the SFBA to select a local coordinator.

7. With respect to financial sustainability, the following is required of the SFBA:

- (a) Provide "in-kind support" for the project, largely through volunteer services of individual members in its member associations in the Law-Related (Public) Education (LRE) program.
- (b) Increase membership fees or quotas to sustain basic operating costs.
- (c) Support the Continuing Legal Education (CLE) program with increased membership fees and fees for participants.
- (d) Support the LRE program by keeping costs to a minimum and getting maximum volunteer support and private donations of goods and services.

8. As the CLE and LRE programs are both elements of the institutional strengthening process, the SFBA must carry out those programs properly.

9. As a final perspective, the project has a broader or underlying purpose, that of changing the mentality of lawyers regarding the role of an organized bar in El Salvador. The project must foster consciousness of the responsibility of the organized bar to:

- (a) Establish and enforce high professional standards of conduct for all lawyers.
- (b) Act as an independent monitor and, when necessary, an outspoken critic of the judicial system.

Each project activity should reinforce these concepts. With respect to sustainability, the SFBA—with the help of IABF and AID—should design and carry out the required programs for CLE and LRE in a manner that contributes directly to the institutional strengthening process. With respect to financial sustainability, the SFBA should organize and carry out these activities in a manner that improves its ability to carry out similar programs in the future, independent of outside assistance.

B. Activities

It is important to note that the breakdown in institutional strengthening activities had its genesis in the negotiation of the Sub-Agreement between the SFBA and IABF. As the Sub-Agreement was formulated, the SFBA required deletion of many specific references to institutional strengthening activities.

As a result, little of documentable substance has been accomplished. There is no overall strategic plan to accomplish the institutional strengthening objectives. There is no specified plan for nor demonstrated capability of becoming self-sufficient in the near term. The by-laws of the SFBA have not been amended, nor has there been any increase in fees to the SFBA from the member associations. (The CLE and LRE programs have been carried out as indicated).

For reasons largely beyond the control of the SFBA, lawyers are still under the control of the Supreme Court, in accordance with the Constitution. Thus, the legal profession itself is not yet independent, and has no authority to regulate admission to practice or to establish ethical standards and discipline the profession. This situation could change, such as by decisions of the Legislative Assembly to amend the Constitution and revise the relevant laws to eliminate the Supreme Court's regulation of the legal profession, or by some form of delegation of authority from the Supreme Court.

This is not to say, however, that nothing has been happening which could further the overall process of institutional strengthening. The Action Plan for 1992/1993 cited only four elements for institutional strengthening—foreign visits, the library, publications (including an intended bulletin), and the acquisition of equipment. These represent functional matters, not the broader strategic considerations in the Project Paper. Some of these required activities have taken place, such as the foreign travel of designated SFBA officials. There has been a great deal of everyday effort and contact involving the SFBA staff, Board of Directors, and Legal Education Committee. As can be seen in the monthly and semi-annual activity reports prepared by the IABF and SFBA, many meetings of member associations and other groups, including the Association of Women Judges, are hosted at the Casa de Abogados. A modest amount of money has been earned by fees charged at CLE programs.

With specific reference to the IABF itself, it provided the part-time bilingual Project Director and secretarial services at the Washington office of the IABF. The Project Director often dedicated more than 40 hours per month, particularly in the early stages of the project, and traveled to El Salvador at least two times per year. The Project Director assisted the SFBA in selecting the local coordinator, specifically identifying the candidate who became the current coordinator. He served as a constant advisor to the SFBA in project design and implementation, offering guidance, suggestions and direction.

During the particularly difficult phase of establishing the in-country arrangements (the Sub-Agreement between the IABF and SFBA), the IABF Project Director had to exercise diplomacy, persistence and patience to deal with the opposition within the SFBA to the project.

He helped develop relationships between the SFBA and the American Bar Association, New Orleans Bar Association, and Hispanic Bar Association of the United States, as well as the Costa Rican, Guatemalan and Honduran Bar Associations. He also assisted directly in the process of obtaining office space for the SFBA. Most importantly, he established contacts with all directors of the SFBA and other lawyers in El Salvador, and developed working relationships with many, such that attitudes toward the project and its goals have improved, and a more open-mindedness to change has developed.

According to information provided by the SFBA, there are 1,063 individual members in its member associations as of June 1, 1993. One hundred and sixty members, or 15%, are women. Membership has doubled in the last four years, because of various promotional efforts of the associations and the requirement of affiliation for judicial selection by the Consejo Nacional de la Judicatura. It has been suggested that approximately 20% or approximately 650 of the 3,250 registered lawyers are not practicing or active in the law. This would mean that the SFBA represents approximately 40% of the active profession; otherwise it is approximately 33%.

As a potential benefit to attorneys, the SFBA has been pursuing a legislative effort to establish a "Caja Mutual de Abogados" which would provide financial benefits to attorneys, similar to social security.

C. Observations and Conclusions

As indicated above, there were delays and political constraints that affected the establishment of the project, progress in institutional strengthening and activation of the CLE and LRE programs. There is a fundamental structural flaw in the AID/IABF/SFBA relationships, relating to the two different agreements and the appearances and perceptions created by each.

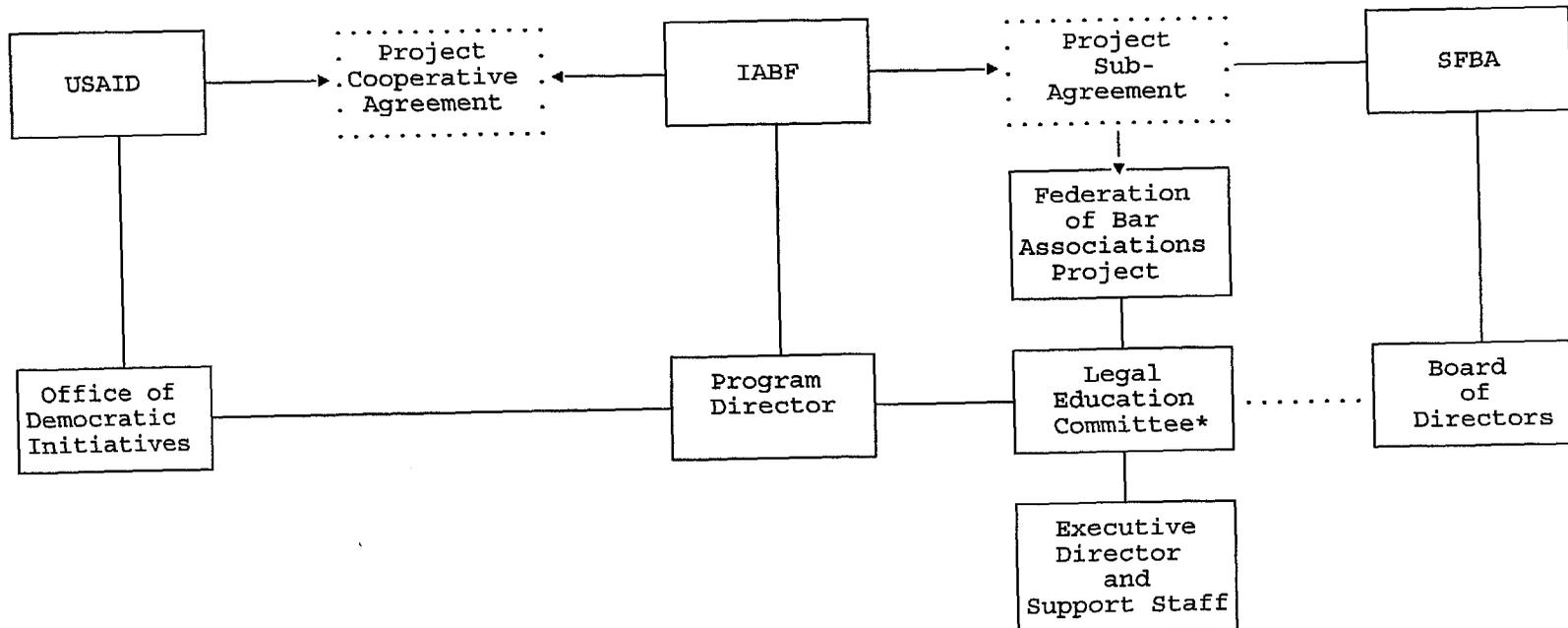
The full requirements of the Project Paper are part and parcel of the AID/IABF Agreement, whereas the IABF/SFBA Sub-Agreement is a skeletal agreement, referring nominally to CLE and LRE, and practically silent on the overreaching component of the project, institutional strengthening. There is barely a half page of the Sub-Agreement dedicated to it, and the 13 lines of text refer simply to establishing linkages with leaders in bar associations outside El Salvador and arranging visits of selected lawyers to the United States to visit selected institutions involved in the administration of justice. Downplaying the institutional strengthening component and creating the impression in the Sub-Agreement of a functional, if not clerical, thrust to institutional strengthening was thus a reflection of the political situation at the time, most importantly the circumstances within the SFBA.

The same functional thrust is seen in the Action Plan for 1992/1993, and the substance of the management structure reflects the same minimizing of the scope of institutional strengthening efforts. This may limit the possibilities of overtly formulating and carrying out

substantive activities impacting on institutional strengthening, particularly as would relate to initiatives being taken under the direction of the Legal Education Committee.

The Sub-Agreement expressly provides that the SFBA responsibilities are under the direct supervision of the Legal Education Committee. The Legal Education Committee is completely separate from the SFBA Board of Directors, which means the Legal Education Committee has no ability to act or take decisions that deal with the affairs of the SFBA beyond the apparent or perceived boundaries of the Sub-Agreement. The SFBA Board approved the Sub-Agreement and establishment of the Legal Education Committee, and in so doing isolated itself from the project. The organizational chart on page 14 illustrates the problem.

OVERVIEW OF PROJECT ORGANIZATION STRUCTURE/RELATIONSHIPS



14

* Under the terms of the project Sub-Agreement, the Legal Education Committee is an autonomous committee that serves as the "coordinator" of project implementation in El Salvador and is required to keep the SFBA Board of Directors informed of project activities.

The SFBA affairs outside the Sub-Agreement are handled by its Board, with its own Secretary. While meetings of the SFBA Board are now held at the Casa de Abogados and the building carries the SFBA name, there is no staff presence of the SFBA itself there, and the records of the SFBA are kept elsewhere. The staff working at the Casa de Abogados report to the Executive Director of the Project, have no direct connection with the SFBA, and have no access to the records of the SFBA.

This means that the SFBA can be carrying out activities outside the apparent scope of the project but which are clearly institutional strengthening, such as the current efforts of the new President to revive the long-standing but dormant plan to establish the Caja Mutual del Abogado, a mechanism to provide financial protection for lawyers similar in effect to social security. In practice, this conceptual isolation is being blurred, as can be sensed in the remarks of the outgoing and incoming Presidents of the Board published this past May.

It should also be noted that the SFBA itself is cumbersome and archaic in its structure and management. It has no individual members. Under its by-laws, votes on serious issues and policy matters require unanimity. The Board of Directors are all elected annually, and under a system that generally does not provide challenge. The Presidency of the Board is only nominally elective, as it rotates annually among the member associations. The limitations and constraints imposed by this are fully recognized, and there have been repeated efforts to make changes as witnessed by the By-Laws Revision Committee named by the new President upon his taking office this past May.

If activities continue as they now are, there is no hope in the foreseeable future for the SFBA to reach self-sufficiency. Future events, however, may enhance self-sustainability. One scenario currently being discussed would be the establishment of an obligatory bar, which would not have to concern itself with membership development efforts, and would be reasonably secure in its cash inflow from compulsory dues. It is interesting to note that the majority of lawyers interviewed during the evaluation favored the compulsory bar, and the general weight of thinking on models favored Costa Rica and Guatemala. Another scenario is the voluntary bar. In both scenarios, the legal frame of reference could vary. Those who commented on whether the organized bar should be independent were virtually unanimously in favor of independence.

There was no consensus on legal form. The simplest would be a delegation of authority from the Supreme Court pursuant to Article 182 of the Constitution, coupled perhaps with an amendment to the Ley Orgánica Judicial. The most sweeping case would be amendment of Articles 182 and 7 (the latter to eliminate the constitutional right of freedom of association with regard to professional societies; presumably other groups such as doctors would join in that effort); amendment of the Ley Orgánica Judicial; and a legislative decree authorizing the creation of a Colegio de Abogados and empowering the Colegio to license and regulate the profession.

There were also hopes expressed that a special dedicated stamp tax, a "timbre," would be imposed and dedicated to funding the organized bar (as is done in some other countries). El

Salvador recently eliminated timbres when it adopted the Value Added Tax, which raises a question as to the feasibility of reimposition.

