

REGIONAL LEGAL SERVICES PROJECT FOR WOMEN



viviendas muchas o financiados por el Estado. Anteriormente un solo propietario disponía de varias casas a la vez, alquilándolas en su beneficio. Hoy sólo lucra un propietario por casa.

Cómo beneficia esta Ley a la Mujer? En otro aspecto muy destacado en esta medida es que el propietario de las viviendas es la familia y no a un dueño particular. De esta manera en caso de separación de los esposos el hombre no podrá desalojar por cualquier motivo a su compañera, de la vivienda. La Ley que garantiza en este sentido la estabilidad del hogar.

REPORT ON THE
1ST YEAR EVALUATION:
REGIONAL LEGAL
SERVICES PROJECT
Nov/Dec 1980
HONDURAS
NICARAGUA
COSTA RICA

Adapted with permission from the artist
NEUL OJEDA's drawing of the Literacy
Campaign in Nicaragua

Complimentary copy



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REGIONAL LEGAL SERVICES PROJECT

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REGIONAL LEGAL SERVICES PROJECT

EVALUATION OF YEAR I

Nov/Dec 1980

INTRODUCTION

The Overseas Education Fund (OEF) and women's organizations in Honduras, Nicaragua and Costa Rica are collaborating in the implementation of a project designed to meet the needs of low-income women in the area of legal services, information and reform. The organizations involved in the project are:

Honduras

Federación de Asociaciones Femeninas
Hondureñas (FAFH)

Nicaragua

Asociación de Mujeres Nicaraguenses
Luisa Amanda Espinoza (AMNLAE)

Costa Rica

Asociación Desarrollo Económico Laboral
Femenino Integral (ASODELFI)

Federación de Organizaciones Voluntarias (FOV)

Organización de Ciudadanas Costarricenses (OCC)

The evaluation that follows has two major purposes: (1) to evaluate for the Agency for International Development (AID) the first year accomplishments in implementing the Regional Legal Services project in Honduras, Nicaragua and Costa Rica; (2) to provide assessments that can assist the participating indigenous organizations to make even better progress during the remainder of the project.

The OEF, has used here a participatory and formative evaluation process that places high priority on inputs from project participants. It also stresses the use of information gained in the process to improve future project activities.

Also reflected in the following pages is OEF's desire to provide both a comparative assessment of the three country projects and specific information on each project. The regional character of the project is defined in geographical terms (Central American location) in socio-cultural terms (common language and similar legal systems) and in economic and technical terms (shared funding source and technical assistance). In addition, the general goals and objectives are the same for the three locations. However, it should be mentioned from the outset that the project consists of three separate, independent projects whose overall goals, while shared, are applied in very distinct socio-economic and political contexts by the organizations involved.

NOTE: The detailed, project-specific material can be found in the section with colored pages.

I. CONCEPTUAL OVERVIEW

Program Objectives

The overall goal of the project is to improve the socio-economic condition of Latin American women by: improving their legal status via legal reform, by providing services, and by developing strategies to insure a more equitable implementation of the law.

The Overseas Education Fund, and the three women's organizations collaborated in the design of the objectives and methodology of the project. Ms. Margaret Schuler of OEF, the Project Director and Technical Advisor to the groups, met at length with representatives from each group, and the following objectives were agreed upon:

- Strengthening of participating local women's organizations through organizational development and training;
- Establishment of mechanisms to offer low-income women consultation and legal services, information on legal rights and on available resources, and referral for assistance;
- Education of women throughout these countries on their legal rights as well as on available legal and socio-economic resources to help them improve the quality of their lives;
- Development of programs and activities to improve the de jure and de facto legal status of women, including proposals for appropriate new legislation and the development of legislative advocacy strategies for the implementation of laws.

Methodology

The first year of the project has concentrated on the initial objective since it is a critical foundation for the implementation of the other objectives. Through training and organizational development efforts, the participating women's organizations have (1) increased their knowledge of the substance and circumstance of legal rights and services in their societies, and (2) begun to strengthen their skills in the design of mechanisms and implementation of activities that can provide legal services to women and ultimately improve the quality of life for women in their societies.

Indications to date show that the project will result in specific social, cultural and economic gains: that through more just and equal implementation of the law, women will, for example, have greater access to credit, and improve their health, nutrition, education and housing conditions as well as develop more positive attitudes regarding themselves.

In working with the participating organizations to implement the objectives of the project, OEF has the responsibility of providing technical assistance and training in the following areas:

- Organizational Development
 - organization and committee management
 - budget and fundraising
 - recruitment of lawyers, social workers, etc.
 - orientation and training
 - planning and programming
 - project management and evaluation
- Public Education/Communications
- Legal Aid Procedures
- Human Resource Development
 - leadership, self-confidence skills for women
 - communications
 - group dynamics
 - problem solving

The initial implementation activities of the project emphasized research on the legal situation of women in each country, assessment of local resources -- both human and financial -- and analysis of possible legal services models. Particular attention was given to developing the theoretical framework necessary to conceptualize programs designed to create the social and economic impact anticipated from the project. The first Regional Seminar held in Costa Rica in May, 1980, presented various types of legal services and focused on those that enable clients to participate in the analysis and solution of their own problems.

During this research phase a conceptual framework was developed for use in the projects. This model was based on a schema designed by Prof. David Trubeck of the University of Wisconsin and on the experiences of the participants in other development projects.

Conceptual Framework used in the Regional Legal Services Project

(Typology of Legal Services Programs)

SOCIAL SERVICES

Orientation/
Philosophy Emphasis on civil and legal rights
(e.g., landlord/tenant disputes,
right to a fair trial.)

Types of cases Individual cases (Majority of Law
School Programs)

REACTIVE

Criteria
for Case
Selection Accept cases presented by the clients.
Generally do not publicize the service
which limits access.

Areas of
Advocacy The courts through litigation exclusively

ENABLING

Emphasis on:
--Socio-economic rights as well as
civil rights, especially land
and labor
--Demystifying the legal system
--Challenging the unequal
application of the law
--"Enabling" the beneficiaries

Collective cases are given priority

Individual cases which:
--have public impact;
--promote public actions in which
a whole class of individuals are
the potential beneficiaries
--produce changes in laws,
administrative rules or
institutions.

PROACTIVE

Develop programmatic strategies
and actively seek out cases
which promote these strategies.
Do active outreach.

--The courts
--Administrative Agencies
--Legislative arenas in conjunction
with groups of workers, peasants,
community groups

Conceptual Framework (Cont.)

REACTIVE

PROACTIVE

Methods of
Advocacy

Oral written argumentation in formal
settings

Investigation
Negotiation
Mass media
Education: advice and information
and training of legal promoters
Support of groups

Relationship
between
Client and
Lawyer

--Clients are treated as inferiors,
incapable of understanding the legal
process and the reasons for the suc-
cess or failure of a case.

--Clients increase their knowledge
of the legal and bureaucratic
processes.

--Lawyers see themselves as the
proprietors of legal knowledge and
socially superior to the clients.

--Clients actively participate
in the decisions related to
their case.

--Clients are encouraged to accept the
free services and assume a passive and
submissive attitude toward the lawyer.

--The effectiveness of self-
advocacy is increased.

FROM: "Unequal Protection: Thoughts on Legal Services, Social Welfare and Income
Distribution in Latin America", David M. Trubeck Texas International Journal
of Law, Spring, 1978, Vol 13, No 2.

II. PROGRESS TOWARD PROGRAM OBJECTIVES

- A. Organizational Development: Strengthening of participating local women's organizations through organizational development and training.

The implementation methodology established in the project proposal places special emphasis on increasing the capabilities and professionalization of the participating organizations. The operative assumption is that the local groups will be able to fulfill the objectives of legal services, education and reform by increasing their knowledge of legal service and their capabilities of applying the knowledge in appropriate implementation strategies.

The expected outcome of the organizational development objective is that through training and technical assistance each group will increase its:

1. Conceptualization of legal services
2. Planning capabilities in identifying needs, establishing specific objectives, and distributing resources;
3. Project management capabilities by establishing appropriate structures and administrative procedures;
4. Ability to develop methodologies.

1. Conceptualization and Knowledge of Legal Services

A first training priority was developing in the participating groups an understanding of (1) the link between legal services and the goal of improving the socio-economic condition of women, and (2) various models of legal services. At first the groups tended to rely on traditional concepts and models in conceptualizing their programs. Training seminars were held in Costa Rica and Honduras in March 1980, with the purpose of examining the concept of legal service and income distribution, essential components of legal services programs and possible designs and of characteristics of effective programs. (Nicaragua was not yet in the project.) On May 1, 2, & 3, 1980, the first regional seminar took place and continued the development of these themes with the excellent technical assistance

of Prof. Luis Bates and Benito Mauriz, Chilean lawyers with experience in the field of legal services and members of Inter-American Legal Services Association (ILSA). Four to ten participants from each of the three countries attended this seminar.

