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REGIONAL ADMINISTRATION OF JUSTICE PROJECT

FEASIBILITY OF WORKING WITH NON-GOVERNMENTAL INSTITUTIONS IN AOJ

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I BACKGROUND

The AOJ Program in Peru is at a crossroads as the justice system faces its greatest challenge. The Peruvian government's recent actions to dismiss judges and declare open warfare on corruption within the judicial system constitutes a remarkable affront to the independence of the Judiciary.

Normally, such actions would meet with major concerns about protection and freedom. Strikingly, these voices are heard louder outside Peru than inside. An incredibly high citizen support for these actions suggests a very significant level of dissatisfaction with the performance of those previously in power. This act is not the first time such dramatic attempts have been made to improve the performance of the system. Similar acts were undertaken during the time of the last military government.

There is a paradox of views within the legal community. The overwhelming number of those interviewed reported the new members of the Supreme Court were significantly more respected legal scholars and, more importantly, were known to be honest people. Most of the dismissed members of the court had the reputations for corruption and, in most cases, were not respected jurists.

Simultaneously, there is real concern about the methods used and some of the continuing patterns of actions regarding the promulgation of new laws by executive decree. Peru is a country in distress with significant areas under control of terrorist groups with a large illegal drug trafficking business contributing to the high levels of corruption.

The previous judicial leadership had intermittently supported the AOJ Program. The annual change of presidents each with different agendas and varying levels of support for these efforts has prevented the program from effectively integrating changes into the system. The Prosecutor's Office of the Public Ministry where the efforts did achieve levels of success and support from the leadership stand in contrast to the efforts within the judicial system.

As a result of this checkered past, AID determined that working directly with the government perhaps was not the most effective means of offering support in improving the administration of justice. Consideration was to given to emulating the successful experience in Columbia where the AOJ Program was managed through an independent non-governmental foundation. This proposed strategy has taken on new dimensions as a result of the suspension of non-humanitarian assistance the U.S. government.

The newly appointed leadership of the Peruvian judiciary, however, is anxious to work directly with U.S. AID. The justice in charge of administration was the previous president of Lima's District Court and in that capacity worked directly with U.S. AID-funded projects. He requested direct involvement without an

intermediary. He is one of 18 justices, and his tenure in an administrative position is uncertain.

The situation in the Supreme Court is such that with the removal of most of the ministers of the court, it has exposed the fact that most of the staff were either related to these ministers or were given jobs as political favors. As a result, there are over 450 staff positions of which the current court estimates it needs only 150-175. The court has arranged for the University of Lima to conduct a thorough examination of all personnel much along the scale they have previously done in the executive branch's efforts to reduce staffing. It is anticipated this study will lead to organizational changes and the probable implementation of a new system of governance over the Supreme Court.

In addition, there is an administrative office (DIGA) which is purportedly in a state of total disarray. The administrative justice indicated that fundamental questions about the budget allocation cannot be answered. In a January 1992 analysis performed by ESAN, the leading management school, characterized the administrative infrastructure chaos. This chaos effectively impedes the governance of the entire system because the Supreme Court has no reliable source of information or ability to implement policies. This condition is acutely important to the effort at attacking drug traffic, anti-terrorism inefficiency and corruption. The Supreme Court must have its time freed to govern the system without daily intervention into the Supreme Court's operation due to its own inefficiencies.

This situation is complicated by the current strategy to replace most of the trial judges and their staff as a means of attacking corruption. In replacing virtually the entire judiciary and its support staff, the court faces a remarkably difficult educational challenge. To effectively undertake such a change requires a systematic plan to address virtually every aspect of the court's operation, records management, procedural standards, etc.

Recruiting to replace the judges is focused primarily on very young lawyers and law students in their last year of schooling. This strategy is designed to capitalize on an over-supply of lawyers and place them in judiciary before they develop tendencies of corruption so prevalent in the legal profession in Peru. Clearly, special education programs will need to be developed to adequately prepare these young lawyers.

In addition to these changes, Peru has undertaken, to date, perhaps the largest single legal reform of any country in Latin America by simultaneously adopting new criminal and civil codes. The implementation of these new codes has been delayed until next year which means these new judges will be charged with assuming the responsibility for a new system. These codes contemplate timeframes for court cases which should be monitored by the court yet the courts do not have systems to monitor compliance. The criminal code gives greater emphasis to the role of prosecutors which is a major departure from the traditional system in Latin America.