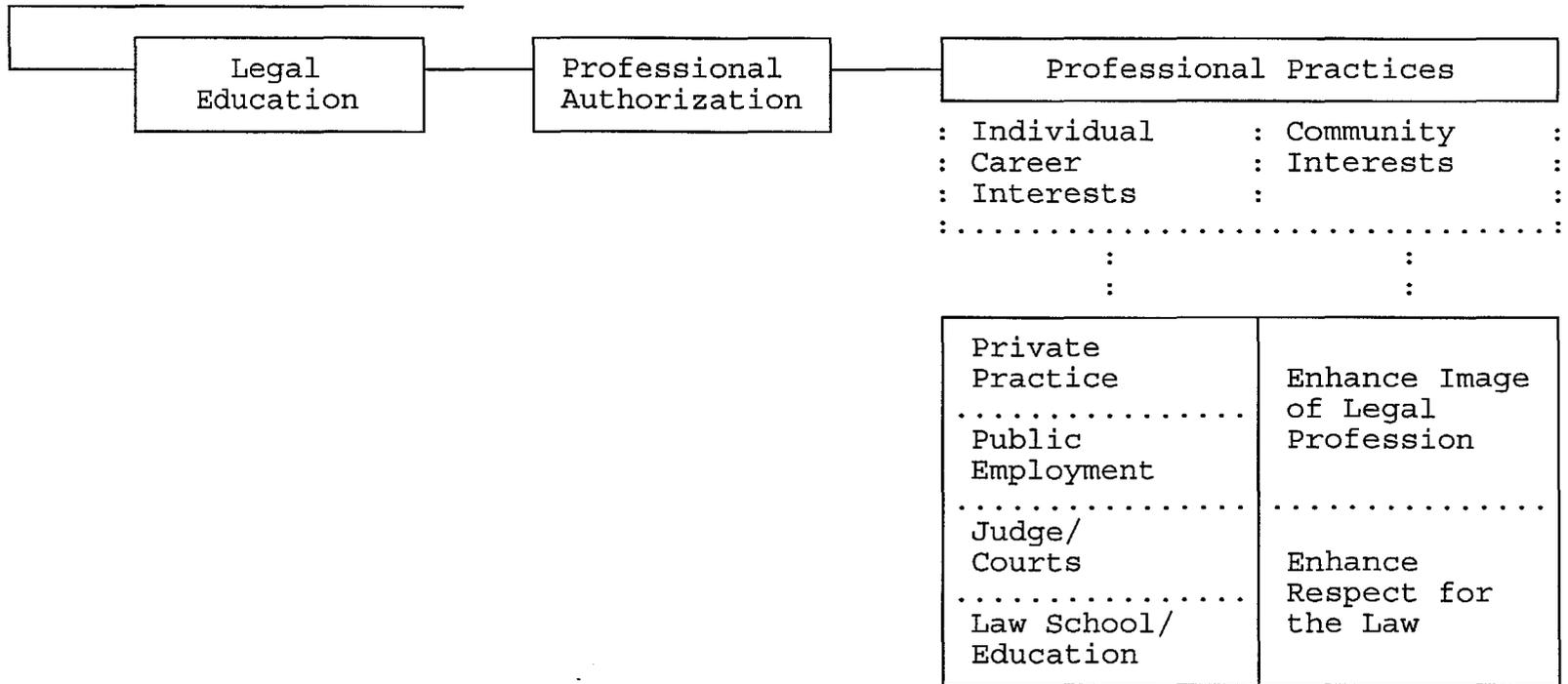
As the ultimate legal form and related political decisions cannot be predicted, they can only be postulated as alternatives in the process of building a consensus.

It was also generally felt that any organized bar entity which becomes the representative of the broader legal community should be an individual membership organization, to make the organization inclusive and representative. This would have a dramatic impact on the SFBA itself, and would raise further legal questions and probable need for further legislation to determine what entity would enjoy the legal and juridical privileges of the SFBA, such as being entitled to nominate judges, have representation in the regulation of the banking sector, and being the representative of El Salvador in the Federation of Bar Associations of Central America and the Caribbean.

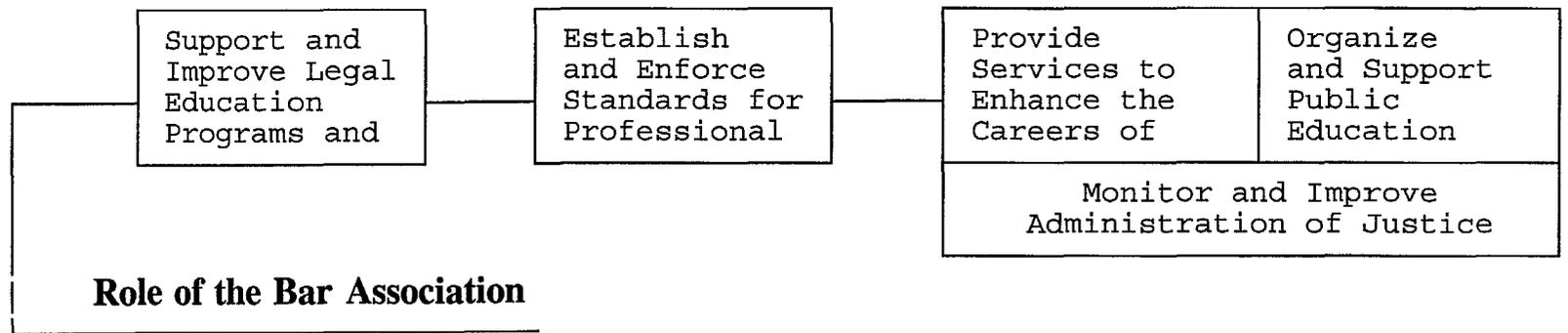
In fairness, it should be said that Project efforts have started something, contributing in some part to the growing awareness among lawyers within and without the SFBA that change is necessary and is coming. This reflects a change of attitude which is the starting point for changing the mentality of lawyers regarding the role of an organized bar in El Salvador, an underlying purpose of the entire project. The IABF Project Director has played a significant role in bringing this about. In the broadest sense, mentalities are being changed. At this point, however, there is no sound measurement of the extent to which mentalities are changing. Insofar as the Project objectives are concerned, however, that change in itself will not meet project requirements unless significant steps are taken now to develop a framework of a strategic plan and incorporate this into the SFBA Action Plan for 1993-94.

A major point emerging during the evaluation was that no one seems to have addressed the hard details of what an independent bar (whether a transformed SFBA or new organization) should provide for its constituents: the lawyer members and the public. (This is quite understandable in the context of the comments at the beginning of this Section). That led to the development of the chart on page 17, the Life Cycle of the Lawyer, which provides the frame of reference for analyzing the role of a bar association, and for formulating the strategy for 1993-94 under the project or outside it.

Life Cycle of the Lawyer



17



Whatever bar organization emerges in El Salvador, to be effective it will need to provide services and benefits to its members, and fulfill certain roles related to the different stages in legal education, licensing, practice and discipline.

The significance of this was recognized by the newly installed President of the SFBA, who in his inaugural address this May expressed his intent to pursue the objectives of an independent bar. The SFBA President has also appointed a Comisión Revisora de Estatutos, which was expected to present a draft revision of by-laws at a SFBA general meeting June 28-30.

The IABF and SFBA staffs are currently developing the Action Plan for next year, thus the issue of how and who is to treat institutional strengthening is immediately at hand. It should not be treated functionally, as it was last year; otherwise, there will be no vision or strategy, hence no basis for taking the necessary decisions.

It is critical for the SFBA Board to formulate or cooperate in formulating that plan and vision now. If the SFBA decides to do so, it will also have to consider whether it has the manpower to formulate and develop the strategic plan. The project staff is already fully committed, hence additional human resources will be needed. This may also suggest that it may be timely to establish formal or informal working ties directly between AID and the SFBA Board of Directors, to supplement the ties which already exist between IABF and AID, and between the SFBA and IABF. Additionally, there may be a need for supplementary and extended funding. It is difficult to envision a sequence of events that will correlate precisely to the remaining contract year only.

What has emerged during the evaluation is the identification of a more complex situation involving the evolution of the organized bar in El Salvador. Various paths may be followed, such as nothing happening politically and the Supreme Court retaining exclusive control over the legal profession; the Supreme Court may be divorced from its control and the matters left to a non-obligatory bar; or an obligatory independent bar may result. In all scenarios, a democratized organization with individual membership will probably result; the current SFBA is simply too archaic to function effectively in meeting the future needs of the legal profession and the public.

D. Recommendations

1. The paramount objective for the forthcoming contract year is for the SFBA to **formulate a strategic plan to take the initiative in identifying the critical issues in the establishment and operation of a modern bar organization.** The plan should involve consideration of needs of all stages of the lawyers' career—education, admission, and practice, and the needs of society. Full consideration should be given to programs of direct benefit for the lawyer, such as life, medical and disability insurance programs, and programs such as CLE and LRE which improve the skills of the lawyer and aid society. The plan should be developed as soon as possible, because the political time frame may be short.

2. Full consideration should be given to availability and possible increase of human and financial resources. The remaining resources under the project are probably insufficient in amount and time for the likely efforts, so additional help will probably be needed. As the SFBA seems to be manifesting a willingness to take a lead role, further support may be justified as well as direct links between AID and the SFBA Board of Directors. In the same vein, it is important to bridge the gap between the Legal Education Committee and the SFBA Board of Directors, to overcome the problems flowing from the bifurcated management structure. This could be done via an Ad Hoc or working committee which could bring the Board of Directors—as individuals—into direct working relationships with the Legal Education Committee. It may also be timely to approach the InterAmerican Development Bank, given its growing interest in legal reform and the distinct likelihood that financial self-sufficiency is probably several years away (unless a method of financing such as the dedicated timbres in Costa Rica and Guatemala becomes available).

3. Attention should be paid to the development of financial self-sufficiency within the SFBA with the understanding that USAID support for law-related educational activities will cease to be available in the future.

4. Maximum assistance and guidance should be sought from the bars in countries which appear to be viewed favorably by the legal community in El Salvador: Costa Rica, Guatemala, Mexico, the United States, Chile and Colombia. The IABF can fulfill an expediting and facilitating role in this regard.

5. Full consideration should be given to current political sensitivities (and potential opportunities), such as the position on the independence of the bar stressed in the Truth Commission Report, and to the emerging coordinating structure in the Judicial Reform II Project within the Ministry of Justice. Depending upon the pace of Judicial Reform II developments, additional facilities or opportunities may emerge.

6. Full attention should continue to be given to the CLE and LRE programs. They are a significant point in the transition process to be developed in the strategic plan. In the event that a new organization comes into existence to effect the transition, it would probably take over the CLE and LRE functions, which might require that they be adjusted or modified through the remaining year of the project.

7. The SFBA should develop the strategic plan as quickly as possible, and be prepared to move quickly to seize any opportunities created by political or other circumstances. There are sufficient variables at this juncture that suggest events could move more quickly than expected.

8. Design the strategic planning process to be as open, inclusive and participatory as possible to ensure that the outcome will be accepted and supported by the Salvadoran legal community. As indicated at the end of the "Observations and Conclusions" section above, the current legal structure of the SFBA is archaic. To get away from the current

structure as a federation of associations and to move toward an organization whose membership is individual lawyers will be a dramatic change, regardless of whether the SFBA itself can be legally transformed or reorganized, or whether a new legal entity and organization will need to be created. A strategic planning process that encourages and facilitates broad-based participation would lay a solid foundation for this transition.

III. CONTINUING LEGAL EDUCATION

A. Project Requirements

The Project Paper states that the principal objective of the Continuing Legal Education (CLE) program is to acquaint members of the legal profession with new developments in different fields of law, and to promote discussion on improvement of the administration of justice, legal education, and the legislative process. The target groups or audiences include practicing lawyers, government lawyers and law professors. Modern legal trends, are to be analyzed and discussed in lectures, seminars, round tables and workshops, e.g., alternative dispute resolution methods; commercial, labor and constitutional law; administration of justice; and current juridical problems. Utilizing Salvadoran and foreign legal experts, programs are to be held in San Salvador and the regional centers at San Miguel and Santa Ana.

No counterpart contribution was required, but the SFBA is expected to contribute to meeting Project costs through significant contributions of members' time.

The initial plan was for the IABF to assist the SFBA in organizing the equivalent of 36 lectures per year in San Salvador, and 12 each in San Miguel and Santa Ana. Between 25-60 persons were expected to attend each event, depending on the topic being addressed and the forum used. By the end of the project, it was expected that some 800 legal professionals would have received training offered by the SFBA.

The CLE program also envisioned the invitation of six international lecturers to El Salvador during each year of the grant (one or two from the United States or a South American country and the balance from Central American countries). The project also provided funds for video-taping of programs in order to build up a library of lectures.

B. Activities

As indicated above, the overall program was delayed in its implementation, and there was only nominal activity in the first two years, well below what was envisioned in the project design. More activities were initiated in the second year and the third year reflects a scale of activity more consistent with the level of effort and outputs specified in the project agreement. Throughout, the IABF Program Director continuously monitored efforts, providing guidance in planning, program activities, suggestions regarding topics or refinement of topics suggested by others, and identifying, engaging, and making all arrangements for foreign lecturers.