The final designs of the local programs reflect the learning acquired through this process and the application of a new conceptual framework. They include strategies which go beyond the simple attention of cases on an individual basis and integrate all three components of legal services, education and reform as interrelated and essential elements. A focus on education, participation, and increasing the skills of the beneficiaries in the resolution of their problems was a direct consequence of their awakened knowledge and understanding of effective legal services. The effect of these learning experiences is especially evident in the case of Costa Rica. In their eagerness to begin program implementation they had prematurely begun offering legal services in two low-income neighborhoods before completing study of the relevant concepts. In this evaluation they acknowledged that seminar content had greatly influenced subsequent program design.

2. Planning Capabilities

While the three main project objectives of legal services, education, and reform are shared by all the organizations, each group needed to work toward these goals within their own country contexts. This required systematic planning procedures to identify specific needs, define objectives and allocate human and financial resources. The Technical Advisor provided training on planning methods and worked with the respective staffs in the design of their legal services programs. Most of the individuals involved in the process had no previous experience in planning.

The local groups gathered information about the legal status of women and available social and legal services in their own country concurrently with their development of a conceptual model of legal services. These elements provided the basis for their country designs. (See Annex 1).

The FAFH undertook an in-depth analysis of the legal situation of women in the context of the socio-economic and political reality of Honduras. They completed this study (a 180-page document) in April 1980 and, at the time of the Regional Seminar, designed their general plan. More specific planning was completed later. They identified areas requiring specific legislative reform and targeted groups of women to receive the direct legal services.

AMNLAE, which became part of the project in May, did its planning over a period of three months, taking into account a global analysis of the needs of post-war Nicaragua, the legal needs of low-income women in particular, and their own organizational capabilities. Project staff members worked with the Technical Advisor and AMNLAE leaders participated in the planning as well. They completed the general outlines of their program in August and continued to refine them in the following months.

The Costa Rica group, as mentioned earlier, started giving legal services before completing the planning process. Due to this, their program design proved to be inadequate and incomplete. Following the failure of their first attempt at legal services, the project staff participated in an 8-day planning workshop with the Technical Advisor and redesigned their program on the basis of learnings gained from the previous experience plus further research on the legal needs of low-income women and available resources in Costa Rica.

The evaluation revealed that while the plans are essentially workable and reflect the values, priorities, and needs of the local groups, more refinement needs to be done to increase their value as work guides and instruments of progress assessment. Evaluation recommendations for all the groups include clearer specification of desired program outcomes and the development of indicators by which to measure the effectiveness and impact of project activities. The next regional seminar will address this need and provide the groups with the training required to fulfill this recommendation.

3. Project Management Capabilities

Conceptualizing the program, establishing priorities, and planning, while essential to program success, are also dependent on management capabilities. Since none of the groups had ever done a similar project, technical assistance and training during the first year also focused on establishing appropriate administrative procedures and organizational structures for the most efficient use of personnel and financial resources.

In general, project staff operated efficiently and with increased experience continued to develop their management capabilities. They designed their budgets in accordance with program priorities, disbursed funds as specified in the budgets and maintained proper accounting procedures. Over the past months they have learned to be realistic about project activity deadlines, although at first they tended to fix overambitious implementation schedules.

With regard to the use of human resources, all the groups recruited and trained volunteers for service in the various program activities, matching individual capabilities with functions. However, the FAFH and AMNLAE were more successful in integrating volunteers into the project than was Costa Rica, due in part to the characteristics of the organizations. The evaluation revealed some weakness in the supervision and management of volunteers. While the problems encountered were different for each group, evaluation recommendations for all the participating organizations specify a need for better definition of roles, functions, and responsibilities within the project. On the basis of these recommendations on strengthening the functioning of the project, the next regional workshop will also address this issue and provide training to enable the participants to develop indicators and criteria by which to assess the effectiveness of their organizational structure and mechanisms and to better understand the interrelationships between the internal functioning/management/planning mechanisms and the impact of their projects.

4. Development of Methodologies

As the project staffs developed their comprehensive understanding of legal services within the broader development context and as they worked through the setting of objectives and priorities and designed structures to implement them, they were learning how to develop mechanisms and methodologies to reach their goals. They all came to understand that if social change and development are to be promoted through law, their programs must include the active participation of the beneficiaries in the formulation of laws, their implementation, and enforcement. The project designs all include, to some degree, preventive legal assistance and education programs focusing on low-income and unrepresented women and stress the active participation of the beneficiaries as problem solvers. They include as a criterion for selecting the kind of cases the programs will handle their possible impact on social change. They direct their services to communities, labor unions and government agencies as well as the courts. The broad range of methods employed includes legal representation, counseling, research, problem-posing education, information dissemination and institutional networking.

The effectiveness of this approach will be tested during the remaining year and a half of the project. However, at this time of formative evaluation it would appear that the strategies designed are appropriate and consonant with their goals of legal service.

This evaluation concludes that over the past year and a half the organizations involved in the legal services project substantially increased their skills in project management and planning, conceptualization of legal services and design of strategies and methodologies. These strengthened capabilities of the participating organizations make reaching the three project goals possible. Improvements indicated by the evaluation as needed for certain aspects of planning and organizational development will be addressed at the next regional training seminar to be held in March 1981.

The following three sections on the specific objectives of the project provide information that further demonstrates that even at this early stage progress is being made toward reaching project goals.

- B. Legal Services: Establishment of mechanisms to offer low-income women consultation and legal services, information on legal rights and on available resources and referral for assistance.
- Direct legal services are currently being offered in Costa Rica and Honduras. In Nicaragua this will be the last objective implemented.
 - Honduras' direct services are limited to collective cases with social impact and individuals meeting certain requirements of levels of income, family situation, and the type of case. A major investment of time and personnel has gone into one collective case involving 150 women in a land dispute with implication for urban land reform for the benefit of low-income women throughout Honduras. Another collective effort in direct services is the unionization of 300 women who do piece-work in their homes. This would establish a mechanism for collective bargaining and defense of basic labor rights. The FAFH found this sector to be among the most unprotected in Honduran society. In addition, 16 individual cases have been attended and the numbers of potential cases began to increase sharply with the initiation of the educational program.
 - A team of 12 volunteer lawyers and several students and social workers handle direct legal services. Plans are being made to increase the number of students on the team through collaboration of the university law-school.
 - In Costa Rica, a legal services center, opened in September, operates 5 days a week attended by the project staff of 4 (a lawyer, social worker, sociologist and secretary) with backup provided by 4 volunteer lawyers. A previous experience of offering legal service in collaboration with the University Law School in two low-income neighborhoods was discontinued after four and a half months because the two centers together only had 100 clients. Between September and November, only 16 cases had come to the new center. The staff blamed lack of publicity, the staff's concentration on preparing the educational program, and the existence of other legal services agencies in Costa Rica. Plans are being made for publicizing the center and it is hoped that with an active outreach effort and the implementation of the educational program the number of cases will

increase. Since there are other legal aid agencies in Costa Rica, the project describes its unique contribution as providing more complete orientation to women on their legal rights.

-- In Nicaragua, AMNLAE plans to offer direct legal services to women in Managua and two other provinces. Contacts are being made with the universities to collaborate in this effort and AMNLAE members are being trained to function as para-professionals.

C. Education: Education of women throughout these countries on their legal rights as well as on available legal and socio-economic resources to help them improve the quality of their lives.

The educational component of the project is by far the most extensive aspect of the legal services project at this point in all the countries. The groups realized that the goal of educating on legal rights would have to go beyond simply providing information and would have to be done through the application of appropriate adult learning methodologies.

In Honduras a comprehensive, structured, educational program on essential legal content for women and the development of necessary technical and personal skills to insure the exercise of their legal rights is being pilot tested with 100 low-income women in Tegucigalpa. Volunteer lawyers and adult educators worked on the legal content, which is integrated into the OEF "Life Skills" training program for women. Twenty-four volunteers received training as program facilitators in the techniques of adult learning and the use of the program. Once the program is pilot tested and the handbook definitively designed, the FAFH proposes using the program on a country-wide basis through its member organizations and other interested groups.

Costa Rica has a similar, though more modest program. Designed by program staff and volunteer lawyers and social workers, it includes eight units on legal information and resources for use with community groups and beneficiaries of the Legal Services Center. Twelve to 15 facilitators will be trained in early February and the program will be pilot tested in February and March. The group plans for wider application of the program among low-income women after the testing phase. The Costa Rica group also

received a substantial grant from the National Legislative Assembly for the publishing of a series of informative pamphlets on legal rights for mass consumption. Project volunteer lawyers are preparing these pamphlets.

Nicaragua's educational program includes assemblies and forums with its membership (some 20,000) with the dual purpose of providing information and receiving input and feedback from the women on vital legal issues for possible legal reform. Seven large meetings were held throughout the country prior to the evaluation. Legal promoters are also being trained in 7 priority provinces to serve as educators and future "para-legals." One hundred fifty AMNLAE leaders or potential leaders received training in September and October on the current legislative process, the legal, social and economic situation of women, and techniques of non-formal education. In addition the Association's monthly newsletter, its weekly radio program and TV show provide forums for mass education. Informational pamphlets are also being designed.