Clearly, for these momentous changes to be effectively implemented, there is a significant need for a comprehensive education and training program to occur. Such a program must be designed, as soon as possible, in order for it to be implemented in the next few months. There is also a need to identify and design an administrative implementation program for the new codes.

The education program should include general introduction to judging, ethics, substantive law, managing courts, and the new codes. It would be useful to discuss with Uruguayan judiciary which recently successfully introduced a new civil code on how they organized and conducted the education program for the 100 new judgeships which were created to implement the new code. Argentina has just developed a plan for education to implement a new criminal code.

The need to develop a plan for development was stressed by the justices. Their focus was on the point that so many aspects of the system are dysfunctional and there is a need to develop a list of priorities and a plan to implement the changes. Recent studies of the Peruvian justice system done by Univ. Catolica, ESAN, PNUD and Hansen Holm provide a sufficient frame of reference to develop a preliminary plan. These documents, coupled with a systemic review of the new codes, could be merged into a draft plan.

This task requires immediate attention because the daily distractions facing the judiciary are so many that they will divert attention from those aspects which need most priority. This document can eventually become the nucleus for a long-range plan for AID funding. The public expectations for change are very high and the justices feel the pressure to produce results.

The Supreme Court reportedly has many thousands of matters pending which they inherited. They are in the process of discussing alternatives they can employ to immediately reduce a significant number of cases. Consideration is being given to temporarily suspending a number of procedures in order to accelerate the rate of decisions. These needs will cause alarm in some quarters especially if they limit or diminish human rights protection. A document drafted by this author for the Supreme Court of Costa Rica was transmitted to the court to facilitate their inquiry ito alternatives they might consider in responding to the need to filter cases before they arrive at the Supreme Court.

Amidst these very dramatic and profound changes, there has been an executive declaration to create special drug and antiterrorist courts to combat the rising violence. The proposal is modeled after the Colombian system whose special procedures are coupled with the extensive financial support to provide security for judges, their families and their staff. This initiative is being taken because of the real threats to lives of the judges and the prosecutors. The threats have apparently intimidated many of the officials because their capability to fulfill the threats is unquestioned. Criticism of the lenient sentences handed down in drug and terrorism cases often failed to appreciate the presence of imminent danger.

In this unstable political environment, where the desire to get tough with criminals and terrorists, there exists a possibility, if not a probability, that human rights violations will occur. The desire for firm action against the perpetrators of lawlessness and harm to innocent people creates a risky situation. With the new judges contemplated to take office, there is an opportunity to educate them at the outset in the field of human rights so that they begin their service in the judiciary with a full understanding of the vital role they play in protecting against human rights abuses.

The existing AID Programs which provides legal services should be continued as a means to insure access to justice. Also, these programs provide a check on possible human rights abuses by being an independent legal advisor to those parts of the population not able to defend themselves.

II FES-EXPERIENCE

The idea for creation of a justice center has been influenced by the perception of FES, a Colombian institute which has successfully managed the AOJ project in that country. FES is an organization created 25 years ago to be an entity which develops proposals and ideas to improve the Colombian Government. The organization developed a multifaceted approach to its mission, which included the creation of several financial institutions which generate the funds necessary to be self sustaining. FES is an institution with broad support and widely recognized for its excellent reputation for quality work. This reputation was developed prior to engaging in AOJ activities.

This background information concerning FES is essential to understand the factors that limit the direct transfer of the FES model to Peru. In Peru, apparently there are not any comparable organizations to FES, which provides similar functions and is financially self sustaining. This reality must be reflected in the following proposal for Peru (See report of Rudolph and Guipttons regarding visit to Colombia).

The difficulty of creating similar institutions is complicated by the unique environment in Peru. The need exists to develop new program approaches to the AOJ activities based on the Peruvian reality by using the Colombian experience as a model to study operating principles, but not for duplication. The whole issue of funding sources for such an institute requires much study, planning and the development of strategies. These strategies will take several years to implement. For the immediate future, the need for outside funding sources will exceed the ability of any new entity to raise funds.

There should be extreme care in simply trying to replicate a FES organization in Peru. First, to do so one should understand it will take a very long time to organize, fund and make it functional. Second, creating an organization depends upon the people involved. Getting the right people involved always takes longer

and is full of mistakes along the way. Third, Peru is not as diverse and economically robust as Colombia and to create something similar without taking into consideration these differences would be a mistake.