Because of the delayed implementation, it is instructive to look at the accomplishments of the current contract year. As indicated in Annex G, eight programs of different types were held in San Salvador, two in San Miguel, one in Ahuachapán, and two in Sonsonate.

The subjects of the seminars sponsored and organized by the SFBA covered a wide range, cutting across the categories stated in the Project Paper. For example, the Intellectual Property, Pirating and Monopolistic Practices and GATT programs fall broadly in the field of commercial law. The Public Registry program relates to administration of justice and constitutional law (protection of property rights). The Ethics and Societal Function of the Lawyer program likewise deals with constitutional law, administration of justice, and professional responsibility.

The various programs were sound recorded, not video-taped. Those tapes have not been transcribed, but are being maintained by the SFBA.

In addition to the directly sponsored programs, the SFBA initiated and co-sponsored other programs and joined as co-sponsor with other initiators. (See Annex G for a list of co-sponsored projects.)

The sources of ideas for the various topics of the seminars vary. Topics have been proposed by the SFBA staff, AID, the IABF, a member of one of the associations, and outside groups. The Legal Education Committee approved these, rejected some others, and initiated one of its own. None, however, was the result of canvassing members of the member bar associations or non-affiliated lawyers. This is due, in large part, to the lack of any communications mechanism between the SFBA and the individual members of the underlying associations. Historically, there has been no such direct communication, and none has yet been developed. A newsletter or bulletin of some sort is being considered for the next and last contract year.

As the underlying purpose of these CLE conferences was to encourage participation in bar associations, this effort also corresponds to the objectives of institutional strengthening. Various persons within and without the SFBA have made contributions of time and services. This is described in Annex I, which presents an analysis of volunteer resources contributed to support the Legal Education Program, based on estimates provided by the SFBA Executive Director. This does not cover any time contributed outside the framework of the Federation of Bar Associations Project, so it may be assumed that this is a conservative estimate of volunteer support for overall SFBA activities.

While it is considered part of the institutional strengthening program, another activity relevant to CLE is the development of a law library at the Casa de Abogados, to be available to lawyers who are members of a member association (as well as non-affiliated lawyers). This effort began in the current year. Copying services are available to users, for modest fees. To date, of the estimated 2,600 active lawyers in El Salvador (approximately 80% of whom are in San Salvador), 30 lawyers have utilized this facility. Additionally, the Casa de Abogados hosts an average of 15 meetings and activities each month of various groups from the Salvadoran legal community, such as Asociación de Mujeres Jueces, Consejo Nacional de la Judicatura, Asociación Salvadoreña de Derecho de Trabajo, Comisión Electoral, and Comisión Decanos de

las Facultades de Derecho. The total cost for renting and operating the Casa de Abogados is included in the budget of the USAID funded Federation of Bar Associations Project.

During the evaluation, an attempt was made to quantify the amount of contributions in kind with regard to all project activities. No records are maintained for this, so a preliminary and conservative estimate was developed. The time contributed by the members of the Legal Education Committee in meetings and related activities, assuming an hour equivalent of ¢200 (approximately US \$23) had an approximate value of US \$14,000. The value of time contributed by conference speakers, at ¢500 (approximately US \$58) per hour was US \$1,156. Donated TV air time by Channel 12, for the LRE TV spots program, was ¢500,000 (approximately US \$58,000; separate payments were made to Channel 12 for advertising the spots at other hours). It is assumed that more time was spent by others, including the Board of Directors in respect to institutional strengthening and other members of the associations, but this remains to be quantified.

For the balance of the current year, seven seminars are planned. The Action Plan for the next and last contract year is being formulated presently. US\$191,000 (actual US\$ or equivalent) remains under the contract. Program activities contemplated include at least 10 seminars, 14 conferences and monthly TV debates.

C. Observations and Conclusions

In the current contract year, the CLE program has been far more active than during the initial project period. The level of activity is consistent with the original requirements of the Project Paper. Reaching this level of performance has been a difficult process, given that the SFBA (and its member associations) have never before had the funds nor management responsibility to carry out programs of such magnitude. Throughout the effort, the IABF Program Director provided support and guidance essential to moving forward.

Historically, bar associations in El Salvador have been loosely organized and largely social. The SFBA is in the early stages of developing its management capabilities. The Legal Education Committee is functioning within the confines of the existing and archaic communications relationships of the SFBA. (See more on this point in discussion of institutional strengthening in Chapter II.) The topics of programs selected are timely and relevant. The attendance numbers (see Annex G) seem to indicate responsiveness, but there is no hard data on the impact of the programs on various audiences in attendance (practicing lawyers, government lawyers and officials, judges, professors, law students and interested citizens, as indicated by attendance data of the SFBA). Some criticism was heard concerning the higher number of program offerings in San Salvador versus locations outside the capitol.

The importance of CLE efforts cannot be overemphasized. The CORELESAL (Comisión Revisora de la Legislación Salvadoreña) Study of December 1990, "The Academic Preparation of the Law Student and Professional Qualification of the Lawyer," discusses the deterioration in pre-law and law education afforded the current law student in El Salvador, and how this

leaves the young lawyer unprepared for the practice of law in whatever form. This is aggravated by the dramatic recent surge in graduates from law schools, as indicated by the 3,250 lawyers registered as of June 1, 1993, in contrast to the 1,750 lawyers cited in the Project Paper as of 1987. Specifically cited in the CORELESAL Study is the lack of skills to handle litigation. This, of course correlates to the overall concerns in the administration of justice, and the reference to lack of litigation skills suggests a CLE opportunity.

An observation on the subject matters of the programs is in order. All of the topics have a comparatively high public policy content and, while timely and important, might not appeal to or be relevant to the bulk of practicing lawyers. While it is not clear who was reached by the programs, by their nature they would tend to appeal to the more sophisticated and to those in the capital. This suggests good coverage of the law professor and government lawyers, and some lawyers in private practice. The Public Registry and Agrarian Code programs may be an exception to this, as these subjects should have a direct and more everyday impact on larger numbers in the populace, hence be of interest to a broader spectrum of lawyers.

As mentioned earlier, there is no communication link between the SFBA and the individual members of the various bar associations (except for word of mouth through each Association's representatives to the SFBA). As a consequence, there has been no canvassing of individual association members to identify their CLE needs, particularly the "bread and butter" or "how to do it" courses. The Legal Education Committee itself does not seem to have been focussing on such everyday skills-type courses. The CORELESAL Study mentioned above cited the need for improving litigation skills. In the Communication Campaign Study for the Judicial Reform Project (1991), a broad survey taken on a wide range of administration of justice issues (including lack of educational preparation for the practice of law), one question revealed that 36.2% of lawyers specialize in commercial law, and 23.4% in administrative law. Another question revealed that 19.1% and 29.8% of lawyers believed that family law and criminal law respectively were the most necessary specializations in terms of the needs of El Salvador. In reviewing some of the AID materials provided to the evaluation team, there are indications of substantial emphasis on local and municipal matters, which suggests a course on municipal law.

Another subject that emerged in the interviews was the trend toward groupings of lawyers for professional practice. Traditionally, lawyers in El Salvador have worked as sole general practitioners, but with the increasing demands of modern society and complexity in the law, specialization has become more important in serving their clients' needs. This leads to lawyers associating together, which in turn should create needs for skills in law office management.

It should also be noted that since the inception of the project, the overall administration of justice activities of AID (and other donors) have been evolving, including the initiation of the new USAID project, Judicial Reform II. The framework of Judicial Reform II includes the establishment of a central coordinating Technical Secretariat/Project Implementing Unit. The Implementing Unit will coordinate the work of two joint public/private sector working groups. The relevant working group for the SFBA project is the Public Education and Legal Reform Working Group. Presumably, the SFBA will participate in that working group and, as such,

be able to coordinate its activities with other groups that may work to sponsor or co-sponsor CLE activities, as well as other activities relevant to the SFBA.

D. Recommendations

The foregoing leads to the formulation of several recommendations which, if undertaken during the balance of the project, should enhance the performance (and institutional strengthening) of the SFBA.

1. Expand involvement in the decision-making process of selecting topics and formulating programs. The current structure of the SFBA impedes direct communication with individual members of associations. Therefore, it is important to establish new communication mechanisms to draw individual lawyers into SFBA activity. This might be accomplished by a newsletter or bulletin, with reader survey forms. In this respect, the SFBA would be acting as a clearing house. Law schools can be a source of support, as well as identification of course topics. The SFBA should be encouraged to form and coordinate a working group or committee representing all groups which have a stake or interest in CLE. Although previous efforts to bring more women into the activities have met with minimal success, such efforts should continue and accelerate.

Reaching association members and law schools should be comparatively easy. For example, each association could be asked to survey its members and identify three prioritized subjects, with recommendations as to times, length, context, and places for presentation. To reach non-affiliated lawyers, it may be appropriate to work with the Public Education and Legal Reform Working Group, in the broad based communication efforts being developed.

2. Expand the variety of the CLE programs to include more functional ("bread and butter") programs. A good target would be to offer at least two such programs before end-of-project. Without attempting to designate appropriate topics, several areas have emerged in the course of the evaluation effort: commercial, environmental, family, criminal, and municipal law; litigation; and law office management. Contact with relevant foreign bar associations, such as in Central America, Chile, and the United States (perhaps focussing on the Florida Bar—which has a mandatory CLE program and decades of CLE experience—and the American Bar Association) may generate useful ideas, guidance and suggestions.

Commercial law encompasses many substantive law areas, so many options may be available. Given the current interest in commercial law skills mentioned in (3) below, commercial law topics may well be the most appropriate. Another dimension of variety is the development of program materials, such as loose leaf course books and manuals, emphasizing "how to do it," all of which are tailored to meeting the direct practical needs of lawyers.

Providing practical seminars with good, usable working materials and videos may facilitate charging fees for attendance (or separate sale of these materials), which should assist in the goal of financial self-sufficiency.

3. Establish a role for the SFBA in all CLE-type activities. There is growing interest by the SFBA, GOES, AID and other donors in developing the legal skills needed to facilitate growth in international trade and investment. It has been suggested that this may be best done in an inter-disciplinary setting, such as within a graduate business school. If that is the case, the SFBA should still seek a role in formulating and implementing the programs.

CLE events should be viewed as a major means of enhancing the attitudes of lawyers toward the SFBA member associations and the profession as a whole. The SFBA should explore every opportunity to play a direct, coordination, co-sponsorship, or advisory role in the CLE field. In addition, the SFBA should consider charging fees for some, if not all, of the continuing legal education activities in preparation for the time when these activities will need to become self-supporting. Small fees introduced at an early stage can be gradually increased over time.

4. Expand volunteer participation in the programs. Following the process outlined above, it should be possible to identify volunteers (from the associations, non-affiliated lawyers, universities, and other sources) who would be willing to participate as volunteer speakers and authors of course materials. This could leverage the available resources of the SFBA, and should generate greater interest and participation in the CLE programs themselves and in the pertinent associations.

5. CLE programs should be viewed as a key element of a longer term strategy of financial self-sufficiency. Plan, structure and price CLE events to obtain maximum strategic benefit in terms of bar membership development and raising revenue to assist in achieving the goal of self-sufficiency. Sensible pricing for CLE seminar or video tape materials, or materials, alone, as well as multiple site course offerings, should be considered (particularly when the course will generate large audiences). Develop a system for recording contributions in-kind (for any activities under the Project), including time, services, goods, discounts and non-reimbursed expenses. This is important, as contributions are a resource and a form of leveraging donor funds. Being able to demonstrate contributions is very persuasive in presenting cases to prospective donors.

IV. LAW-RELATED EDUCATION (POPULAR LEGAL EDUCATION)

A. Project Requirements

The Law-Related Education program (LRE) is intended to overcome one of the fundamental problems in the administration of justice in El Salvador. Because of the relatively low level of education of a majority of the population, many people lack the ability, knowledge, and confidence to demand fair treatment under the law.

Under LRE, Salvadoran citizens will be instructed on: (a) the most relevant aspects of Salvadoran legislation, legal institutions, constitutional guarantees and human rights, and (b) how to seek protection under the law. It is expected that LRE will result in the population in general becoming more active in demanding better administration of justice.

The Project Paper and Cooperative Agreement divide the LRE program into three parts:

1. Radio and newspaper spots addressed nationwide to the general public. In the Project Paper, the radio program includes at least six five-minute programs a week (on Radio Cadena YSKL), in the form of a dialogue between a lawyer and average citizens. Two monthly inserts in the major newspapers are also required.

During 1992, AID and IABF agreed that television programs could be used in partial compliance of the media and coverage requirements. This change to the basic requirements result from Project Implementation Letter No. 12, approving the revised Project Action Plan submitted by IABF for the period Sept. 1, 1992 through Aug. 31, 1993. (See Annex H for summary of revised requirements.)

2. Outreach to special interest groups such as high school students, labor unions, women's groups and campesino organizations, to inform them of: (a) their rights and obligations under the law, and (b) how they can protect these rights and participate in the process of promoting democratic principles and the rule of law.