- D. Legal Reform: Development of programs and activities to improve the de jure and de facto legal status of women, including proposals for appropriate new legislation and the development of legislative advocacy strategies for the implementation of laws.

Legal reform activities describe the major program thrust in Nicaragua; considerable efforts in Honduras have also been directed to legal reform; Costa Rica has not yet entered this area.

In Nicaragua, AMNLAE has a representative on the Council of State (Nicaragua's co-legislative body). Her presence provides the organization with a direct channel for making effective contributions to the development of new legislation for improving the legal status of Nicaraguan women. The Legal Services Project Advisory Council assists the representative by providing her technical input in the design of legislative proposals. Consultations held throughout the country by AMNLAE Legal Services Project promoters surface women's concerns and promote discussion of the issues. Based upon the on-going dialogue with women at the grass roots, the Advisory Council selects priority issues and designs legislative proposals for consideration in the Council of State. Two AMNLAE proposals were submitted during the 1980 session and passed. During the Council's recess (December to May, 1981) preparation for new proposals continues.

The legal reform efforts in Nicaragua are highly integrated into the educational component of the project and involve the participation of the 18 project personnel and hundreds of AMNLAE members at the national and provincial levels.

In Honduras major efforts were directed to the design of the proposed new Honduran constitution, the goal being the explicit expression of juridical equality between men and women. Critiques of the first drafts were offered to the Constituent Assembly (an elected body charged with the design of the new Constitution). The FAFH identified key members of the Assembly and discussed specific changes with them. The response was positive, though the success of these efforts will not be known until the Constitution is finally promulgated.

In addition, the promotion of a new Family Code, designed by FAFH members prior to the initiation of the Legal Services Project, is one of their legal reform priorities. However, due to the current transition from military to civilian government, the FAFH judges the possibilities for acceptance of the code to be minimal at present. Nevertheless, lobbying strategies have been implemented with the view of gaining support for the desired changes in the future.

In Costa Rica, although the group feels that legal reform is not a priority, the evaluation recommended that this area be studied further and strategies defined.

III. GENERAL EVALUATION CONCLUSIONS

- Progress toward the initial objective of preparing the organizations to implement the Legal Services Project has been demonstrated by their increased skills in conceptualizing legal services, developing appropriate methodologies, planning and management.
- Reasonable progress has been made toward achieving the objectives of legal services education and reform. While two of the local projects are implementing only two of the program areas, their plans indicate progress toward the goal of full program implementation in the near future.
- Recommendations to the individual groups focused in general on strengthening project functioning, specifically, better definitions of roles and responsibilities, and clearer elaboration of expected program outcomes and success criteria. No major changes in the original project design are indicated.
- One of the strengths of the project lies in its regional nature. First, since the Technical Advisor serves all three groups and is not permanently present in any one area, there is greater incentive for developing local skills and initiative in project implementation. Second, the international cross-fertilization of ideas among the groups gives each a more creative base upon which to build its program. Various models can be developed, tested and evaluated in distinct but related contexts. Finally, all the groups have indicated the value they place on the regionality of the project since contacts with other groups committed to the same or similar goals creates a sense of solidarity among them.

Annex 1: GENERAL PLAN OF LEGAL SERVICES PROJECT

HONDURAS

(Federación de Asociaciones Femeninas Hondureñas)

OBJECTIVE 1: To educate women in the use and enjoyment of their rights and fulfillment of their obligations.

GOALS: 1. To train 54 participants from the different associations belonging to the Federation with the purpose of producing a multiplier effect in the education of rural women and working women.

Activities

- a. Meetings, seminars and training courses.
 - b. Publication of pamphlets in each of the pertinent areas relating to women's rights.
 - c. Publicity through radio, television and the press.
2. To train 30 women from San Pedro Sula and El Progreso as para-legal advocates.

Activities

- a. Design, organize and implement courses on the use of legal techniques and advocacy.
3. To request the Law School of the UNAH (Universidad Autónoma de Honduras) to revise its curriculum with the goal of preparing students for work in legal services.

Activities

- a. Personal contacts and presentation of a formal petition to the University.
- b. Provide technical advice in the curriculum reform.

OBJECTIVE 2: To reform those laws in which women suffer most from discrimination.

- GOALS: 1. In the Civil Code to substitute the "Book of Persons" for the "Family Code".
2. In the Labor Code to separate references to women and children, which are treated together, and to modify the regulations regarding domestic work.

3. In the Agrarian Reform Law to permit women to receive land on an equal basis with men.
4. In the Constitution to include a statement on providing for legal equality between men and women.

Activities

- a. Raise the awareness of the persons and institutions responsible for the adoption of laws.
- b. Propose the new legislation.
- c. Use gradual measures of pressure.

OBJECTIVE 3: To provide legal assistance to women, particularly low-income women, both collectively and individually.

GOALS: 1. To organize women having similar individual problems.

Activities

- a. Research, analyze and identify the problems.
 - b. Prioritize the problems.
 - c. Provide the necessary legal and technical assistance in solving the problems.
2. To offer assistance to women who do "piece-work" in their homes with the goal of helping them get

Activities

- a. Investigate the situation further.
- b. Organize 300 women (200 in San Pedro and 100 in Tegucigalpa).
- c. Educate them to the necessity of organizing themselves in defense of their rights.
- d. Offer legal assistance in the procedures of unionization.

- in the town of El Progreso →
3. To offer legal assistance to the Asociación de Mujeres Progresenas in the solution of a land ownership problem.

Activities

- a. Gather more information and analyze the documentation.
- b. Represent the group before the authorities.

Anex 1: GENERAL PLAN OF LEGAL SERVICES PROJECT

NICARAGUA

(Asociación de Mujeres Nicaraguenses
Luisa Amanda Espinoza)

OBJECTIVE 1: To raise the awareness of Nicaraguan women about their socio-economic, political and juridical reality.

GOALS: 1) To carry out a series of national membership seminars on the legal situation of women.

Activities

- a. General informational seminars.
 - b. Specialized training seminars on the legal system and methods of awareness raising.
- 2) To inform Nicaraguan women in general on their rights and duties in the new society.

Activities

- a. Elaboration of pamphlets, booklets and film-strips about the new and existing legislation that most affect women.
- b. Publicity of the same through the mass communications media, especially through AMNLAE's regular programs on radio, and television and their monthly newsletter.
- c. Discussion meetings at grassroots level and with special commissions.

OBJECTIVE 2: To better the legal condition of Nicaraguan women de jure and de facto.

GOALS: 1) To maintain effective representation of women in the Council of State through constant contact with the membership especially at grassroots so that the representation reflects the essential concerns of women in the legal area.

2) To prepare legislative proposals based on the concerns and suggestions presented by the women.

Activities

- a. Formation of technical team.
- b. Elaboration and presentation of legislative proposals to the Council of State.

- 3) To promote the effective application of the new laws.

Activities

- a. Integrate this material into all aspects of the education program.
- b. Design and sponsor educational activities directed to other mass organizations and appropriate institutions (law schools, etc.)

OBJECTIVE 3: To offer legal and resource information and orientation to women at the AMNLAE centers in two departments and in the capital, Managua.

GOALS: 1. Develop a resource bank.

2. Train personnel to operate these centers.

Annex 1: GENERAL PLAN OF LEGAL SERVICES PROJECT

COSTA RICA

(Asociación Desarrollo Económico Laboral
Femenino Integral)
(Federación de Organizaciones Voluntarias)
(Organización de Ciudadanas Costarricenses)

OBJECTIVE 1: To offer social and legal services to women of limited economic and/or cultural resources to enable them to resolve their problems.

GOALS: 1. To establish criteria and procedures.

Activities

- a. Elaborate criteria for the type of cases the center will accept.
 - b. Design the procedures the center will use (diagnostic guides, forms, etc.)
 - c. Elaborate criteria for the use of volunteers.
 - d. Write an administrative plan including staff functions.
2. To organize a team of volunteers.

Activities

- a. Identify possible volunteer lawyers.
 - b. Contact them personally and solicit collaboration.
 - c. Make a formal agreement on the type of services they will offer.
 - d. Make a formal proposal to the University of Costa Rica for the services of law students.
3. Develop a source inventory of public and private social and legal services.
4. Publicize the existence of the Center.

Activities

- a. Design and print an informative brochure.
- b. Distribute it through the communications media and women's service organizations, especially in the marginal areas of San José.

OBJECTIVE 2: To educate women in the use and enjoyment of their rights and fulfillment of their obligations.

GOALS: 1. Develop a structured educational program on women's rights and the means to assure their exercise and offer it to groups of women of limited economic and/or cultural resources.

Activities

- a. Establish criteria for the women to receive the program, collaborating groups and facilitators.
- b. Define the content, instructional objectives and evaluation criteria for the program.
- c. Form a technical advisory team to design the program.
- d. Design the learning units.
- e. Reproduce materials.
- f. Recruit and select groups and facilitators.
- g. Train the facilitators.
- h. Design the pilot application of the program including who, where, when, etc.
- i. Implement the plan according to the established conditions.
- j. Evaluate the pilot plan.
- k. Revise and reformulate the program if necessary.
- l. Select new groups and implement definitive program.