III PERUVIAN JUSTICE CENTER

A. General Discussion:

The need to create a separate entity or alternatively work with a consortium of organizations to address justice issues became increasingly apparent during the course of the interviews, as well as during the conference on Tuesday, April 29, 1992. This conference with selected individuals with a known interest in the administration of justice, was organized to assess how best for AID to proceed in the current political environment. The conference discussed the issues facing the Peruvian Judiciary and identified the characteristics of an organization that could be created to implement ideas to reform the judicial system. A summary of the recommendations of the conference are attached in Appendix A.

The needs facing the justice sector are very significant. The range from education of personnel, physical plant, security, automation, internal organization or disorganization, discipline of judges, organization of court systems, etc. (see Report Evaluation of Peruvian Judicial System, September 1991). This report documents the current system and its problems. The report suggests a number of reforms which should be considered as a part of the AOJ program. Interestingly, some of the recent judicial reforms announced by the President of Peru included themes from the report which are decentralization, changes in the physical plant and increased access to the public.

The organizational issue to be considered is, what mechanism is most appropriate to execute a program in Peru. There is a need to work through a new institution and to collaborate with existing institutions, where their institutional strengths suggest it would be productive.

The principal reasons for these recommendations are:

1. The existing institutions have a defined mission.

2. Each of the institutions has a particular strength in one or more areas related to AOJ.

3. There are currently only a small number of people with in-depth knowledge and exposure to this area.

4. The court system is in major internal and external transition causing uncertainty about the long-term viability of everything to be studied.

5. It is the perception of some of those interviewed, that there needs to be an independent entity with broad based support and there is not an existent model to use.

Effective change in AOJ requires there be a multifaceted approach. The institutional resistance to change is deep and persuasive in all judicial systems. Strategies which create a number of approaches to address change have generally proved to be the most successful.

Conversely, those AOJ projects in other countries which have been focused singularly on an individual or a few institutions, have found them to be the least effective means to bring improvements. Excessive reliance on an individual or a single institution tends to escalate the ever present personalization of projects in a volatile environment where change of key personnel is predictable or where political pressures on the key persons can stall all program efforts.

B. Alternative No. 1:

Proposal: Create a consortium of institutions dedicated to the Administration of Justice.

Who ESAN, IEP, ILD, U. Católica-Law School, Bar Association, Comisión Andina de Juristas, Rep. Supreme Court, DESCO(?).

Staff Executive Secretary, a lawyer with knowledge of needs of system and the confidence of the Supreme Court; 2 project managers, analyst with in-depth knowledge and experience in the management of projects; 1 secretary.

Why

1. Institutions have worked in the area, have experience, expertise.
2. Institutions have networks of contacts for funding.
3. Institutions respected for their work.
4. Institutions have suggested this approach indicating a willingness to work together in this area.
5. Programs can begin functioning very quickly.
6. Each institution brings diverse perspectives which enable a more comprehensive approach – diverse disciplines.
7. These institutions integrate the diverse political spectrum thereby avoiding a political label.

8. Diverse institutional strength, some with excellent references in the field of research and others in project management.

9. This strategy integrates the strength of a diverse organization.

10. These institutions have successfully worked with the judicial authority.

Alternative No. 2

Proposal: Contract with a single organization to be the focal point for AOJ activities.

Who: CIENDES

Staff: Executive Secretary, a lawyer with knowledge of needs of system and the confidence of the Supreme Court; 2 project managers, analyst with in-depth knowledge and experience in the management of projects; 1 secretary.

Why: CIENDES is an organization that exists and its membership consists primarily of those individuals who have a demonstrated knowledge and commitment to work in this area.

1. The organization is devoted to improving the administration of justice. This organization's role is to conduct studies, educational programs, etc., around how best to improve the administration of justice.

2. As a skeleton of an organization with general purposes similar to those desired by the mission, CIENDES meets the criteria.

3. Its strongest asset is the membership and their relationship to the judiciary. The key members of CIENDES are held in esteem and confidence by the judicial leadership, a key ingredient to the success of the proposed working relationship. It has no organizational history and no demonstrable record of achievement. Neither does it have any demonstrable administrative capacities.