Approximately 25,000 copies of three publications are to be produced and distributed to these groups each year, in the form of comic books using publications similar to those produced in Puerto Rico, Peru and other Latin American countries as models and with the assistance offered by the Street Law Institute of Georgetown University. As in CLE, members of the SFBA are expected to volunteer time for courses and lectures directed at these groups to reinforce the themes of the publications.

3. A series of round tables and workshops directed at journalists. The objective is to better acquaint them with Salvadoran law, to enable them to give better coverage to legal

matters, thus helping the general public to better understand the law as it concerns them as individuals. As in CLE, members of the SFBA are expected to volunteer and contribute their time to moderate these programs.

From the outset of the project, the IABF was to provide an expert in LRE to help design all aspects of the program. It was expected that during the life of the project, approximately 1.2 to 1.5 million Salvadorans (or 25% of the population) would receive written materials or instruction through radio or lectures on judicial procedures and processes relevant to their particular economic or social situations.

LRE is generally designed to inform the least well-educated members of society about their rights as individuals under the law and how to exercise those rights. An expected by-product of LRE is that the general public will begin to demand overall improvements in administration of justice in El Salvador.

B. Activities

The LRE program was slower in development than CLE. During 1991, there was sporadic activity with the press and a TV talk show. The IABF, however, did arrange for the visit to El Salvador of a Chilean expert on LRE, Luis Bates. Bates spent a week in El Salvador in July 1991, with the purpose of helping to design an LRE program for El Salvador, based on extensive experience in Chile. Contacts were also made with some law schools to identify their interest in LRE.

After the Bates visit, the Legal Education Committee directed that the first effort should be to produce plastic calendar cards containing the text of principal labor and political rights and the principal rights of the detained. The plastic calendar cards were suggested by the IABF Program Director, based on earlier experience in Ecuador. In February 1992, 9700 cards were delivered to different sectors and institutions. The estimated cost of this effort in US \$ was \$2,000, or \$.18 per unit. This particular effort was continued in the second year of the project. In January 1993, an additional 25,600 were prepared and distributed through various channels, including Fiscalía, Procuraduría de Derechos Humanos, Tribunales de Justicia, the SFBA, non-affiliated lawyers, and labor unions on the occasion of the visit to El Salvador of an AFL-CIO representative. More cards will be produced and distributed next year. Response to these has been very favorable, as demonstrated by repeated requests for more.

The overall efforts in LRE are summarized in Annex H, broken down by type of activity. As with CLE, the IABF Program Director provided continuing guidance and suggestions, incorporating experiences in similar efforts in other countries.

The centerpiece of LRE activities at this point is the two minute TV spot series, Consultorio Jurídico, developed by the SFBA working with the local advertising firm, Geminis Publicidad. The TV spot idea was suggested by the IABF Program Director, also based on earlier experience in Ecuador. The basic scheduling of the spots is five per week, originally

having been broadcast 20 times or more per month beginning in February, 1993. The TV spots have also been adapted for radio broadcasts, and the text of the spots are carried as "inserts" in the press.

There has been no exact measurement of response and impact yet, although there are indications through letters received by the SFBA that the response is positive. Also, Geminis Publicidad maintains that the TV spots reach an audience of 35,000 viewers, but has no information on viewer profile, impact, etc. It is hoped to continue the TV spot, radio and newspaper program through end-of-project, but budgetary constraints may place limitations upon this. Therefore, adjustments may be necessary in the last contract year to prioritize and facilitate achievement of project objectives.

The media spot programs to date have encompassed over 40 legal subjects, based upon an everyday hypothetical problem and model answer developed by one lawyer, and reviewed and approved by the Legal Education Committee. It is expected that more themes will be developed. These themes may also be used for the production of more plastic calendar cards.

The newspapers and radio stations in El Salvador do not provide free public service space, so the inserts and radio spots are paid for as advertisements. The cost of the TV campaign is substantially reduced by the donation of air time for two-minute spots. The TV channel which runs the spots has made a donation of the air time, although it does charge for promotional efforts to advertise the spot during other hours.

It is intended to carry out a survey in the near future to measure the penetration of the media campaign. The methodology and content of the survey are currently in development by the SFBA and Geminis Publicidad. It would be worthwhile exploring if media or communications guidance could be provided under the coordinated communications strategy and facilities being developed under Judicial Reform II Project.

Nothing has been done with respect to comic books and journalist round tables and workshops.

As the Action Plan and budget are currently in preparation, no decisions have been made regarding efforts for the last contract year.

C. Observations and Conclusions

The LRE program was slow in getting started, but is now quite active. The ideas suggested by Bates at the beginning were used by the SFBA in getting started. The Legal Education Committee acted on the suggestion to produce the plastic calendar cards, but little other action occurred until late 1992. The IABF Program Director, nevertheless, was continuously monitoring the efforts, trying to stimulate activity and implement the program.

When activities of the scope envisioned by the project became possible in 1992, the IABF Program Director was closely involved with guidance, suggestions, monitoring and review.

There does not appear to be an overall statement of mission for the LRE program, nor has any system or survey mechanism been adopted and used yet to monitor its penetration, successes and failures in order to make ongoing adjustments. Given the circumstances in El Salvador, changes may occur more quickly or differently than would be expected on the basis of experiences in other countries. Thus, more planning and timely monitoring should be built into the process.

The intended survey related to the TV spots, radio and press program should be carried out as quickly as possible, and designed in such a way as to establish a base line for further surveys. The survey should also take into consideration other available surveys already done or planned under AID auspices, to take full advantage of the public opinion and data base that is developing in El Salvador. Consideration should also be given to surveying lawyers' awareness and attitudes toward the program, and any observations they may have as to making the program more effective. (If lawyers are surveyed, the occasion could be utilized to cover CLE as well). Presumably the survey will also provide a basis to determine cost effectiveness, which is critical in the face of the budget problems foreseen for the last contract year.

The issue of impact and effectiveness leads directly to a broader concern of expanding the program to bring more lawyers into the decision-making process. The Legal Education Committee is already an indication of volunteer effort, but this can be built upon by reaching into the association membership, law schools, and unaffiliated lawyer pool to develop more volunteer effort. This is going to be critical in successfully reaching the large number of citizens foreseen in the project design (25% of the population). In particular, there appears to be little direct contact with the special interest groups: labor unions, campesinos, women's groups and high school students. To reach these audiences on a representative national level, as contemplated in the Cooperative Agreement, there needs to be a greater pool of volunteer participants. Identifying and getting commitments from volunteers, designing and implementing the work plan, sound measurement of progress, and adjusting the program to respond to feedback may, however, require more effort than can be carried out with the currently committed staff and volunteer resources.

In the process of reaching out, suggestions should be sought regarding topics (new or to be repeated). The planned survey should seek public input on topics relevant to the audience (this presumes the TV spots, radio and newspaper notices are reaching different levels, particularly the less fortunate, and outside the capitol).

The law faculty and student community may represent a means to leverage the resources of the SFBA. There are indications of interest in legal clinics, and it has been pointed out that graduating law students have a fixed period (500 hours) of social service to fulfill. This may present an opportunity to fuse that social service obligation to the LRE program. All of this can

be viewed as expanded outreach, which is essential to meeting, if not exceeding, the targets of the project and reducing costs.

D. Recommendations

In reviewing the LRE dimension of the overall program, the following recommendations emerge:

1. The "message" to be delivered through the LRE program should be clarified. The program is intended to impart knowledge of legal rights, but it has a broader or more philosophical underpinning: creating a sense of confidence in the legal process in the citizen viewers/recipients. The process includes the image of the legal profession as a critical factor in assuring access to that system, one of the basic principles of the entire administration of justice project in El Salvador.

2. Expand and reinforce the products to be delivered and the mechanisms for delivery. Closer attention should be paid to reaching the population numbers contemplated in the Cooperative Agreement, and to identifying any means of reducing costs. All available channels of communications should be investigated and utilized, including schools, labor organizations, town meetings, campesino groups, and local government, with an emphasis on lowest cost distribution of maximum volumes of materials.

3. Accelerate and refine the survey for the TV spots, radio and newspaper inserts, to ensure a sound measurement of the baseline attitude, and any subsequent change in these attitudes, which correlates to other available polls and surveys already taken or planned. There is substantial data being generated from a variety of sources, so full advantage should be taken of this information to develop a communications strategy. The findings of this survey, and others taken with appropriate frequency thereafter, should be carefully analyzed from a cost benefit point of view to determine appropriate adjustments in the communications strategy. It is recognized that there may be an overlap with other public education programs sponsored by AID or others, but this should be viewed as an opportunity for all groups involved to share experience, harmonizing the output of the programs as well as means of measurement and analysis. This would presumably be done under the Public Education and Legal Reform Working Group within Judicial Reform II.

4. Expand the base of participation and involvement of the SFBA and individuals comprising its member associations, as well as from other groups, such as the law school community and non-affiliated lawyer pool. This is a way to leverage the limited resources of the SFBA, and to build habits of volunteerism essential to the effective functioning of bar associations, all aspects of institutional strengthening.

5. The comic book concept should be reviewed to determine whether it can (or should) be pursued in the remaining contract year.

6. The journalist round tables and workshops should be pursued, particularly with an eye to low-cost media coverage of project activities. This might be enhanced through cooperation under Judicial Reform II, which may provide leverage in getting press coverage other than on a paid basis.

V. OVERVIEW OF THE PROJECT AND FUTURE DIRECTION

A. Responsiveness to the Legal Community

At the core of the analysis of the SFBA and the four-year USAID-funded project lies a basic question: Is the fundamental project objective to offer legal and law-related educational services or is it to strengthen the SFBA so that it can offer these services as well as many others designed to improve the administration of justice in El Salvador on a continuing and sustainable basis?

The initial project documents clearly state that the purpose of the project is "to improve the administration of justice in El Salvador by strengthening the organized bar's role as an effective advocate of high professional legal standards, a responsible judiciary, and the transcendence of the rule of law." Beyond this core objective were project activities to be implemented in the areas of continuing legal education, public legal education and U.S. information gathering visits.

Certainly, the implementation of these various project activities responded to the needs and interests of many if not all the members of the legal community. Unfortunately, implementation did not focus on the central issue of strengthening the SFBA's capabilities to provide sustainable leadership to its members and to the justice system. The strong consensus of all interested parties interviewed during the course of this evaluation is that, thus far, the project has not adequately addressed that fundamental objective of institutional strengthening.

In fact, as described in Chapter I, the bifurcation of the SFBA decision-making structure initiated for the purpose of implementing the project activities has had serious negative effects on the operational effectiveness of the organization, especially on its ability to achieve the project's institutional strengthening objectives.

If the project is to be successful in the final analysis, it will be essential that work begin immediately to address the core issues of the mission, goals, structure, operations, management, and decision-making of the SFBA. As clearly stated in the original project documents (though omitted from the institutional sub-contract for reasons outlined in Chapter II), the work to be done in institutional strengthening revolves around the need to transform the SFBA into an institution able to serve as an effective advocate of high professional standards, a responsible judiciary and transcendence of the rule of the law.

A crucial element in the strengthening process must be movement toward institutional sustainability and financial self-sufficiency. The SFBA is currently supported through funding from USAID with very little of its annual budget coming from membership dues and service fees, yet it is intended to be a membership and service-based organization. Funding from USAID

beyond the next (and last) 13 months of the project is uncertain at best. Consequently, the SFBA must look at its financial management systems and build from within the capability to sustain itself over the long term. This represents a fundamental departure from the current approach to project activities.

In the original project document, this need was considered. The SFBA was to be strengthened to better serve its members and to better serve the interest of the citizenry in general. An increase in membership fees and enhanced planning capability were cited as two end-of-project objectives. While these activities alone would not be sufficient to adequately strengthen the SFBA, they were clearly more in tune with the direction needed in the institutional strengthening component of the project.

This refocusing of project priorities raises a second key question within the framework of this analysis: Is it possible to transform the SFBA to the type of strong, proactive (and financially self-sufficient) independent bar association required in El Salvador? There is no consensus on this question among those interviewed, although there is consensus that a strong, independent bar association is needed in El Salvador.

What is recommended is a three-part consensus-building process: first to get agreement within the legal community on a well articulated vision of the role of the organized bar in El Salvador; second, to determine if the SFBA, as it is currently constituted, can be strengthened to fulfill that role; and third, to get agreement on the steps required to strengthen and position the institution so that it can carry out that role effectively. More specifically, this would entail the following:

1. The first step in this transition should be the development of a consensus on precisely what is envisioned as the appropriate role of the organized bar in El Salvador. The chart on page 17 presents a conceptual framework to assist the SFBA in facilitating a dialogue on this issue within the Salvadoran legal community.

2. Once a clear vision has been developed of the appropriate role for the organized bar, the next step would be to assess the current capabilities of the SFBA and determine what would have to be done to enable it to fulfill that role.