OBJECTIVE 3: Create public awareness.

GOAL: 1. Develop a publicity campaign through the communications media to increase awareness of the legal rights of women.

Activities

- a. Define one or two key ideas for diffusion.
- b. Select the appropriate means of communication for the media campaign.
- c. Design the message.
- d. Test reactions to the message.
- e. Produce materials.
- f. Solicit collaboration from public and private institutions.
- g. Implement the plan.
- h. Evaluate the plan.

ANNEX II: PARTICIPATORY EVALUATION PROCEDURES AND METHODOLOGY

A. OEF's Participatory Evaluation System

Before describing the actual evaluation procedures and methodology utilized during the Year I project evaluation, it is necessary to briefly summarize OEF's participatory evaluation system. The system includes analysis and evaluation of the project from the point of project development and design, through project implementation to project completion and beyond. Formative and Summative evaluation procedures are employed. The system aims to include the full participation of the project beneficiaries in the design, implementation, analysis and follow-through of the evaluation. Over the last year OEF has worked to develop new procedures which promote a greater involvement of beneficiaries in evaluation activities. By combining "participation" with "evaluation", OEF has created a system which contributes to:

- strengthening local capabilities for self-reliance;
- enabling the group to confront problems which occur in implementation and to make needed adjustments;
- guiding the future projects of OEF and of other organizations;
- creating approaches for enabling project beneficiaries to take a more active role in project identification, design and implementation, and thus ensuring that projects are more responsive to their needs.

B. The Regional Legal Services' Year I Evaluation Procedure

The evaluation of the Regional Legal Services project was conducted between November 25 and December 14, 1980. Prior to the on-site visits by Louise Montgomery, OEF's Director of Programs in Latin America, and Margaret Schuler, Regional Legal Services Project Director, each of the organizations was asked to select an evaluation team composed of staff, advisory, and coordinating committee members and other selected volunteers to participate in all phases of the actual evaluation. The reason the

evaluation teams were composed solely of project personnel. It is that the principal focus of the first year was on preparing the groups to implement legal services. This, in effect, meant that the main beneficiaries of the project at this stage were the groups themselves. While "pilot" services were offered during this time, the beneficiaries of these services had not been integrated into the project design activities. Thus, it seemed inappropriate to invite them to evaluate content for which they had little understanding or input.

The evaluation was divided into three phases:

- Phase one consisted of a one day workshop on the theoretical and technical aspects of evaluation and on the development of the formative evaluation design the teams would use in gathering and analyzing data (Design Workshop)
- Phase two consisted of two weeks for data collection and preparation (Data Collection)
- Phase three consisted of a final two day meeting for data presentation and analysis (Analysis Workshop)

Following is the evaluation schedule for each of the projects:

Evaluation Design Workshop

November 25: Costa Rica

November 27: Nicaragua

November 29: Honduras

Data Collection

November 26 to December 8: Costa Rica

November 28 to December 10: Nicaragua

November 30 to December 12: Honduras

Data Analysis Workshop

December 9 and 10: Costa Rica

December 11 and 12: Nicaragua

December 13: Honduras

1. The Evaluation Workshop. This workshop had the purpose of developing a competent team of evaluators and of developing materials, methodology and schedule to conduct the evaluation. It also proposed to help them understand that evaluation is not something just done by experts but is something those involved in the project can and should do on an ongoing basis. The first part of the day was dedicated to training on evaluation: the definition and purposes of evaluation; the characteristics of a good evaluation; the components of an evaluation -- content and instruments; the uses of evaluation; the difference between formative and summative evaluations.

After the training session the teams focused on their own evaluations and the development of specific objectives, content and instruments. Progress toward organizational goals was defined as the purpose of this evaluation. Each team then identified the program areas it would examine and formulated questions about each area as a guide to the collection and analysis of data. (These are found on the pages immediately following each country report.) These questions served as a basis for a series of questionnaires which were to be used with various members of the organization, participants in the project and the community. Finally, the responsibilities for data collection were assigned and meetings scheduled to prepare the information for presentation and analysis.

2. Data Gathering. Since the evaluation of the Regional Legal Services Project consisted of separate evaluations in three countries over a period of three weeks, it was not possible for the OEF staff to participate in the actual collections of data. Although they formed part of the evaluation teams and facilitated the evaluation design and analysis, the work of gathering the information was the responsibility of the local groups.

3. Presentation and Analysis of Data. The evaluation teams spent two days each on the analysis of the data (with the exception of Honduras which concluded its analysis in one day). They discussed experiences and problems and formulated recommendations and conclusions.

C. Evaluation of the Evaluation

Ideally, each evaluation team should have included some of the ultimate beneficiaries of the project -- the poor women who are being reached by it. This was not the case although data was gathered from beneficiaries. Since the period of time covered in this evaluation was largely devoted to preparation for delivery of the direct services to low-income women, the focus was primarily on the personnel and direction of the participating organizations.

An evaluation of the evaluation itself was made with each country project. There was a technical problem in one country because the data were presented from the questionnaires themselves and related to source of information rather than the aspects of work being examined. In another country the team had some difficulty overcoming an initial anxiety that OEF was coming in to criticize them. This was indicated by their not proposing questions that might seem critical and their reluctance to discuss them when the OEF consultants brought them up. This suggests that a participatory evaluation cannot go beyond where the participants are willing to take it.

All three teams, however, were enthusiastic about the process. They said they had identified important needs such as setting specific objectives for activities and asked for more help in planning at the next Regional Seminar. They said they would use this process to evaluate their activities on a regular basis.

The OEF consultants feel the methodology is good because the evaluation is made by the group itself, avoiding any resentment of an outsider's coming in to criticize, and the results will be much more likely used to improve future program activities. It surely gave the local groups new capabilities for evaluating their activities. All the groups identified and confronted problems whose resolution will help the project. They feel sure that subsequent participatory evaluations will be easier and better than this initial effort.

Annex III: HONDURAS EVALUATION REPORT

A. Background

In Honduras the collaborating organization in the Legal Services Project is the Federación de Asociaciones Femeninas Hondureñas (FAFH) an umbrella organization that includes 48 member groups located throughout the country. The FAFH has several years' experience of advocacy for women's rights, particularly in the area of legislative reform. Prior to inclusion in the legal service project FAFH members had engaged in legal reform activities through their participation in the Advisory Council to the Presidency of the Republic from 1976 to 1978. One of their outstanding achievements was the elaboration of the Family Code, a major reorganization and reform of legislation affecting women in the various aspects of family relationships. At that time they also proposed a reform of the penal code eliminating legal practices discriminatory to women. While these reforms were never adopted, due to political developments in Honduras, legal reform remains a keystone of their advocacy strategy in the legal services project.

Given the FAFH's history of commitment in this field and their large membership base (some 15,000), the OEF contacted this group to discuss the possibilities of inclusion in the Regional Legal Services Project. They enthusiastically responded, offering the resources of their organization for the task. The FAFH was the first group to begin program implementation. It is noteworthy that during the project's first year the FAFH was able to begin implementation of all three of the major project objectives. Program planning was done in a systematic fashion and based on research of the socio-economic, political and legal situation of women. Currently legal services are offered by a team of volunteer lawyers; an educational program brings information and skills development to groups of women in low-income neighborhoods; and suggestions for appropriate constitutional reforms were offered to the Honduran Constituent Assembly, an elected body charged with the task of designing a new Honduran constitution. Each of these will be discussed in length in the evaluation section.

B. First Year Chronology of Activities

- January ● Recruitment of volunteers and establishment of project administrative structures within the organizational structures of the FAFH.
- Initial research on the legal situation of women in Honduras.

- February ● Compilation of documentation on the situation of women within the political, economic and juridical context of the country.
- Participation in a seminar on legal services models and general program framework.
- April ● Analysis of research data for the preparation of a document on the legal status of women.
- Organization of work groups of lawyers, social workers, educators and other volunteers for participation in the project.
- Publication of the 180-page analysis of the Honduran social and political reality, the legal system and the legal situation of women in Honduras.
- May ● Participation in the Regional Legal Services Seminar in Costa Rica on models of legal services and program planning.
- Planning and programming of the legal services project.
- June ● Selection and attention to a collective legal case involving 150 women to help them get title to land.
- July ● Participation in the U.N. Mid-Decade Conference for Women in Copenhagen by the Project Coordinator and the Legal Advisor and presentation of the Regional Legal Services Project at the Forum.
- August ● Various trips throughout the country by the Project Coordinator for the purposes of publicizing the project among the membership and motivating them to participate in it.
- Analysis of constitutional articles affecting the equality of women.
- Design and application of a diagnostic survey about women who do piece work in their homes.
- September ● Presentation to the Constituent Assembly of proposed constitutional reforms to achieve the juridical equality of women with men in the new constitution.