   The needs for reform to the system are so significant that there should be a sufficient agenda for this organization to play a role. Consideration should be given to contracting with CIENDES for small discrete projects to assess its performance. Some of the projects which lend themselves to

this approach are drafting the plan of development, arranging the Peruvian justice contingent to go to Colombia and vice versa.

The development of a code of ethics for judges as well as disciplinary procedures, a similar analysis of the Bar Association's disciplinary procedures, a review of the executive branch's efforts to enforce laws are all examples of needed and useful studies which would assist in the process of strengthening the legal regulatory and judicial framework for development.

Alternative No. 3

Subsequent to the visit, I received a telephone call from the UNDP representative in Peru requesting my participation in a similar exercise on behalf of UNDP. UNDP is interested in making available some limited funds to improve the administration of justice in Peru. The representative expressed an interest in being the AID pass-through agency.

The UNDP has this role with the AID program in Uruguay. While it is a much smaller program in terms of dollars, it has served the purpose of being a vehicle which effectively manages the funds for the project.

There are other considerations which should be considered. From my limited experience in Uruguay, UNDP has an elaborate bureaucracy which is often very slow in reviewing documents and granting proposals. Apparently, the local representative has sufficient discretion to either impede or accelerate the movement of the processes. This factor has on occasion adversely effected the program in Uruguay.

UNDP has its own administrative infrastructure with salaries which are frequently much higher than those paid on the local market for the same skills. This issue has also been a problem in Uruguay.

The skills and knowledge of its personnel in AOJ are unknown. Generally, they have recruited individuals from other sectors. It is unclear to what degree they have expertise to manage projects. This point also leads to the question of who becomes responsible for the day-to-day management as well as achievement of the long-term goals.

Most of the aforementioned concerns are not institutional and can be addressed through agreements. I am unable to recommend for or against this approach in Peru because of the absence of first-hand knowledge of the organization's capacities.

C. Organizational Alternatives:

The following chart summarizes the organizational alternatives which were considered in developing the recommendations to form a consortium.

		Strengths	Weaknesses
1.	Work with Local Organizations:	1. Know quantity 2. Expertise is recognized 3. Flexible 4. Direct contracts/ monitoring	1. Too much emphasis on single organization 2. Reputation may be mixed 3. Political alliances 4. Has own agenda
2.	Creation of New Entity:	1. Clean slate 2. Focused on AOJ 3. Visible 4. Independent; not aligned.	1. No history/reputation 2. Using same base of personnel 3. Perhaps too much emphasis on single institution 4. Start-up costs 5. Time to start-up is always longer than planned 6. Funding exclusively AID 7. Identifying and recruiting competent personnel
3.	Consortium:	1. Use existing institutional strengths 2. Institutions have funding networks 3. Institutions respected for their work 4. Institutions suggested this approach 5. Programs can function quickly 6. Incorporates diverse disciplines 7. Avoids political labels 8. Some independence from P.J. 9. Incorporates LRJ into OAJ efforts	1. Limited history of cooperation inevitable 2. Coordination problems and institutional jealousies 3. Different agendas of each organization

D. Discussion of Alternatives

The history of the AOJ project in Peru is filled with unfulfilled promises and goals. The principal reason for this failure has been the judicial system inability or unwillingness to follow through on the programs. It has been assumed that the creation of an independent entity would insure a greater likelihood of success because it could be functionally more agile than a government agency.

While the aforementioned assumption may have had currency before 5 April 1992, the same cannot be said for the current circumstances. In the meeting with the new members of the Supreme Court it is clear they are anxious to have support and are actively seeking to cause program changes in the judicial system. Their action agenda coincides with the sector assessment completed in late 1991.

The judicial leadership wants to direct the change and be intimately involved in its implementation. In this environment, it would be highly presumptuous and counterproductive to create an independent agency to carry out changes in the judicial system. The political decision to not work directly with the government serves a purpose of creating an independent vehicle through which to channel funds. The proposed vehicle has the advantage of not duplicating other efforts while building on the strengths of the existing institution. It is recognized by those persons who were visited during this trip that the available pool of institutional and individual skill levels in AOJ is quite small.

Therefore, the proposed strategy is to create a consortium of the most respected and knowledgeable institutions, to serve as a resource base for executing the priorities of reform to be identified by the judicial system. This new approach of working through a consortium must be developed in a fashion that the judicial authority is participating in a meaningful way, otherwise, the results of the efforts will likely not be implemented by the judiciary.