3. This assessment would provide the basis for development of a long-term strategy (3-5 year strategic plan) for a more systematic approach to institutional strengthening, including revising by-laws, re-structuring the staff, re-orienting its activities and operations, expanding membership and increasing dues and fees.

If it is determined that the SFBA cannot be transformed effectively to the new role and capabilities, the strategic planning process would still be the next essential step in developing an institution capable of fulfilling this role. That decision would most logically be placed before the SFBA Board. If the Board agrees unanimously to the transformation of the SFBA after

reviewing the assessment and the various recommended organizational changes, they could then work with the management and staff to develop and implement the strategic plan.

The three-step process outlined above needs to be the primary focus of the IABF Board and staff of the SFBA over the up-coming and final 13 months of the project. If the organization proceeds with business as usual, there will be no plan in place to sustain the staff or services and no resources with which to make the necessary transition. The plan developed for the transition would serve as the Annual Action Plan for the final year of the project. This means that the consensus-building process should take place over the next two-to-three months.

B. Effectiveness of Project Management

The current project management team eventually overcame many of problems that hindered the initial implementation process. From one perspective, it is clear that the managerial and financial structure now in place has demonstrated the capacity to engage in project activities such as continuing legal education, law-related (public) education and visits to the U.S. by leaders from the Salvadoran legal community. But since the principal underlying objective of the project, i.e., the institutional strengthening and sustainability of the SFBA, has not yet been adequately addressed, continued success in offering these programs will probably be limited to the life of the project as will the current staff positions which are also funded through the project. If both staff and program are to be sustained, the transformation of the SFBA is essential.

Given the critical need and unique opportunity for the SFBA to implement the process of institutional strengthening and transition described above, it will be necessary for the IABF and SFBA leadership to review current plans, resource allocation and staffing to determine what adjustments will be required to respond to this challenge. Since it appears that the existing managerial and financial structure is totally occupied with the current agenda, it will be necessary either to alter the agenda, shift some of those resources, or to acquire additional resources in order to provide the substantial support required to implement the proposed institutional strengthening and transition process using the remaining 13 months of the project.

C. Effectiveness of Communications and Relationships

Although the relevant project documents provide adequately clear statements of the project purpose, expectations, roles and relationships, many of the problems and delays experienced during the initial implementation phase of the project may be attributed to a lack of mutual understanding and shared values among the key participants.

The differences of opinion and conflicts manifested throughout the project's implementation should be viewed as a reflection of the political divisions and circumstances which have been the reality in El Salvador during the past decade. The evolving receptivity to

change within many members of the SFBA became evident during the interviews conducted for the evaluation and suggests that the recommended consensus-building and strategic-planning processes could successfully define and build upon common goals.

However, success will require significant improvements in the communication and working relationships on several levels:

1. It is critical that the IABF and USAID take the initiative in developing a more direct working relationship and ongoing communication with the SFBA Board of Directors. The organizational chart in Chapter I clearly demonstrates that the current organizational structure provides little continuity, accountability or collaboration between the Board (which represents the members), the Legal Education Committee (which oversees the project) and the staff (which reports only to the Legal Education Committee). This closer working relationship would be especially advantageous as the SFBA Board confronts the difficult challenge of the institutional strengthening and transition process described above.

2. The SFBA leadership will have to substantially improve the communications between the Federation and its member Associations, as well as the individual members of each Association. An even more difficult challenge for the SFBA will be to reach out to all the unaffiliated members of the Salvadoran legal community in order to broaden the base of participation and support for the organized bar. This will require a major re-orientation in the operating structures and procedures of the SFBA, including an expanded committee structure, more direct involvement of individual members in SFBA activities, and modifications in the role of the Board, to accommodate these changes.

3. The historical social and political focus of the Salvadoran bar associations will have to shift to a service orientation and this shift will have to be effectively communicated to the full membership. When the majority of the members of the legal community perceive that the organized bar has both the commitment and capability to respond to their professional needs and interest, they will be motivated to support and participate in the organization. That broad base of support from the legal community will, in turn, provide the financial and human resources required for the sustainability and financial self-sufficiency of the organization.

D. Progress Towards Achieving Objectives

After a slow start, the project has made substantial progress during the last 8-10 months in achieving those objectives related to the CLE and LRE activities. But very little progress has been made concerning the fundamental objective of institutional strengthening. Furthermore, even the successful implementation of the CLE and LRE activities has not been specifically designed and integrated to ensure its potential contribution to the institutional strengthening objective. Specific recommendations have been presented elsewhere in this report to enhance progress towards achieving these objectives during the remainder of the project. A summary of these recommendations is presented in Section E below.

There is an opportunity to heighten the contribution of this project to the broader USAID strategic objectives, particularly increasing equitable economic growth and improving environmental and natural resource management. Improving the quality of performance of legal professionals, both technical and ethical, and promoting respect for the rule of law will help create the level playing field that attracts and builds the confidence of investors and other economic actors. Similarly, the project should increase awareness and respect for environmental laws and facilitate enforcement.

Throughout the remaining implementation of the project, topics could be selected for continuing legal education and law-related education activities that would focus on priority issues relevant to equitable economic growth and environmental and natural resource management. In the future, a strengthened Bar Association would be better able to sustain these and other activities that would contribute to these broader USAID objectives.

E. Summary Conclusions and Recommendations

Recommendations for Institutional Strengthening

1. Formulate a strategic plan to take the initiative in preparing for the establishment of a modern bar organization in El Salvador by building a common vision for that organization, assessing the SFBA's capability to become that vision and developing a strategic plan to transform the SFBA or initiate a new institution. The strategic plan should be developed as quickly as possible in order to seize opportunities which may emerge.
2. Plan for the need for additional human and financial resources to formulate and carry out the plan, and give consideration to establishing direct links between the SFBA and AID. It should be anticipated that the recommendations for a transformed SFBA will include a more traditional reporting structure.
3. Focus more attention on the development of financial self-sufficiency within the SFBA.
4. Seek and obtain maximum assistance from organized bars in other relevant countries.
5. Monitor and give appropriate consideration to relevant political developments, such as the position on the independence of the bar stressed in the Truth Commission Report, and coordinate efforts as appropriate with the Judicial Reform II coordination mechanism.
6. Continue to implement the CLE and LRE programs, and plan for their transition in the context of the various scenarios.

7. Develop the strategic plan as quickly as possible to prepare the SFBA to seize any opportunities created by political or other circumstances.

8. Design the strategic planning process to be as open, inclusive and participatory as possible to ensure that the outcome will be accepted and supported by the Salvadoran legal community.

Recommendations for Continuing Legal Education

1. Expand involvement of affiliated and non-affiliated lawyers, as well as law schools, in the selection and decision-making process. Develop new communication means to overcome the historical constraints of the SFBA structure.

2. Expand the variety of CLE programs to include "bread and butter" courses. Identify timely and interest-generating topics by surveying comparable programs offered by bar associations in other Latin American countries and the United States and develop good "how to do it" courses and materials.

3. Seek to establish a role for the SFBA in formulating and implementing CLE-type programs in El Salvador.

4. Expand participation in the programs by attracting volunteers as speakers and authors.

5. Plan, structure and price CLE events to obtain maximum strategic benefit in terms of bar membership development and raising revenue to assist in achieving the goal of self-sufficiency. Sensible pricing for CLE seminar or video tape materials, or materials alone, as well as multiple site course offerings, should be considered (particularly when the course will generate large audiences).

Recommendations for Law Related Education

1. Clarify the message to be delivered through the LRE program to ensure that the recipient understands there are legal processes available to him or her, and that the recipient develops confidence in that process.

2. Expand, adapt and reinforce the product to be delivered and the mechanisms for delivery utilizing cost effectiveness techniques to determine the best mix, as well as any means of reducing costs.

3. Refine and accelerate implementation of the currently planned TV spot, radio and newspaper insert survey and continue surveys on a timely basis to permit adjustments in the LRE program as it continues to evolve. Coordinate surveys with other surveys already conducted or

planned outside the framework of the project to optimize the data base and cost effectiveness analysis.

4. Expand the base of participation in the SFBA efforts, drawing upon individuals in the member Associations, non-affiliated lawyers, and lawyers in other sectors, particularly in the law school community.

5. Review the proposed comic book concept to determine whether it can (or should) be pursued in the remaining last contract year.

6. Pursue the possibility of journalist round tables and workshops, particularly with an eye to low-cost media coverage of project activities.

ANNEX A

STATEMENT OF WORK

The InterAmericas Group, Inc.
Contract No.519-0406-C-00-3122-00

Prior to arriving at Post, the contractor will interview the U.S. Program Director and other IABF Officials, as appropriate, at their home office in Washington, D.C. The Contractor will obtain from these interviews a complete historical background of the program and IABF's assessment of the project progress and future expectations. This activity will take the Contractor no more than 2 working days.

After arrival at Post, the Contractor will be briefed by USAID and then expend not more than two days in preparing a detailed work plan. The work plan will schedule the activities of each team member, lay out the objectives for each activity, specify the kind of information to be sought, how the information will be validated, the analytic framework in which it will be utilized, and the product that will be developed.

The work plan, which must be approved by USAID, is considered a critical element in the evaluation exercise. It is intended to demonstrate that the consultants and USAID/ODI are fully agreed as to points to be addressed in the final product, the methodology utilized to develop those points and the kind of evidence upon which observations are based.

Upon arrival in El Salvador, the Contractor will review the following, and other documents, as appropriate, which will be provided to consultants by USAID: 1) Project Paper; 2) Cooperative Agreement; 3) IABF sub-agreement with the SFBA; 4) Quarterly Reports, Project Implementation Letters, etc.; 5) Other useful background information for the preparation of the report.

The work plan, must, at minimum, address the activities required to produce the final mid-term evaluation report that will:

- a) Assess whether the SFBA strategy, goals, objectives, and operating procedures are responsive to the needs and professional interests of the legal community or if they should be modified. If modifications are recommended, detail what these are.
- b) Evaluate whether the SFBA has the capacity to achieve project objectives or if it necessary either to reinforce the organization's capacity in areas identified as deficient, or to redefine project components' objectives and how.
- c) Evaluate the planning methodology of Project's outreach activities, such as its seminars and law related education programs, to determine whether the SFBA is receiving enough input from program recipients.

d) Assess the expectations of and direction given to the SFBA by both IABF and USAID. Determine whether these are compatible and whether they assist or impede SFBA in achieving its objectives.

e) Evaluate the managerial and financial structure/capabilities of SFBA. Areas to be addressed include appropriate assignment of tasks, level of morale, level of efficiency, level of direction, and plans/possibilities for self-sustainability of the project beyond the period of USAID funding.

f) Examine the relationship and communication between SFBA and the Bar Association members in carrying out project activities. Assess the effectiveness of communication between SFBA and these organizations and make necessary recommendations to improve formal or informal linkages with these organizations. Also examine the relationship of the SFBA with the Supreme Court and make recommendations as to how independence can be achieved.

g) Assess whether SFBA has managed its resources in a cost effective manner, and whether the investment of resources has produced a reasonable return (Strengthening the Bar).

h) Evaluate this project's contribution to USAID and broader Agency Strategic Objectives. Evaluator will also make recommendations as to how this impact/contribution might be heightened.

i) Provide a summary with conclusions and specific recommendations as to how the project might be improved. This summary will include recommendations to guide the Mission in the continuation of the project implementation.

WID issues identified below will be addressed as appropriate in the body of the report. However, a separate annex will be provided which specifically answers the following questions:

1. Design, appraisal and implementation

a. How were the interests and role of women (compared to men) taken into account in each of the design, appraisal and implementation stages of the project?

b. In what ways did women (compared to men) participate in these processes?

2. Effects and impacts

a. What were the effects, positive or negative, of the project concerning women's (compared to men's) access to project benefits?

b. How were the interests and role of women (compared to men) taken into account in the evaluation stage?

c. Were significant factors concerning women (compared to men) overlooked at the appraisal stage?

3. Data availability

a. Were gender-specific data available for each of the following project stages: Design, Appraisal/Approval, Implementation, Monitoring, Evaluation?

4. Sustainability

a. How did women's integration in USAID activities affect the sustainability of project outcomes? Were outcomes more sustained (or less sustained) when women were taken into account in USAID activities?

b. Are results achieved by the project equally sustainable between men and women beneficiaries?

REPORTING REQUIREMENTS

The contractor shall provide USAID the following reports:

1. A Work Plan

This is described in the above section. It must be provided within two working days after the arrival of the contractor. The work plan will be presented, as part of the entry interview, to the Mission Evaluation Committee.

2. A Draft Report

At least five working days before leaving El Salvador, the contractor shall give to USAID/ODI a draft report in English, which shall contain the same sections outlined in the evaluation report sections. The contractor will participate in reviews of this draft with the Mission Evaluation Committee (MEC) to be held within 3 days after the date of submission of the draft.

Using comments from this review and written comments from MEC members, the contractor will complete final draft and deliver 5 copies to USAID prior to departure.