- September ● Lobbying of Assembly members on behalf of the proposed reforms.
- Attention of 16 individual cases.
- October ● Design of an educational program.
- Delivery of training seminar to prepare 24 facilitators for the educational program activities.
- Advocacy activities in support of the Organization of Professional and Auxiliary Nurses (for better salaries and professional recognition).
- November ● Organization of five groups of women in low-income neighborhoods to participate in the educational program.
- Carrying out the first seven sessions of the educational program.

C. Analysis of Program Implementation Progress

1. Structure and Functioning

The design of the Honduras project was the result of systematic research and analysis of the legal system in Honduras and the status of women within it as well as of study of models of legal services and the possibilities within the organization of offering effective services to low-income women. No definitive design was elaborated until this essential groundwork was laid. At the May Regional Legal Services Seminar in Costa Rica, the FAFH brought all the necessary elements for developing a comprehensive realistic plan, having already defined the problem, identified primary beneficiaries, established general criteria and targeted areas of legal reform.

In discussing the plan and process, the evaluation group felt that it had gone beyond its own programming in its first year's implementation activities, particularly in the areas of legal reform and education. It was recommended that any additional activities be incorporated into the general plan to bring it in line with the reality of their program.

The organizational structure of the project is closely related to that of the FAFH. The Project Coordinator is the FAFH president and the Legal Advisor

heads the Legal Affairs Commission. FAFH commissions on social services, legal issues, education and publicity provide the project with its core of volunteer workers. Ten of the fifteen members of the FAFH Board are involved in the project.

The project is organized around the work of two key committees: a committee of lawyers and an educational committee. Social workers and other volunteers also serve on both committees. Another group, composed of the Project Coordinator and committee representatives, assumes the work of general coordination.

In general the lawyers' committee performs the work related to direct legal services and legal reform initiatives, while the educational committee handles outreach and the application of the structured educational program. Both groups collaborate in the preparation of educational materials of a legal nature. In addition to the two core committees, other volunteers are available for project work upon request of the coordinator. The total number of volunteers involved in some way in the project is 44.

During the year since the initiation of the project approximately 50 FAFH members have received specialized training in some aspect of the program: planning and programming, organizational methods, administrative procedures, models of legal services, techniques of nonformal education, the design of learning materials, etc. The response of the FAFH to the project has been enthusiastic and positive. The existence and dynamism of the project has attracted new and technically specialized personnel.

However, the FAFH evaluators expressed concern about the use of volunteers in a project of this kind. Even though the project is predicated on the involvement of volunteers, they do not always have the time required to meet the demands of the project. This was discussed in the context of an admitted need for internal, commonly-held and clear expectations of project outcomes, accompanied by success criteria and corresponding indicators. To achieve a truly self-directed program with self-monitoring mechanisms built into the process, it is necessary that project implementers (both volunteer and paid personnel) share common understandings of expected project outcomes in

very concrete and measurable terms and of organizational functions, procedures and responsibilities. This condition would facilitate formative evaluation throughout project implementation and improve the effectiveness and motivation of the volunteers. All involved would be able to measure accomplishments toward goals, assess resource needs and make appropriate adjustments in an objective fashion. The program would then indeed be self-directed -- an essential program goal.

Several recommendations resulted from the discussions on structure, and functioning of the project:

- That a "manual of functions" be written defining roles and responsibilities of the staff and the various committees involved in the project, and the system of coordination itself, including how decisions are made.
- That an organizational chart be designed describing the whole project and interrelationship of all its component parts.
- That explicit program outcomes, together with criteria and indicators of success, be determined.
- That the program be reviewed periodically and adjustments made as needed.

2. Direct Legal Services

From the very beginning FAFH based its design of the direct legal services component of the project on impact criteria. Wishing to avoid a multiplication of time and resource-consuming individual cases, it chose as its main focus the collective case containing the potential for improving the socio-economic situation of low-income women and common individual cases where strategies could be devised to produce public impact. The best use of human and material resources to produce the greatest possible impact was the strategy selected.

To achieve this goal the group chose not to have an "open" service, that is, one available to all women and publicized as such. Rather, it is limited to collective cases and/or individual cases meeting the following criteria:

- Related to the group, association or labor organization to which they belong:

- a) That they belong to an association affiliated with the FAFH or a federated labor organization.
 - b) That they belong to one of the local groups with which the FAFH works.
- Related to their economic situation:
- a) That they be unable to pay for the legal costs according to the judgment of the social worker.
 - b) That their tax declaration demonstrate economic incapability.
- Related to the family situation:
- a) Preference for single mothers with more than three children.
 - b) Preference for abandoned wives with more than three children.
- Related to location
- a) Recently arrived rural women.
 - b) Working women from marginal urban neighborhoods.
 - c) Government workers who fill the other requirements such as tax exemption.
- Related to the expected outcome:
- a) That a resolution of the case produce a precedent for the general betterment of women.
 - b) That the case serve as material for legal reform.

The project personnel selected two noteworthy collective cases. The first concerns the problem of 150 women of the affiliated FAFH organization in the northern city of El Progreso in a land title dispute. Two critical factors were considered in the selection of this case: the economic benefits and the legal impact a positive resolution of this case would have. Most of the women are low-income single mothers with critical housing needs. The acquisition of property is the chief obstacle they are encountering for the solution of this acute problem. The women are asking that application of the agrarian reform law be applied

demands on the volunteer personnel. They did mention, however, that although they had not wished to involve the University in the project previously, they now believe it essential if the center is to handle the number of cases they expect to be asked to attend.

No specific changes were recommended in the evaluation regarding the legal services component of the program.

3. Education

The main educational objective set by the FAFH states: "To educate women in the use and enjoyment of their rights as well as the fulfillment of their obligations." More concretely they plan to train 54 participants from the different FAFH member organizations in order to achieve the multiplier effect in the education of rural and working women.

The idea was to train at least one woman from each of the organizations so they could communicate basic information on women's rights to their fellow members through seminars and meetings. However, the implementation of this objective became a much larger project than originally conceived. As the group began to identify target groups of women and their legal problems, they became aware that their task would have to go beyond simply providing information and would have to be done through the application of appropriate adult learning methodologies.

The Technical Advisor introduced them to the OEF "Life Skills" training program as an example of a structured approach to developing essential skills in low-income women. After examining the manual, the group asked to use the program as a basic tool and framework for attaining its educational goals in the legal services project.

The Life Skills program contains a nonformal education strategy designed to promote the essential abilities women need for self-reliance and cooperative action, specifically:

- increasing women's confidence, motivation, and awareness of themselves, their communities and the options in their lives.
- strengthening their technical skills and knowledge, and their capabilities for initiating change individually and in groups, and

in their case, even though the land in question is within a municipal jurisdiction. The Project lawyers believe this could create a precedent for urban land reform and, therefore, be of social benefit to countless women of similar circumstances throughout the country.

The second collective case, while it does not require litigation as such, was selected because it affords the project an opportunity to defend the rights of the most unprotected sector of Honduran workers: women who do piece work in their homes. The intent is to offer legal services to these women in the establishment of a union to engage in collective bargaining and defense of basic labor rights. As a first step, 300 women have been surveyed to determine the exact nature of their situation. The organization and legalization of their labor union are future steps in this on-going process.

The defense of individual cases was a more recent development (16 cases were attended between July and October). This number began to increase significantly with the initiation of the educational program. As a result of the program's first sessions which included information on "legal identity", it was discovered that the names of a great number of women and their children were never entered into the Civil Registry -- a situation with grave consequences for citizens because registration is a basic requirement for participating in social security benefits, land ownership, access to credit, voting etc. In Honduras, if registration does not take place early in a person's life, the procedure requires the intervention of a lawyer. The Project lawyers have responded to the need by providing this service to the women from the communities where the program is being implemented. They foresee a direct relationship between the extension of the educational program and the need for direct legal services because as the women become aware of their rights and the resources available to them they begin to identify their problems in legal terms and seek assistance. There was some concern expressed that the center might not be able to handle the quantity of cases they expect in the near future.

At present there are 12 lawyers, two law-students, four social workers and two secretaries involved in direct legal services. The volunteer lawyers accept cases related to their area of legal services. No specific problems were mentioned other than the

- expanding their opportunities through encouraging problem-solving and joint identification or creation of needed resources.

The FAFH judged this to be an extremely useful approach since the program is designed to be adaptable to the purposes of any group and its content or "subject matter" is the women themselves: their needs, their problems, their life experiences and their hopes. The FAFH's task in adapting the program has been to integrate the appropriate legal content into the various learning units, which cover work, family relations, problem solving, resource identification, group planning, etc. In this way, the women would learn about their legal rights and resources while simultaneously developing the skills needed to assure that they will be exercised.

Since the program is still at the testing state in its development and not yet ready for broad dissemination, the OEF agreed to permit the use of the handbook in the Honduras Legal Services Project as a pilot application to test its adaptability and usefulness as an instrument. This will require some additional monitoring and evaluation on the part of the FAFH. It is believed that their experience will contribute invaluable insights to the definitive design of the program.