In a preliminary discussion with the justice who is responsible for administration of the system, he expressed uncertainty in exploring this approach. It is obvious to everyone that the changes facing Peru and those currently in authority are a part of a probably turbulent period. There is uncertainty about everything so it should be understood that the creation of an "independent" entity could and probably would be seen as a threat to those who have recently assumed responsibility in the judiciary. It is indispensable that the development of programs in this general direction be under the judicial leadership if these efforts are to be effective.

On this point, the justice advised that he was most anxious to have a development plan in order to chart the courses of action and identify the priorities. This development plan would be presented to the whole court where they would approve the priorities. It could become the basis for a three year AID program in AOJ. Immediate efforts to assist them in the development are suggested elsewhere.

The development of this plan, at the same time the consortium is being developed, should enable the emergence of an action agenda with the members of the consortium and other possible services providing proposed strategies to address the needs mentioned in the plan.

While working with a consortium through a secretariat, it should be clear that due to the political circumstances, the final solution will probably be different. It is possible to envision a combination of approaches in accordance with the programmatic and political needs of the environment. For example, if some of the proposed numbers of the consortium do not wish to participate, consideration could be given to directly supporting programs where it makes sense. The clearest example would be ESAN which has unique skills and no real competitors in their field of activity.

The other alternative is to give focus to CIENDES, naming it the secretariat for purposes of passing through funds to the judiciary. The advantage of this approach is the President of CIENDES is the former director of research for the judicial system. This approach has other advantages in there is a willingness to perform this role, it exists, therefore, reducing the time necessary to get engaged and functioning.

Recommendations:

1. This alternative which may be a short-term expedient has the potential for becoming the long-term solution. I recommend reserving judgment on the long-term until there is working experience with this entity.

2. Assign CIENDES discrete tasks to assess capacity to perform.

3. Attempt to form a consortium to create broader based support for AOJ activities.

IV IMMEDIATE STEPS – PROGRAM ACTIVITIES

Recommendations:

There should be an effort to prepare a brief summary of the needs of the system. There exists at least four sources of information from which to develop such an agenda. The person selected to do this work should be knowledgeable of these works and have sufficient independent experience to compliment the study. Ideally, this person should have the confidence of the Supreme Court or at least a number of its members in order that the end product reflect their concerns. The ideal candidate for this task is Dra. Beatriz Mejia who was the former Director of Supreme Court's Judicial Research Center and is well acquainted with all the pertinent information.

Due to the nature of the tasks confronting the judicial system, it is advisable to arrange for a visit to Peru of Dr. Jaime Giraldo, former Minister of Justice and current member of the governing body of the courts of Colombia. Dr. Giraldo has had first-hand experience in each of the administrative areas being considered by the judiciary. His experience and knowledge will be extremely valuable to the justices who are responsible for the administrative reforms. CIENDES could support this visit.

In addition to a visit here, there should be some efforts to arrange for a visit of a group from Peru to Colombia, to see first-hand the changes which have been implemented. Members of the consortium and justices should make this trip. CIENDES is a vehicle to support this effort.

The urgent administrative needs of the Supreme Court should be considered. The level of disorganization and administrative confusion is very high with the removal of so many people. Because so many people have left who opposed all the changes of the past, it is a real opportunity to help put the organization in order. The technical skill level available to help the court is low. ESAN has the skilled organization specialist who can assist with this immediate need. The whole system will benefit if there is some order of administrative improvement in the headquarters of the court.

For example, the new justices have discovered that the primary source of staff had been family members of the justices further contributing to the perception, if not the reality, that corruption existed throughout the court. In addition, preliminarily they believe they can reduce the staff by over 300 positions of the 450. To effectuate this change requires a skilled organizational needs analyst and a personnel needs analyst. CIENDES again provides a vehicle for this assistance. It should be anticipated this assistance would last at least 3 months on a preliminary basis.

The following actions can be undertaken immediately and will respond to the most critical short-term needs facing the system.

A. <u>Administration of Courts</u>

1. Contact with ESAN to provide assistance to Supreme Court. This contact will assist with the study to reorganize the court.

2. Arrange for a visit by Dr. Jaime Giraldo and several admin. personnel of Colombia to consult on development of admin. changes.

3. Arrange for a visit to Colombia of a delegation from Peru to see their new system.

4. Develop an action agenda for change and reform-consolidate recommendation of studies, sector assessment into a reform plan. Review plan with Supreme Court and identify possible sources of funding.