3. A Final Report

Within 10 days of Mission's receipt of final draft, the MEC will advise the contractor of further changes required. Final evaluation reports, 15 English copies and 5 in Spanish, are

to be submitted to USAID/ODI by the evaluation team no later than four weeks after the receipt of USAID comments, incorporating clarifications and/or additions requested by the Mission.

The evaluation report will include the following sections:

a. An Executive Summary, including purpose of the evaluation, methodology used, findings, conclusions and recommendations. It will also include comments on development impact and lessons learned. It should be complete enough so that the reader can understand the evaluation without having to read the entire document.

b. A copy of the Scope of Work under which the evaluation was carried out. The methodology used will be explicitly outlined and will contain the requirements to assess how (and how successfully) the project being evaluated fits into the Mission's overall strategy. Any deviation from the scope will be explained.

c. A listing of the evaluation team, including host country personnel, their field of expertise and the role played on the team.

d. A clear presentation of the evaluation recommendations, in a separate section of the report so that the reader can easily locate them.

e. The project's lessons learned should be clearly presented. These should describe the casual relationship factors that proved critical to project's success or failure, including necessary political, policy, economic, social and bureaucratic preconditions within the host country and USAID.

These should also include a discussion of the techniques or approaches which proved most effective or had to be changed and why. Lesson concerning replicability and sustainability will be discussed.

g. A paginated Table of Contents.

4. AID Evaluation Summary

The contractor will complete the abstract and detailed summary portion of the "USAID Evaluation Summary", for submission with final report. USAID/El Salvador will provide the team with appropriate forms and guidance.

ANNEX B

FEDERATION OF BAR ASSOCIATIONS PROJECT
DRAFT WORK PLAN FOR MID-TERM EVALUATION
By The InterAmericas Consulting Team

(Submitted June 2, 1993)

(Reviewed and Approved by USAID June 7, 1993)

FEDERATION OF BAR ASSOCIATIONS PROJECT
DRAFT WORK PLAN FOR MID-TERM EVALUATION
by the InterAmericas Consulting Team

A. PURPOSE:

- Assess likelihood of achieving Project's objectives
- Identify constraints to success
- Make recommendations for mid-course improvements
- Report on lessons learned to date

B. KEY TASKS AND TIME FRAMES:

1. Begin review of documentation provided by USAID (5/20)
2. Identify interviewees (USAID and Consultants input) (5/20-5/27)
3. Preliminary discussions with IABF Program Director (Andres Barreto--AB)
 - Set time for interview (5/25)
 - Review materials provided by AB (FSBA semi-annual and monthly reports to IABF) (6/1-6/3)
4. Interview AB in DC (6/4)
 - Also meet with Charles Norberg, past President of IABF
 - Use RFP Statement of Work as frame of reference. RFP paragraphs IV (a-1) and points 1-4 concerning WID. See also the Inter-Americas Group Proposal, Statement of Work, C-4 (pp. 5-7)
 - Identify additional interviewees and obtain additional documentation, e.g., relating to planning, setting of objectives, monitoring, methods of measurement of success, and value of contributions (such as value of time contributed by lawyers and others)
5. Meet with USAID upon arrival in El Salvador (6/7)
 - Briefing by USAID

- Meetings/interviews with USAID officials involved in Project (past and present)
 - Review impact and any special needs created by relevant developments (e.g., judicial reform, peace process, and UN Truth Commission) and particular local conditions (e.g., the disabled)
 - Review potential for evolution of collaboration in administration of justice among IADB, World Bank, AID, etc.
 - Review and refine preliminary work plan
 - Review list of interviewees — roles, credentials, and relevant knowledge and experience
 - Identify other possible interviewees, e.g., persons who can speak to effectiveness in reaching populace in access to justice/public awareness efforts, such as media experts, pollsters, publicity firm uses by FSBA, consumer and women's groups
 - Review preliminary list of interviewees (see 5/28 Fax memo from J. Thomas to L. Medina) and review tentative appointment schedule to determine optimum sequence of interviews, and which to be conducted jointly by consultants or singularly
 - Establish parameters for questioning interviewees
 - Identify other available documentation, especially relating to planning process (see comments re AB interview above)
 - Review framework and structure of consultants' final report
 - Discuss availability of comparative data (objectives, accomplishments, reports) on similar programs in other countries
6. Conduct interviews (6/8-6/11)
- Where possible, visit premises or facilities used for Project or relevant to Project, to get sense of quality of infrastructure, equipment and working environment (e.g., Casa de Abogados, law schools)
7. Preparation of draft report (6/12-6/13)
8. Review draft with MEC (6/14-6/17)

- Carry out interviews not possible in first week or with persons identified later
 - Review any documentation received late
 - Incorporate interview and documentation review results into draft
9. Oral debriefing (6/18)
 10. Depart El Salvador (6/19)
 11. Receive USAID comments/feedback on draft report (6/28)
 12. Submit final report to USAID (7/30)

ANNEX C

LIST OF PERSONS INTERVIEWED

USAID (El Salvador)

Deborah Kennedy-Iraheta
Director, Office of Democratic Initiatives

Dr. Luis Alonso Medina López
Program Specialist, Office of Democratic Initiatives

IABF (Washington, D.C.)

Dr. Andrés Barreto
Director, Administration of Justice Program.

Charles Norberg
Chairman, Inter-American Bar Foundation

SFBA (El Salvador)

During the two week visit in El Salvador a series of meetings were held with the principle Staff Members and the President of the SFBA, as well as two key participants in the Law-Related Education Program.

Dr. Jorge Efraín Campos
Abogado y Notario

Lic. Mirna de Hernández
SFBA Project Administrator

Dr. José Luis Lovo Castelar
"Gomez Vides-Salazar-Lovo C."
Abogado y Notario

Lic. José Adolfo Torres Lemus
Abogado y Notario

Sr. René Velasco A.
Gerente General
Géminis Publicidad

The following members of the SFBA Board of Directors participated in a three-hour Joint Meeting with the InterAmericas Team on Friday morning, June 11, 1993.

Dr. Miguel Angel Arriaza Cacéres,
Asociación de Abogados de Ahuachapán

Dr. Raúl Angel Calderón
Abogado

Dr. Jorge Efraín Campos
Abogado y Notario

Lic. Francisco Reynaldo Castillo Borja
Sociedad de Abogados de Ahuachapán

Lic. José Ricardo Chiguila Durán,
Sociedad de Abogados de Ahuachapán (Secretario)

Dr. Oscar Edgardo Lara
Abogado

Lic. Alfonso Quiñonez Meza
Abogado y Notario
Centro de Estudios Jurídicos

Dr. Mario Antonio Regalado Castro
Magistrado
Sociedad de Abogados de Occidente

Lic. Oscar Armando Velis Cuestas
Abogado y Notario
Sociedad de Abogados de Occidente

Other individual members of the SFBA Board and its member Bar Associations were interviewed.

Dr. Miguel Angel Arriaza Cacéres
Magistrado
Presidente Cámara de lo Civil
de Occidente

Dr. Francisco José Barrientos
Abogado y Notario

Dra. Beatrice Alamanni de Carrillo
Consultorías Jurídicas Internacionales

Dr. José Ernesto Figueroa Alvarez
Abogado y Notario

Dr. Salvador Nelson García
Director Escuela Judicial

Dr. Jose Ernesto Jeréz
Secretario General
Asociación de Abogados de
El Salvador

Dr. José Domingo Méndez
Abogado y Notario

Lic. Aída Minero Reyes
Abogado y Notario

Dr. Roberto Oliva Ortíz
Abogado y Notario

Lic. Ernesto Alfredo Parada Rivera
Decano de la Facultad de Ciencias Jurídicas y Sociales
Universidad Nueva San Salvador

Dr. Mario A. Regalado Castro
Magistrado

Dr. Salvador Alberto Urrutia López
Abogado y Notario

Roberto Vidales
Depto. de Estudios Legales
FUSADES

Dr. Luis Arturo Zaldívar Romero
Presidente
Tribunal Supremo Electoral

Two other individuals were interviewed as representatives of organizations relevant to the SFBA Project.

Felix Ulloa hijo
Presidente
Instituto de Estudios Jurídicos de El Salvador

Dr. Albino Tinetti
Unidad Técnica Ejecutiva,
U.T.E.

ANNEX D

SIA

LIST OF DOCUMENTS AND BACKGROUND MATERIALS REVIEWED

AID

Project Paper (Sept 1990)

Project Implementation Letters

Administration of Justice in El Salvador:
An Interagency Strategy for US Government Assistance (April 1992)

Strategy Statement for Judicial Reform II

Cooperative Agreement No, 519-0373-A-00-0396-00, Sept 16, 1990, between AID and Inter-American Bar Foundation

Acuerdo de Cooperación entre la Fundación Inter-Americana de Abogados y la Federación de Asociaciones de Abogados de El Salvador, December 17, 1990 (The "Sub-Agreement")

Encuesta de Opinión Pública XVI (CID/Gallup, February 1993).
Includes "El Sistema Judicial".

Report on Campaña de Comunicación del Proyecto de Reforma Judicial.

Democratic Institutions Portfolio: USAID/El Salvador's Program for the Promotion of Enduring Democratic Institutions and Practices. Office of Democratic Initiatives, April 1993.

Program Objectives Document, FY 1993 to FY 1997, and Action Plan, FY 1993 and FY 1994. USAID El Salvador, April 1992.

LEGAL MATERIALS

Constitución, República de El Salvador (with 1983 reforms)
(Ministry of Justice)

Ley Orgánica Judicial (Publicaciones Especiales de la Corte Suprema de Justicia)

Proyecto de Reforma Judicial II (Outline Brochure, Corte Suprema de Justicia et al, March 1993)

"Formación Académica del Estudiante de Derecho y Superación

Profesional del Abogado". Comisión Revisora de la Legislación Salvadoreña, December 1990.

"Recomendaciones", from Report of Truth Commission, United Nations, 1993.

Fortalecimiento del Estado de Derecho: Un Programa en Marcha, Ministry of Justice, 1993.

SFBA

By-Laws and Internal Regulations

Proposed Reforms to By-Laws

Speeches of Presidents of Board of Directors, May 29, 1993:

Dr. Jorge Efraín Campos (Incoming)

Dr. Luis Arturo Zaldívar Romero (Outgoing)

File and Contract re LRE program with Géminis Publicidad

Draft Audit Report (For periods through 8/31/92)

Action Plan. September 1, 1992 through August 31, 1993

Monthly and Semi-annual reports to IABF (and last semi-annual report from IABF to AID, covering September 1, 1992 through March 31, 1992).

Certificate of membership information regarding associations comprising SFBA.

ANNEX E

A.I.D. EVALUATION SUMMARY - PART I

1. BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS.
 2. USE LETTER QUALITY TYPE, NOT "DOT MATRIX" TYPE

IDENTIFICATION DATA

A. Reporting A.I.D. Unit: Mission or AID/W Office _____ (ES# _____)	B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan? Yes <input type="checkbox"/> Slipped <input type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date: FY ____ Q ____	C. Evaluation Timing Interim <input type="checkbox"/> Final <input type="checkbox"/> Ex Post <input type="checkbox"/> Other <input type="checkbox"/>
--	--	---

D. Activity or Activities Evaluated (list the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report.)

Project No.	Project /Program Title	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligate to Date (000)

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director Action(s) Required	Name of Officer Responsible for Action	Date Action to be Completed

(Attach extra sheet if necessary)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation: _____ (Month) _____ (Day) _____ (Year)

G. Approvals of Evaluation Summary And Action Decisions:

	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Name (Typed)				
Signature				
Date				

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A B S T R A C T

H. Evaluation Abstract (Do not exceed the space provided)

H. Evaluation Abstract:

The purpose of the four-year project, initiated in 1991, is to strengthen the Salvadoran Federation of Bar Associations (SFBA) to improve Administration of Justice in El Salvador. Implementation is being managed through a sub-agreement between the SFBA and the InterAmerican Bar Foundation (IABF) based in Washington, D.C. Project Components include:

- Institutional Strengthening
- Continuing Legal Education (CLE)
- Law-Related (Public) Education (LRE)

This mid-term evaluation was conducted to gauge the progress of the program to date, assess the likelihood of achieving the project's objectives, identify constraints to success, make recommendations for mid-course improvements, and report on lessons learned to date. Data was collected through document review and personal interviews with IAFB personnel in Washington, D.C. and SFBA staff and board members in El Salvador. The major findings and conclusions are:

- All aspects of the project had difficulties in the initial phases; however, activities relative to the CLE and LRE components were successfully organized and implemented by the current project staff at the beginning of the third year and have continued to progress.
- The CLE and LRE activities have been managed by project staff who have little to do with the SFBA board, the legally constituted governance structure of the organization. As dictated by the project design, the staff reports to a separate Legal Education Committee which is unrelated to the board. This separation of the project from SFBA has resulted in a fracturing and subsequent weakening of the organization. The result is counter to project goals to strengthen SFBA and build its capability to sustain services which will assist its members and improve the quality of El Salvador's justice system.
- The institutional strengthening component has been reduced to the most basic level of activity, information gathering visits to U.S. bar associations. If the project is to be successful and its contributions sustainable, the last fourteen months of the project must focus on institutional issues such as structure, planning, decision-making, membership involvement and recruitment, and financial planning and management. Without such focus, the SFBA will, in all probability, revert to pre-project status.