The goal of training FAFH members to achieve a multiplier effect was refined and made more concrete by the following goal statement: "To train FAFH members in the techniques of nonformal education with the purpose of offering orientation to low-income women in the exercise of their rights."

In October, 1980, 24 FAFH members received thirty hours of training on methods of nonformal education and the use of the manual from two skilled Honduran adult educators and the OEF Technical Advisor. The participants came from Tegucigalpa, San Pedro Sula, Puerto Cortés, Progreso and Choluteca. Four groups of women, totaling approximately 100, from low-income neighborhoods in Tegucigalpa, were organized shortly thereafter and the pilot application began. It is expected that other groups from Choluteca, San Pedro Sula and Puerto Cortes will join the pilot program. The team of lawyers selected the legal content and, in collaboration with the adult education specialists, designed the accompanying learning activities. Seven

weekly sessions were held by the time of the evaluation in December. The full application of the program will take several months, after which plans will be made for a broad application of the program.

The immediate results of the first few sessions were encouraging to the group. Attendance of the neighborhood women has been consistent and participation enthusiastic and ever increasing. The number of legal cases generated by the new information on rights and resources was immediately felt by the legal services. It is projected that this phenomenon will continue.

A confusion about the evaluation task in the pilot application of the program was clarified. The group felt somewhat insecure about making adaptations, believing that a "rigid" use of the program manual was required of them. It was clarified to their satisfaction that changes and adaptations were expected but that they needed to be explained and documented. For the pilot application to be useful to the final design of the program an evaluation based on concrete data is required. Recognition of the need to systematically document the experience of the educational program is reflected in one of the recommendations.

One of the problems of implementing the educational program brought up in the evaluation is the transportation difficulty encountered in reaching the local communities, all of which are in relatively inaccessible hilltop locations. The need for a vehicle to permit access to these communities and others in the future was presented to the OEF by the group as an urgent necessity not provided for in the budget.

It was decided :

- That the FAFH research the type of vehicle needed and the cost of purchase and maintenance and review the current budget for possible revision of line item assignments.
- That OEF research possible sources of funding and try to assist FAFH in the acquisition of this item. However, OEF could not make any firm commitments regarding actual sums or resources.

Another difficulty mentioned was of an entirely different nature and generated a lively discussion. In the same communities where the program is being implemented, government-related social promotion agents have also been working with groups of women (sometimes the same women). This situation has produced a potentially conflictive or competitive relationship between the project and the promoters. Analysing the causes and its effect on the project, the group realized that if the project is to be truly effective it must not only avoid unnecessary competition at this level but actively solicit collaboration of the promoters by offering them its resources and taking advantage of future opportunities which may arise for furthering the goals of the project. The group decided to study the advantages and disadvantages of incorporating these promoters into the legal education project, seek ways to take advantage of their presence in the communities and invite them to participate. Believing in the superiority of the content and methodology of the program, the group projected even further into the future and entertained the hope that if promotion agents of various government social agencies could be trained in the use of the program, its long-range impact would be great indeed.

Finally, the group discussed one of the unexpected outcomes of the educational program and the demands this is placing on the project. As the women become more involved and begin recognizing their rights and identifying their problems, a host of needs -- not only of a legal but a socio-economic nature -- are surfacing. And the women are looking to the project for a solution to these problems. The group discussed the responsibility the project has in regard to expectations raised as a result of the educational program. At first thought the group felt that inclusion of vocational skills training was not inconsistent with the Regional Legal Services' goal of bettering the socio-economic condition of women. Upon reflection, they agreed that neither the Legal Services Project nor the FAFH itself has sufficient resources to attempt to meet these socio-economic needs in addition to educating on legal rights. However, they decided that it is the responsibility of the project to help provide the groups the tools and the skills they need to locate resources required to begin to solve their problems. It was also recognized that there are many causes of poverty at many levels of society and that a sense of realism must characterize the project.

This returned the group, once again, to the need for clearly defined project parameters, that is, objectives, expected outcomes, success criteria and their indicators.

All agreed that the experience of the educational component of the project had been very important and that several of these significant issues will need continued monitoring. The recommendations for this section of the evaluation are as follows:

- That the relationship between the project's educational program and the direct legal services and other project components be defined and described in the new organizational chart.
- That the pilot application of the educational program be systematically documented and evaluated.
- That the project attempt, within the limits of its possibilities, to take advantage of situations which will gradually consolidate the mechanisms of project extension.
- That the expected outcomes, success criteria and indicators of the educational program be clearly defined.

4. Legal Reform

On the basis of its original in-depth investigation of the legal condition of women in Honduras, the group defined three priority areas in its legal reform component. The first was the promulgation of the Family Code. Second, reform of the Work Code, specifically separating out three references to women and children which appear together in the current code. Third, reform of several articles of the Agrarian Reform law discriminatory to women. Strategies on these reforms have included lobbying institutions and individuals responsible for the passage of laws.

In addition, over the last year, considerable input was made to the design of the new Honduran Constitution. The consistent expression in the constitution of judicial equality between men and women was the goal the FAFH pursued in this effort. The FAFH presented its critique of the second draft of the constitution, offering the Constituent Assembly a document of suggested changes. Key members of the Assembly were identified and the

specific changes desired were discussed with them. The outcome of this effort will not be known until the promulgation of the new constitution, although the response received from their lobbying efforts seemed positive. No changes were recommended regarding legal reform.

D. Evaluation Conclusions

1. The Honduras project demonstrates a strong beginning toward reaching project goals in all its aspects.
2. The strength of the project comes from the vitality of the FAFH as an organization with its affiliated groups in all parts of the country and with heavy rural membership, as well as its years of experience and dedication to the cause of women's equality.
3. The project is providing mechanisms for the FAFH to achieve its goal of integrating low-income women into the Honduran development process and achieving political, economic and legal equality with men.
4. In the course of project implementation the FAFH has developed skills in the following areas:
 - program planning and management
 - methods of organization
 - adult learning methodologies
 - models and strategies of legal services
5. Volunteer participation is high despite certain organizational problems.
6. The project design, based on an in-depth analysis of the legal needs of low-income Honduran women, is creative in its approach and methodologies and shows a clear understanding of the ultimate goal of the project.
7. The pilot educational program goes beyond mere information giving and is expected to be a significant instrument for achieving overall project goals.
8. Evaluation recommendations are geared less to changing the general direction of the program than to refining it.

E. Evaluation Questions

RE: Assessment of Administrative Structures and Organization functioning

1. Why was the project begun?
2. Where is the project based?
3. What is the project's administrative structure?
4. What was the planning procedure? Who participated in project planning?
5. Who gets involved in the project? and what is it they do?
6. What needs is the project fulfilling?
7. Who makes the decisions and how are the project decisions made?
8. How are functions divided?
9. What is the relationship between the project and the FAFH?
10. How have human and financial resources been applied to the project?
11. Has the project's organizational structure responded to the needs of the beneficiaries?
12. Has communication within the project worked?
13. What problems have been encountered?
14. Has the FAFH accepted the project?
15. What type of training has OEF offered the project?
16. Has this training been useful?
17. Has FAFH been able to begin other projects as a result of the experience attained with this project?
18. What type of training has the FAFH offered to other organizations?
19. Has FAFH received useful ideas from contact with the other countries of the project? What?
20. Has the project influenced FAFH's developmental process?

RE: Assessment of Progress Toward Achieving Program Objectives

A. Legal Reform

1. What are the programmed goals?
2. Have any activities taken place?
3. Have goals changed? Why?
4. Where is this process leading to?
5. How were the requests for legal reform received?
6. Who has been consulted about legal reform?
7. What are the obstacles encountered?
8. Has any type of pressure been used? What? Are there any apparent results?

B. Direct Legal Services

1. How is this service organized? Who are giving it?
2. Is this service open? Why?
3. What kind of services are offered? What type?
4. What is the criteria for case selection? Why?
5. What type of case is more frequently seen?
6. What results have been obtained?
7. What is the relationship with other organizations? What is the attitude of these organizations toward the legal services?
8. What type of publicity has been employed?

C. Education

1. What are the original programmed goals?
2. Have these goals changed? How and Why?
3. What are the objectives of the program?
4. What activities have taken place?
5. Are the activities related to the objectives of the program?
6. Does the manual respond to the needs of the program?
7. To what measure does the human resource factor fulfill the program's needs?
8. What type of program monitoring is there? (meetings, decision making, etc.?) How often?
9. Does the program deal with real life situations?

10. Is there communication between the facilitators and the beneficiaries? Is there communication between the facilitators and the coordinating group?
11. What has the impact (proyection) been after the first training?
12. What problems have been identified through this training?
13. Are there any other projects stemming from the legal services project?
14. What is the responsibility or the relationship between these projects and the regional legal project ?