B. Legal Reform

1. Contract with U. Católica to develop a plan for the implementation of a new criminal procedure code including addressing the training needs of the key officials.

2. Do the same for the new civil procedure code.

3. Specialized courts to prosecute terrorists and drug traffic cases that have been approved by the President. Arrange for technical assistance from Colombia and U.S. to assist in development of procedures for these courts.

C. Training

1. Police - no comments.

2. New judges require special training and support. Special education should be organized using the training plan developed by the U.Católica. These sessions should include training in ethics as well as law.

3. Prosecutors training needs should be included in the U.Católica proposal.

4. Defenders training needs should be included in the U.Católica proposal.

PROGRAM ACTION STEPS

I. ACTION STEPS	SUBJECT MATTER	TIME/DUE DATE	TA.	RESPONSIBLE PARTY	COSTS
PHASE I					
ADMIN. REORGANIZATION	ORGANIZATION				
SUPREME COURT:	PERSONNEL				
	BUDGET				
• K FOR STUDY AND T.A.		30 DAYS	COLOMBIA	AID/ESAN/SUPREME COURT	EST $50-$100,000
• IMPLEMENTATION OF K		40 DAYS	NCSC	AID/ESAN/SUPREME COURT	
• RESULTS OF STUDY		CONTINUOUS/ 90-180		AID/ESAN/SUPREME COURT	
• DECISION TO IMPLEMENT		CONTINUOUS/ 90-180		AID/ESAN/SUPREME COURT	
PHASE II					
ADMIN. REORGANIZATION	DECENTRALIZATION	180 DAYS - 240	COLOMBIA	AID/ESAN/SUPREME COURT	EST $50,000
SUPREME COURT:	TASAS	180 DAYS - 240	NCSC		
	DEVELOP PLAN	180 DAYS - 240		AID/HANSEN HOLM	
	INFORMATICA	2/3 YEARS			
PHASE III					
ADMIN. REORGANIZATION	DEVELOP MANAGEMENT	180-240	COLOMBIA	AID/ESAN	EST $50,000
SUPREME COURT	INFORMATION SYSTEMS	180-240	NCSC		
	MONITOR PERFORMANCE,	180-240			
	OF EDUCATION FOR	(ON-GOING)			
	STAFF AND JUDGES				

PROGRAM ACTION STEPS
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II. LEGAL REFORM	SUBJECT MATTER	TIME/DUE DATE	TA.	RESPONSIBLE PARTY	COSTS
• NEW CRIMINAL CODE	1. DEVELOP PLAN TO IMPLEMENT NEW CODE	90 - 240 DAYS		AID/IN.CATOLICA ESAN	?
	2. PROPOSE PLAN TO APPROPRIATE MINS. AND COURT FOR APPROVAL.				
	3. IMPLEMENT PLAN			AID/IN.CATOLICA ESAN	?
• SPECIALIZED COURTS	1. DEVELOP A PLAN FOR ANTI-DRUG/TERRORISM	90 DAYS	COLOMBIA/ BOLIVIA	AID	
	2. REVIEW COLOMBIAN EXPERIENCE				
	3. IMPLEMENT PLAN				
III. TRAINING	1. HUMAN RIGHTS			AID/COMMISION DE JURISTAS	
	2. SKILL DEVELOPMENT		NAG	AID/ICITAP/NAG	
• POLICE	3.		URUGUAY		
• PROSECUTORS			COLOMBIA		
• JUDGES			FORES-NAG		
• DEFENDERS					

Appendix A

RECOMMENDATIONS FROM CONFERENCE

Create a New Institute:

A. Functions

1. Conduct studies on:
   - Administration of justice
   - Implementation of laws
   - Corruption

2. Provide services:
   - Alternative dispute resolutions
   - Computerization
   - Publication
   - Educational seminar
   - Training

3. Public education:
   - Raise level of conscience about judicial system

B. Characteristics of this new organization

1. Develop practical proposals, highly technical.
2. Non-partisan.
3. Recognized by other sectors for quality of work.
4. Experienced in project implementation.
5. Self-sustaining financially.
6. High percentage of judicial involvement.

C. Who should be involved:

1. People of capacity.
2. Users of system.
3. Business community.
4. Community-based people.
5. Some lawyers and judges.