C O S T S

I. Evaluation Costs

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
Name	Affiliation			

2. Mission/Office Professional Staff
Person-Days (Estimate) _____

3. Borrower/Grantee Professional
Staff Person-Days (Estimate) _____

A.I.D. EVALUATION SUMMARY - PART II

SUMMARY

J. Summary of Evaluation Findings, Conclusions and Recommendations (Try not to exceed the three (3) pages provided)

Address the following items:

- | | |
|--|--|
| <ul style="list-style-type: none"> • Purpose of evaluation and methodology used • Purpose of activity(ies) evaluated • Findings and conclusions (relate to questions) | <ul style="list-style-type: none"> • Principal recommendations • Lessons learned |
|--|--|

Mission or Office:

Date This Summary Prepared:

Title And Date Of Full Evaluation Report:

Purpose of the Evaluation:

The InterAmericas Group Inc. was requested to carry out a mid-term evaluation of the progress of the program to date, assess the likelihood of achieving the project's objectives, identify constraints to success, make recommendations for mid-course improvements, and report on lessons learned to date.

Methodology:

On June 7, 1993, the USAID Mission Evaluation Committee met with the InterAmericas consultants to review and approve the draft work plan for the mid-term evaluation.

- In conducting the mid-term evaluation of the SFBA project, the two-person InterAmericas consulting team followed the basic technical approach outlined in the Statement of Work except for two additions to the sequence of events designed to enhance the effectiveness and productivity of the evaluation team.
- Preliminary review of background materials prior to the visit with IABF in Washington, D.C. and the two-week visit to El Salvador.
- Preparation of a preliminary work plan prior to arrival at post.

The methodology outlined below incorporates these two changes and elaborates the technical approach that was used by the InterAmericas team to conduct the evaluation.

1. Review of Background Materials and Development on Conceptual Framework in order to develop baseline criteria for the evaluation.
2. Preparation of Preliminary Draft Work Plan
3. Interviews with IABF Officials in Washington, D.C.
4. Two-Week Site Visit to Conduct the Evaluation
5. Preparation of an evaluation report and recommendations

Activities to be Evaluated:

The evaluation was to focus on the three major project components and the effectiveness of their implementation to date. These include

- Institutional Strengthening
- Continuing Legal Education (CLE)
- Law-Related (Public) Education (LRE)

Findings:

- In the CLE and LRE project components, the current level of activity is consistent with the project design and requirements. However, there has been no groundwork laid to sustain these activities beyond the LOP which ends in fourteen months.
- SFBA and IABF deserve much credit for managing to get that portion of the job done!
- During the remaining 14 months of the project, however, the SFBA should work to improve the following:
 - > Increase the volunteer participation of members in the planning and implementation of all activities. Fees should be

- initiated for training activities where feasible. This is especially important to build towards the sustainability and financial self-sufficiency of these programs.
- > Examine opportunities and the need for collaboration/coordination with all the relevant AJ/DI activities, especially with the "Justice Reform II" Project.
 - > Develop a more systematic approach to assessing needs of the target audiences and getting feedback from all activities in order to adjust and improve the programs. This is especially important for the public education programs.
 - > Focus more attention on planning and carrying out all project activities in a manner that contributes to the primary project objective of institutional strengthening.
 - > A major problem for SFBA is the peculiar, bifurcated management structure of this SFBA project which has in turn diminished the effectiveness of SFBA to fulfill its mission. There is a consensus among all persons interviewed for this evaluation that this last point is the major weakness in the project to date.

Conclusions:

All aspects of the project had difficulties in the initial phases; however, activities relative to the CLE and LRE components were successfully organized and implemented by the current project staff at the middle of the second year and have continued to progress.

The CLE and LRE activities have been managed by project staff who have little to do with the SFBA board, the legally constituted governance structure of the organization. As dictated by the project design, the staff reports to a separate Legal Education Committee which is unrelated to the board. This separation of the project from SFBA has resulted in a fracturing and subsequent weakening of the organization. Undoubtedly, this structure was deemed necessary for viable reasons; however, the result is counter to project goals to strengthen SFBA and build its capability to sustain services which will assist its members and improve the quality of El Salvador's justice system.

The institutional strengthening component has been reduced to the most basic level of activity, information gathering visits to U.S. bar associations. If the project is to be successful and its contributions sustainable, the last fourteen months of the project must focus on institutional issues such as structure, planning, decision-making, membership involvement and recruitment, and financial planning and management. Without such focus, the SFBA will, in all probability, revert to pre-project status.

InterAmericas proposes a three-step process over the next fourteen months: first, achieve agreement within the legal community on a well articulated vision of the role of the organized bar in El Salvador; second, determine if SFBA, as it is currently constituted, can be strengthened to fulfill that role; and third, develop consensus on the steps required to strengthen and position the institution so that it can carry out that role effectively.

There is consensus among those interviewed for this evaluation that a strong, proactive, independent and self-sufficient bar association is essential to the social and economic development of El Salvador. If SFBA is to fill that need, an internal re-orientation and restructuring is going to be required. SFBA will have to be transformed.

The evaluation team strongly recommends that USAID, IABA and SFBA leadership focus immediate attention on the preparation of the final year Action Plan and Budget of the SFBA project as a mechanism for articulating policies and practical steps required to implement the recommendations presented in this evaluation.

ATTACHMENTS

K. Attachments (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier; attach studies, surveys, etc., from "on-going" evaluation, if relevant to the evaluation report.)

COMMENTS

L. Comments By Mission, AID/W Office and Borrower/Grantee On Full Report

ANNEX F

WOMEN IN DEVELOPMENT (WID) ISSUES

The SFBA has taken initiatives to encourage the involvement and participation of women. Institutionally, there is a woman member of the Legal Education Committee (LEC). The SFBA has developed lists of women lawyers for notices of seminars and programs, and solicits their participation. This can be seen in the attendance figures for CLE programs in Annex G, where attendance of women ranges from 10% to 100%. This is consistent with, if not better than, the information given informally to the InterAmericas evaluation team.

Going back 10 years or more, approximately 15% of law students were women. Today, it is 50% or slightly more. The increase in women attending law school is also reflected in the gradual influx into the ranks of registered lawyers. The current percentage of registered women lawyers is presumably 25 to 30%, which is more than the approximate 15% of women in the member Bar Associations of the SFBA. That difference between the SFBA participation and the profession as a whole may be consistent with the general impression that younger lawyers are not affiliating with SFBA member Bar Associations in large numbers. Precise statistics are not yet available, so these comments should be taken as general observations.

In any event, the SFBA has taken other initiatives regarding women. It is the host for the regular meetings of the Association of Women Judges (with approximately 50 members it is the single largest women's lawyer group in the country). The SFBA is in the planning process now for a combined program in July of this year, dealing with human rights and women. It is hoped to bring women lawyers from the U.S., and to work with an English organization, the International Association of Women Judges. The SFBA is also host for a group of women interested in family law, promoted by the Ministry of Justice, which led to a recent conference on this subject.

For additional information on the participation of women in the Federation of Bar Associations Project, see the attached report by the SFBA.



Federación de Asociaciones de Abogados de El Salvador

PROGRAMA DE EDUCACION LEGAL

ANEXO SOBRE PARTICIPACION DE LA MUJER EN EL PROGRAMA:

1. INFORMACION GENERAL

Los intereses y papel de la mujer se han tomado en cuenta en el Programa. Se dispone de una lista de mujeres abogados y jueces, que se han invitado a participar en seminarios y eventos organizados.

Se ha apoyado la organización de las mujeres jueces. Su Junta Directiva se ha reunido una vez por mes en la Casa del Abogado.

Se realizó en el mes de abril, en el local de la Casa del Abogado, reunión de mujeres abogados, representantes de diferentes instituciones estatales, para discutir el nuevo Código de Familia.

En el Comité de Educación Legal es parte una mujer, en representación del Centro de Estudios Jurídicos, la Dra. Beatrice de Carrillo.

La primera Coordinadora del Programa fue una mujer, Lic. Aída Minero. Las Administradoras del Programa han sido mujeres, Lic. Laurencia Cienfuegos y Lic. Maira López de Hernández. El personal secretarial está formado por mujeres. La actual Asesora Técnica es mujer.

Para el 2 de julio de 1993 se realizará un evento especial para mujeres abogados y jueces; dos conferencias copatrocinadas con la Asociación de Mujeres Jueces (AMJES): "Normativas Nacionales e Internacionales de Derechos Humanos" y "Apreciaciones Criminológicas sobre la problemática del Aborto".

En Noviembre habrá un evento de dos días de duración sobre Organización y Papel de las mujeres abogados, con la participación de representantes de la Organización Americana de Mujeres Jueces.

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Federación de Asociaciones de Abogados de El Salvador

PROGRAMA DE EDUCACION LEGAL

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2. EFFECTOS

Los efectos de la participación de mujeres en los seminarios es positiva en el proceso de integración y fomento del rol de la mujer en la vida de la sociedad civil y política.

Se aprecia en la mujer un alto sentido de responsabilidad y una actitud muy seria, activa y positiva. Es creciente el número de mujeres abogados, al grado que en las escuelas de Derecho, los estudiantes son aproximadamente 50% mujeres. Esta tendencia hace que el número de mujeres abogados sea creciente y que se aprecie en el futuro un nivel de participación semejante al del hombre, en pie de igualdad.

Es interesante observar que existen dos mujeres en la Junta Directiva de la Federación de Asociaciones de Abogados de El Salvador, la Lic. Zoila Emérita Elías y la Lic. Angela Torres de Alberto, así como también existe una mujer en el Consejo Nacional de la Judicatura, Lic. Bertha Rosario de Arévalo.

El número de mujeres que han participado en seminarios es de

El número de mujeres jueces organizadas es de 40.

El número de mujeres afiliadas a las diferentes Asociaciones miembros de la Federación es de 160.

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ANNEX G

PROGRAMAS DE ADIESTRAMIENTO JURIDICO A NIVEL PROFESIONAL
del Proyecto de la Federación de Asociaciones

Tema de Programa (Codigo Para Tipo de Actividad)	Fecha del Evento	Local	Numero de Personas Asistiendo			Costo a Cada Participiente	Tipo de Patrocinio			Programa Fue Grabado?	
			Hombres	Mujeres	Total		Patrocinio Exclusivo de SFBA	Organizado Por SFBA Con Otros Patrocinadores	SFBA Participa Como Uno de Los Patrocinadores	Si	No
Presentado:											
1 Presentac. Programa De Educacion Legal	17-5-91	S.S.	115	10	125	2,500.00	X				X
2 Presentac. Programa De Educacion Legal	26-5-91	Sonsonate	45	15	60			X			X
3 Reforma Constitucional	30-6-91	S.S.	100	25	125		X				X
4 Educacion Legal Clinica (Centros Penales)	15-7-91	S.S.	200		200		X				X
5 Acceso A La Justicia (Centros Penales)	17-7-91	San Miguel	200		200			X			X
6 Educacion Legal Popular Univers. "Dr. Jose Matias Delgado"	18-7-91	S.S.	35	15	50		X				X
7 Jornada De Estudio S/Las Reforma Constitucionales Aprobadas Relativas Al Organo Judicial	19-7-91	S.S.	110	40	150	10,425.50					X
8 Presentacion De Las Reformas Constitucionales Aprobadas Relativas Al Organo Judicial	6-9-91	S.S.	40	1	41		X				X
9 Actuacion En La Fase Oral Ante Lacorte Internac. De Justicia De La Haya, En El Diferendo Limitrof El Salvador-Honduras	11-9-91	S.S.	140	30	170	3,892.00	X				X
10 Estudio S/Las Reformas Constitucionales	3-10-91	S.S.	22	3	25	2,020.36	X				X
11 La Fuerza Armada En La Reforma De La Constitucion	2-3-92	S.S.	22	3	25		X				X

PROGRAMAS DE ADIESTRAMIENTO JURIDICO A NIVEL PROFESIONAL
del Proyecto de la Federación de Asociaciones