Annex IV: NICARAGUA EVALUATION REPORT

A. Background

OEF approached AMNLAE (Asociacion de Mujeres Nicaraguenses Luisa Amanda Espinoza) in early March, 1980 about possible participation in the Legal Services Project. As originally designed, the project was to have included an association of women lawyers in the Dominican Republic. However, after initial contacts with this group, OEF concluded that it lacked essential requisites for project implementation and began searching for a replacement. AMNLAE was identified as a strong possibility since it provided the characteristics required for such a project.

- 1) Organizational capability that would assure implementation of the project with only intermittent supervision by OEF.
- 2) Organizational capability that would assure institutionalization of the program and its continuance subsequent to the termination of OEF's technical assistance.
- 3) Ability to involve other organizations in the project.
- 4) Experience in working with women at the grassroots level and ability to involve them in the planning and implementation of the project.

AMNLAE responded favorably to the proposal and was formally admitted to the project in May. AMNLAE's first activity was participation in the first Regional Legal Services Seminar on models of legal services and program planning. Its major activities during the seven subsequent months have focused on establishing workable organizational and administrative structures and program design.

The basic thrust of the Nicaraguan project is a complementary emphasis on legal reform and mass education within a framework of broad-based participation. As an organization represented in the Council of State (Nicaragua's co-legislative body), AMNLAE is in a unique position of advocacy for women's rights and is responsible for proposing appropriate legislative changes. AMNLAE takes its representative function very seriously and utilizes a methodology designed to discover and analyze concerns of low-income women at the grassroots, to incorporate them into legislative proposals and to promote women's full participation

in the legislative process. In order to fulfill the goal, AMNLAE has programmed outreach and educational development among its 20,000 members and created mechanisms responsive to these needs.

B. First Year Chronology of Activities

- May**
- Participation in Regional Seminar in Costa Rica.
 - Participation in Regional Coordinating Committee meetings.
 - Meetings and consultations with OEF's Technical Advisor for assistance in organizational program planning.
- June**
- Creation of a coordination system within AMNLAE in order to integrate the various structures, functions and purposes of the organization into project implementation. This includes the Commissions on Education and Publicity, International Relations, and the Representative to the Council of State.
- July**
- Initial efforts to form a data bank on women's legal issues and a research design for a formal investigation of the socio-juridical situation of women in Nicaragua.
- August**
- Creation of executive, advisory and administrative structure.
 - First national seminar for AMNLAE members on planning.
 - Public and membership assemblies for the purpose of explaining the Council of State and exploring with the participants their socio-economic and legal needs and concerns.
- September**
- Presentation of two legislative proposals with positive results.
 - Participation in the revision of the Work Code (Codigo de Trabajo).

- October
- Publication of pertinent legal information in the Association's monthly newspaper, including the two AMNLAE-sponsored legislative proposals, an explanation of the changes in the new Work Code, and interviews with labor leaders of the domestic workers' trade union.
 - Publicity about the project through AMNLAE's radio and T.V. programs.
 - Week-long training seminar for 50 members on organizational methods and adult learning
- November
- Participated in the evaluation of the final year of the project.

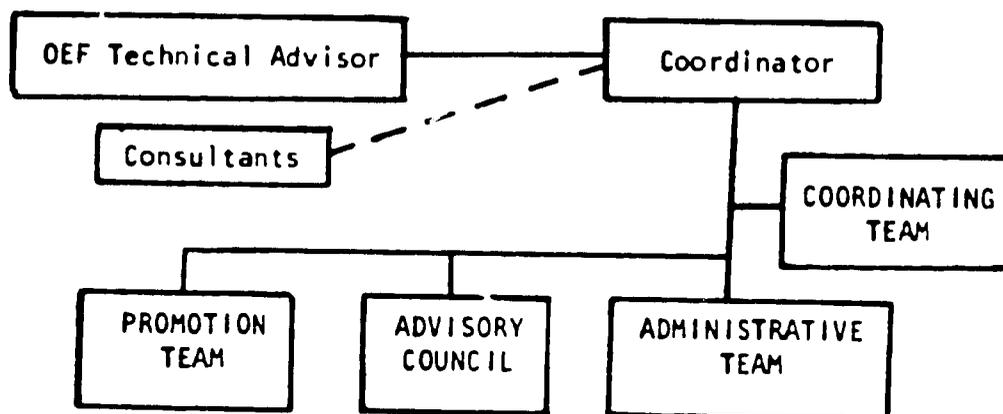
C. Analysis of Program Implementation Progress

1. Structure and Functioning

One of the reasons for including AMNLAE in the project was the fact that their own organizational priorities are similar to those of the project. However, because of that, the project was not viewed as a separate entity. This meant that the project's development was in some ways contingent on total organizational development. And given the size and youth of the Association, it took some time to define appropriate structural relationships and personnel functions. Thus, planning and organizational development activities accounted for a great deal of time with the Technical Advisor during the first months. With the assistance of the Technical Advisor, project staff analyzed both the needs of the project and those of the Association in order to elaborate a structure which utilized the human resources of the Association to the benefit of the project.

The current design of the program (see page 19) is the result of an ongoing process over the last seven months of progressive organizational involvement in the project. Several versions of a plan were drafted during this time and responded to AMNLAE's developing conception of the project and its concern about integrating the legal services project into the general operations of the Association without creating a dichotomy between the goals of the organization and those of the project, or unnecessarily duplicating structures.

The structure of the project up to the time of the evaluation consisted of several functional teams related to various AMNLAE commissions and a coordinator who worked in collaboration with the representative to the Council of State, who is also a member of AMNLAE's Executive Committee, and her legal advisory council. In response to the recommended program changes and the analysis of coordination needs, the evaluation team further clarified the functions and responsibilities of the individual teams and added a representative "Coordinating Committee." A new organizational chart illustrates these changes:



2. Legal Reform

One of the unique aspects of the AMNLAE project is the presence of its representative in the Council of State, providing Nicaraguan women with the opportunity to make an effective contribution to the development of new legislation. The project is firmly committed to a two-way communications system with the women at the grassroots as reflected in the formulation of its objectives:

- To maintain effective representation of women in the Council of State through constant contact with the membership, especially at the grassroots, so that the representation reflects the essential concerns of women in the legal area.
- To prepare legislative proposals based on the concerns and suggestions presented by the women.
- To promote effective application of the new laws.

Two principal mechanisms are utilized to fulfill these goals of effective representation.

a) Consultative Assemblies with the membership of AMNLAE and public cabildos (open meetings)

These consultations held at a provincial level throughout the country have the goals of surfacing concerns to guide the Representative to the Council of State in the design of priority legislative proposals; promoting thorough discussion of current proposed legislation for feedback purposes; and encouraging participation of women in the process. Some meetings have been held for the sole purpose of identifying the priority needs and concerns of women. Others have had a more specific objective. For example, a series of meetings was held throughout the country with working women (coffee harvesters, factory workers, domestics, state employees, etc.) about the revision of the Work Code. The women analyzed the content and application of existing legislation and discussed their rights and needs. The input from these meetings gave the Representative a basis for suggested revisions. Also, once a law is passed, it is brought back to the women for explanation and discussion. (This will be discussed further in the section on Education.)

b) The Legal Advisory Council

Assisting AMNLAE's Representative to the Council of State is a technical Advisory Council, composed of two lawyers, a sociologist (the project coordinator), and a law student. This team provides technical input in the preparation of responses to the legislative agenda of the Council of State and in the design of AMNLAE-sponsored proposals. While the Representative's functions include attention to all the legislative issues passing through the Council, those most directly affecting women are given priority and selected for special study by the Advisory group and consultation at the grassroots level. For example, recent legislation on environmental protection, while important, was not submitted to this process since it had little direct relation to women's major concerns.

Other criteria are used for selecting potential legislative proposals to be presented by AMNLAE. They are:

- 1) Those issues that will advantageously affect women and at the same time respond to the needs of all Nicaraguans (e.g., although four months paid maternity leave might be advantageous to women, the economy probably cannot support such a measure and, therefore, would not be in the best interest of either women or the country as a whole).

- 2) Those which have the possibility of being implemented, that is, supported by the institutional structures required for implementation (e.g., a measure assuring increased social services might require the installation of new government agencies for which neither human nor material resources are available).

It should be noted that although women's issues are considered critically important, these criteria for selecting priorities reflect AMNLAE's deep concern about not raising unrealistic expectations among the women that deeply rooted historical problems of a socio-economic nature can be resolved immediately, given the fact that Nicaragua is facing the huge task of post-war reconstruction with limited resources.

The concerns expressed by the women in the consultative assemblies touched on a variety of issues covering a range of socio-economic problems (e.g., education and housing) as well as more specific problems of explicit discrimination of women. Among the most significant are:

- 1) responsible parenthood and shared guardianship of children by both parents instead of only the father;
- 2) recognition and punishment of rape as a public crime;
- 3) discrimination of women in work;
- 4) shared property rights by both spouses.

It is the task of the Advisory Council to select the most urgent and feasible of these potential legal issues. In the recently concluded 1980 session of the Council of State, AMNLAE presented two legislative proposals. Both reflected urgent and widespread concerns over issues related to family integration. While they do not reflect radical and far-reaching changes, they do benefit women and respond to expressed needs.