Tema de Programa (Codigo Para Tipo de Actividad)	Fecha del Evento	Local	Numero de Personas Asistiendo			Costo a Cada Participiente	Tipo de Patrocinio			Programa Fue Grabado?	
			Hombres	Mujeres	Total		Patrocinio Exclusivo de SFBA	Organizado Por SFBA Con Otros Patrocinadores	SFBA Participa Como Uno de Los Patrocinadores	Si	No
Presentado:											
12 Proteccion Nacional E Internac. De Los Derechos Humanos En El Salvador	26/27-3-92	S.S.	45	40	85	20,000.00	X				X
13 Justicia Constitucional	21/22-5-92	S.S.	40	45	85	55,000.00	X				X
14 Organizacion Gremial De Los Abogados	30-6-92	S.S.	212	38	250	30,000.00	X				X
15 Arbitraje Comercial	10/7/92	S.S.	95	30	125	28,000.00	X	X			X
16 Derechos De Autor Pirateria Y Practicas Monopolisticas	18/19-9-92	S.S.	150	50	200	30,000.00	X			X	
17 La Sentencia De La Haya Y Sus Consecuencias Juridico Sociales	30-10-92	San Miguel	56	24	80	15,000.00		X		X	
18 Situacion Y Proyecciones Del Registro Inmobiliario	27-11-92	S.S.	175	75	250	30,000.00	X			X	
19 La Organizacion Gremial De Los Abogados En Los Estados Unidos	17-12-92	S.S.	35	15	50	25,000.00	X			X	
20 El NuevoCodigo Electoral De La Sociedad Democratica	29-1-93	S.S.	125	25	150	35,000.00	X			X	
21 El NuevoCodigo Electoral De La Sociedad Democratica	13-2-93	San Miguel	93	25	118	15,000.00		X		X	
22 El NuevoCodigo Electoral De La Sociedad Democratica	13-3-93	Sonsonate	40	10	50	15,000.00		X		X	
23 El Papel De Los Colegios De Abogados En El Proceso De Democratizacion	5/6-3-93	S.S.	85	15	100	35,000.00	X			X	
24 Seminario Internacional Sobre Codificacion Agraria	15/16-4-93	S.S.	60	15	75	20,000.00			X	X	

PROGRAMAS DE ADIESTRAMIENTO JURIDICO A NIVEL PROFESIONAL
del Proyecto de la Federación de Asociaciones

Tema de Programa (Codigo Para Tipo de Actividad)	Fecha del Evento	Local	Numero de Personas Asistiendo			Costo a Cada Participiente	Tipo de Patrocinio			Programa Fue Grabado?	
			Hombres	Mujeres	Total		Patrocinio Exclusivo de SFBA	Organizado Por SFBA Con Otros Patrocinadores	SFBA Participa Como Uno de Los Patrocinadores	Si	No
Presentado:											
25 Conflicto Colectivo Economico La Negociación Colectiva De Trabajo	23-4-93	S.S.	150	50	200	25,000.00			X	X	
26 El Nuevo Codigo Electoral De La Sociedad Democratica	18-5-93	Ahuachapa	95	10	105	12,000.00		X		X	
27 El Abogado Etica Y Responsabilid Social	29-5-93	S.S.	125	50	175	35,000.00	X			X	
28 Analisis Sobre El Informe De La Comision De La Verdad. Enfoque Al Organo Judicial	15-6-93	Sonsonate	95	25	120	15,000.00		X		X	

PROGRAMAS DE ADIESTRAMIENTO JURIDICO A NIVEL PROFESIONAL
del Proyecto de la Federación de Asociaciones

Tema de Programa (Codigo Para Tipo de Actividad)	Fecha del Evento	Local	Numero de Personas Asistiendo			Costo a Cada Participiente	Tipo de Patrocinio			Programa Fue Grabado?	
			Hombres	Mujeres	Total		Patrocinio Exclusivo de SFBA	Organizado Por SFBA Con Otros Patrocinadores	SFBA Participa Como Uno de los Patrocinadores	Si	No
Planeado:											
1 Normas Nacionales E Internacional De Derechos Humanos. Las Modernas Tendencias De La Reforma Penal	28-6-93	Sta. Ana			100	15,000.00		X		X	
2 Normas Nacionales E Internacional De Derechos Humanos. Las Modernas Tendencias De La Reforma Penal	29-6-93	San Miguel			100	15,000.00		X		X	
3 Normas Nacionales E Internacional De Derechos Humanos. Las Modernas Tendencias De La Reforma Penal	30-6-93	S.S.			300	30,000.00	X			X	
4 Apreciaciones Criminologicas Sobre La Problematica Del Aborto	2-7-93	S.S.		100	100	6,000.00	X			X	
5 Acto De Homenaje A Juristas De La Academia Salvadoreña De Lengua	7-7-93	S.S.			100	15,000.00			X	X	

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PROGRAMAS DE ADIESTRAMIENTO JURIDICO A NIVEL PROFESIONAL
del Proyecto de la Federación de Asociaciones

NOTAS AL GRÁFICA

La siguiente es una lista representativa de los seminarios y las conferencias que han sido co-patrocinados.

Lista de Seminarios y Conferencias
(mayo 1992-julio 1993)

10 de julio de 1992

San Salvador:

Seminario sobre "Arbitraje Comercial." En Cooperación con la Cámara de Comercio e Industria.

17 de septiembre de 1992

San Miguel:

1. El Sistema Judicial en los Estados Unidos; 2. Aspectos Legales de la integración cultural de Centroamérica. En cooperación con la Asociación de Abogados de Oriente.

30 de octubre de 1992

San Miguel:

La Sentencia de la Haya y sus consecuencias jurídico-sociales, organizado en cooperación con la Asociación de Abogados de Oriente.

13 de enero de 1993

San Salvador:

Las garantías electorales en el proceso democrático. En apoyo a la Universidad Tecnológica de El Salvador.

13 de febrero de 1993

"El Nuevo Código Electoral de la sociedad democrática." En cooperación con la Asociación de Abogados de Oriente.

13 de marzo de 1993

Sonsonate:

"El Nuevo Código Electoral de la sociedad democrática." En cooperación con la Asociación de Abogados de Sonsonate.

25 de febrero al 8 de marzo/93

San Salvador:

"Curso de Postgrado sobre Derecho del Mar." Apoyo a la Universidad "José Matías Delgado."

21 de abril de 1993

Ahuachapán:

"El Nuevo Código Electoral de la sociedad democrática." En cooperación con la Asociación de Abogados de Ahuachapán.

15 y 16 de abril de 1993

San Salvador:

Seminario Internacional sobre Codificación Agraria. En cooperación con el Centro de investigaciones Científicas y tecnológicas y la Asociación Salvadoreña de Derecho Agrario.

9 de junio de 1993

Sonsonate (Club Salinitas):

Seminario "Análisis sobre el Informe de La Comisión de la Verdad, y 60. Informe de ONUSAL." En cooperación con la Asociación de Magistrados y jueces de El Salvador.

ANNEX H

PROGRAMAS DE ADIESTRAMIENTO JURIDICO A NIVEL PROFESIONAL
del Proyecto de la Federación de Asociaciones

NOTAS AL GRÁFICA

29 de junio de 1993

San Miguel:

Conferencia-sobre, Normas Nacionales e Internacionales sobre Derechos Humanos. En cooperación con la Asociación de Abogados de Oriente y apoyo de ONUSAL.

30 de junio de 1992

San Salvador:

"La Constitucionalidad y el golpe de Estado en Guatemala." En cooperación con la Corte Suprema de Justicia y con la Asociación de Abogados de El Salvador.

2 de julio de 1993

San Salvador:

"Apreciación Criminológica sobre la problemática del Aborto." En cooperación con la Asociación de Mujeres Jueces de El Salvador.

6 de julio de 1993

San Salvador:

"Homenaje a ilustres académicos y juristas fallecidos." En cooperación con la Academia Salvadoreña de la Lengua.

7 de julio de 1993

San Salvador:

"El informe de la Comisión de la Verdad, y 60. Informe de ONUSAL." En cooperación con la Asociación de Magistrados y jueces de El Salvador.

RESUMEN DE ANALISIS

Programas Educativos Juridicos (Publicos) de La Federación de Asociaciones

Descripción de Actividades (por categoría)	NUMERO DE ACTIVIDADES, EVENTOS, PROGRAMAS, ETC.										
	Desde Inicio de Proyecto Hasta 31/12/92	Realizadas 1993						Total Hasta Presente 6/93	Programado para jul-dec 1993	Periodo de 1/1/94 a Final de Proyecto	Real. y Pro. Hasta Final de Proyecto
		ene	feb	mar	abr	may	jun				
Programa Consultorio Juridico TV			20	23	17	21	22	103	132	176	371
Programa Consultorio Juridico Radio			60	69	51	63	66	309	396	528	1233
Programa TV de una hora o 1/2 hora	3	1						4	6	8	18
Publicaciones periódicas de Consultorio Jurídico				18	17	21	22	78	120	160	358
Anuncios Periódico (Derechos) Educación Legal	10		20					30			30
Cartillas c/ Derechos 2 publicaciones	9700	25600						35300		25000	60300
Reuniones C. Educación Legal	30	3	4	2	2	2	2	45	12	16	43

RESUMEN DE ANALISIS

Programas Educativos Juridicos (Publicos) de La Federación de Asociaciones

*NOTAS A GRÁFICA

Plan de Acción 92/93 no especificaba la cantidad de anuncios comerciales y programas de televisión, radio y periódico; para 12 meses, comprende lo siguiente.

PROGRAMAS DE TELEVISION

Durante el período anual que se planifica, se llevará adelante un programa de televisión semanal de cinco minutos de duración.

PROGRAMAS DE RADIO

Sobre el mismo tema abordado en el programa de televisión, se transmitirán programas de radio, seis veces a la semana, durante cinco minutos.

PROGRAMAS DE PRENSA

Una vez a la semana se publicará en "Campo Pagado" en un periódico de gran circulación, sobre el mismo tema de la campaña de TV y radio, un desplegado sobre el mismo tema de la campaña semanal.

Posteriormente el Comité de Educación Legal aprobó un plan a través de Géminis, S.A., que contenía las cifras-siguientes.

RADIO Y TV

de febrero a septiembre de 1993 = 696 programas.

de febrero a septiembre de 1993 = 1943 anuncios promocionales (incluye prensa).

En fase siguiente, a partir de marzo, se aprobó una publicación en el Diario de Hoy de Consultorio Jurídico, 5 veces por semana, de lunes a viernes.

En relación al número de actividades exigido por AID durante el transcurso del proyecto, no existe un requerimiento oficial, sólo disponemos de cifras señaladas como metas generales, contenidos en el anexo lo del-acuerdo de cooperación suscrito entre la FAES con la FIA.

En relación al programa de Educación Legal continuada informo a usted que se realizaron 8 eventos en forma exclusiva (independiente) por la Federación; trece en cooperación con otras entidades y dos en apoyo a otros organizadores.

En total hubo 77 expositores:

(54 Salvadoreanos + (23 extranjeros)

(71 hombres) + (6 mujeres)

ANNEX I

PROGRAMA DE EDUCACION LEGAL
ANALISIS DE CONTRIBUCIONES DE OTRAS FUENTES

	UNIDAD DE MEDIDA	VALOR UNIT.*	VALOR*
1. Miembros del C.E.L. (tiempo de trabajo efectivo 5 miembros efectivos, promedio participacion)	Sesiones de 3 horas	200.00	60,000.00
2. Miembros del C.E.L. actividades varias 3 personas	10 horas al mes C/hora	100.00	30,000.00
3. Conferencistas ad-honoren	20 conferencias C/una	500.00	10,000.00
4. Curso sobre derecho del mar	32 horas C/hora	100.00	3,200.00
5. Canal 12 "Consultorio Juridico" tiempo gratuito	6 meses 5 Programas semanales de 2 min. C/U y produccion		500,000.00
6. Compra de libros descuento	20% de c7,000.00 pagados		1,400.00

*Valor en Colones.

ANNEX J

Biographical Summaries of The InterAmericas Evaluation Team

TEAM LEADER: JOSEPH M. THOMAS

Joseph M. Thomas, President, The InterAmericas Group, Inc., is a senior management consultant with 30 years of experience providing technical expertise in marketing, institutional development, communications and policy advocacy for the private and public sectors, including 11 years working with private sector associations in Latin America and the Caribbean basin. Thomas has managed a wide range of consulting and technical assistance projects for USAID and USAID-sponsored programs for Bolivia, Haiti, the Dominican Republic, Guatemala, El Salvador, Honduras, Costa Rica, Barbados, and Africa. Thomas has extensive experience in strengthening private sector institutions in the Caribbean Basin and Central and South America.

TEAM LEGAL CONSULTANT: RICHARD L. ABBOTT

Richard L. Abbott, a consultant with The InterAmericas Group, Inc., and an attorney in private practice, has extensive experience in corporate law throughout Latin America, and has been active in a number of state and national Bar Associations and with such organizations as the Council of the Americas, the Inter-American Bar Association, and the American Society of International Law. A former counsel to such companies as Exxon and St. Joe Minerals, he has served as Chairman of the Membership Committee and the Sub-Committee on Regional Trade Agreements for the American Bar Association; Chairman of the Committees on Continuing Legal Education and International Trade and Investment of the New Jersey State Bar Association; Co-Chairman of the Committees on Human Rights and Development and Integration of the Inter-American Bar Association; and Chairman of the Committee on Inter-American Affairs of the Association of the Bar of the City of New York. He has written extensively on Latin American legal issues, and is a Senior Fellow of the International Law Institute in Washington, DC.