The first initiative proposed the regulation of state-financed housing. This particularly benefitted women by recognizing the family unit as "owner" of the home and specifying that in the case of separation of the spouses the man could not evict the woman and children from the premises. AMNLAE considers this a significant achievement since the measure alters a pernicious and not uncommon discriminatory practice in housing. Although only applicable to state-financed housing, it is hoped that other

more profound changes regarding relationships of ownership involving spouses will be made at a later date.

The second initiative proposed the prohibition of alcoholic beverage sales to children under 18 years of age. The rationale for this regulation is an assertion that the responsibility for the development of the child is not the mother's alone and that the State has a responsibility for protecting the family, and there are other factors influencing the physical, moral and mental health of youth. This legislation is an attempt to affect these conditions and contribute to the integrity of the family.

These two proposals, passed by the Council of State, represent the first experience of AMNLAE in initiating and designing legal changes of benefit to women. The Legal Advisory Council hopes to develop a methodology for systematically selecting, researching and designing significant future proposals.

One of the difficulties the Advisory Council has experienced is the high volume of work and the short time allotted to do it. The weekly sessions of the Council of State require a great deal of study and preparation by its members in order to make informed responses to the variety of issues the Council presents each week. The Advisory Council has tried to resolve this by asking for an extension of preparation time if the matter for discussion is of special interest to women. However, the work of the Advisory Council is much greater than that of reviewing proposed legislation. For AMNLAE's advocacy function to be effective, a systematic approach to selecting, researching and drafting proposals is essential. Because the country, as a result of the war, must devote itself to the emergency of reconstruction, AMNLAE, as an organism in this process, also sees this problem as its priority. For this reason, they have not been able to do the in-depth social research required on the socio-legal situation of women. There are only cursory studies of this situation on hand. The Advisory Council recognizes the need for a valid, scientific basis upon which to develop further legislative initiatives.

Recommendations on improving the output of the Legal Advisory Council:

- That during the current Council of State recess (December to May) the Advisory Council select priorities and plan its work for the next session;
- That an additional AMNLAE member be assigned to assist the Advisory Council in the task of social investigation under the collaborative supervision

of the Council and the Project Coordinator, a trained social researcher;

- That research on the general socio-legal situation of women in Nicaragua be implemented.

3. Education and Training

In addition to the broader educational program described above, organizational strengthening and consolidation is considered by AMNLAE to be an important objective in its own right, since the dynamism of the project is a function of the dynamism of the organization. Thus, the technical development of the membership is combined with consciousness raising and the other educational objectives. Seminars are periodically offered to selected members. Two were held in September and October and reached 150 leaders or potential leaders. Their content included information about the legislative process, and about the legal, social and economic situation of women, and skills training in consciousness raising and the techniques of nonformal education. These workshops were an attempt to develop within the organization the "multiplier effect" by preparing "promoters" with the specialized skills mentioned above.

The preparation of these promoters within AMNLAE is designed to insure effective contact with the membership (and other women outside the association) for the purposes of mass education and consultation. Thus, the legal reform and educational objectives are inseparably linked and are implemented through a process involving not only the Representative to the Council of State and her advisory group and the promoters but also involving the leadership of AMNLAE at both the national and provincial levels and the membership at large.

AMNLAE's dialogue with its membership at the grassroots has required a major commitment of resources. Even so, the time, personnel, organizational and financial inputs were not sufficient to respond to the needs of the entire country. Based upon an analysis of the situation, AMNLAE decided to concentrate on the seven most critical provinces where organizational structures are sufficiently developed to handle the task. Although this decision was made before the evaluation, the evaluation reaffirmed it.

One of the acute problems mentioned in relation to the educational outreach in the provinces is that of transpor-

tation, which is not always available and is expensive. The group presented this problem to OEF and petitioned assistance in acquiring a vehicle. While recognizing the financial constraints of the legal services project, OEF proposed the following:

- 1) That AMNLAE research the type of vehicle needed and the cost of purchase and maintenance and review the current budget for possible revision of line item assignments.
- 2) That OEF research possible sources of funding and try to assist AMNLAE in the acquisition of this needed item. However, OEF could not make any firm commitments regarding actual sums of resources.

Another of the needs the evaluators identified in the educational effort was that of developing a trained group of promoters. There had been some unrealistic expectations about the possibilities of creating the "multiplier effect" throughout the organization solely by means of the seminars. In evaluating the week-long training workshop designed to prepare at least two people from each province in educational methodologies, they discovered that of the 50 participants, perhaps only eight had the required leadership potential. Refinements of the original idea are contained in these recommendations:

- 1) That the promotion team, now located within the national structures, be expanded to include two members from each of the seven priority provinces. These provincial promoters will work with a local lawyer and in close contact with the national promotion team.
- 2) That each of the provincial teams be responsible for collecting and communicating to the Advisory Council the concerns, reactions and contributions of the women in their provinces, as well as for assisting in data collection for the formal research project.
- 3) That the promoters be given adequate training as legal auxiliaries for understanding and interpreting the appropriate law in order to fulfill the above-mentioned functions.

In addition to the grassroots assemblies (a direct means of education and consciousness raising) the group recognized the need for public education as well. AMNLAE has the advantage of having access to radio and television and the Association's monthly newspaper, "La Voz de la Mujer." The recommendations in this area were formulated:

- 1) That the national team of promoters work with the education commission in the development of audio-visual materials.
- 2) That the communications media available to them be utilized in a systematic fashion for the purpose of explaining the new legislation and a general discussion of the issues.

4. Direct Legal Services

Although this is one of the three major project objectives, its implementation is seen as a future priority and dependent on mechanisms now being developed. AMNLAE views direct services as indispensable to the full program, while recognizing the complexity of such an undertaking. The promoters (legal auxiliaries) from each of the seven provinces will provide information and some orientation to women in their areas, but special consideration will be given to Managua and two other provinces where legal service centers will be established. Contacts have been made with the university, whose collaboration is seen as essential to the establishment of service centers.

The only recommendation in this area is the training of legal auxiliaries, included under Education and Training, page 53.

D. Evaluation Conclusions

Finally, after a thorough discussion of project activities, strategies and problems, the evaluation team concluded:

- 1) Significant progress had been made toward achieving project objectives.
- 2) The implementation of the legal services project provided AMNLAE with the framework and mechanisms needed for concretizing its own organizational goals.

- 3) One of the project strengths resulted from AMNLAE's flexibility and willingness to struggle through various approaches to the project, for this insured total organizational support, a high level of participation and commitment, and realistic and creative program plans.
- 4) AMNLAE has gained indispensable knowledge about the felt needs of women and how to utilize this information.
- 5) In the course of project implementation, including the planning process and the training received, AMNLAE acquired or developed skills in the following areas:
 - Planning
 - Mechanisms and processes of organization
 - Analytical methods
 - Adult learning techniques
 - Project management, budget development and administrative procedures
- 6) The acquisition of these skills resulted in the following positive effects on the organization:
 - Better organization and planning
 - Improved ability to manage the techniques of adult learning
 - Greater awareness of the necessity of applying appropriate methods in the implementation of seminars and consultative assemblies
 - Better information regarding the elaboration of legislative proposals and other related activities.
- 7) The recommended changes in structure and program strategies will result in a better program.
- 8) The experience gained has strengthened AMNLAE's belief in the importance of contact with the grassroots and the contribution women can make to the legislative process.

9) AMNLAE's integrated approach of combining awareness-raising and legal reform by involving women at the grassroots was assessed to be valid because:

- Great numbers of Nicaraguan women are for the first time learning about how they are represented in government, about the place women can have in it and about the necessity of their participation in it.
- Grassroots women involved in the legislative process have seen the concerns they expressed returned to them in the form of legislation and thus have tended to "appropriate" the laws and feel a sense of "ownership" of them -- which is considered the best insurance that these laws will be properly applied.
- The presence of women is clearly reflected in the new legislation.

E. Evaluation Questions

RE: Assessment of Administrative Structure and Organizational Functioning

- 1) What planning and programming has been done on the project?
- 2) How are the functions divided among the project team?
- 3) What activities (programmed or not programmed) have been carried out by the team?
- 4) What entity is responsible for the project?
- 5) How do the objectives of AMNLAE and those of the project fit together?
- 6) How are the resources, financial and human, distributed? Are they adequate? What collaboration was given by OEF?
- 7) How has the project been coordinated within AMNLAE? With the low-income women? With other private and governmental institutions?
- 8) How well is the project accepted in the community?

- 9) What have been the effects of participating in the Regional Legal Services Project?
- 10) What has been done to consolidate the organization?
- 11) What sort of training has been given?
- 12) How many AMNLAE members received this training?
- 13) What capabilities were acquired from the training?
- 14) In what way has consolidation taken place?

RE: Assessment of Progress Toward Achieving Program Objectives

(Education)

- 1) Of what has this program consisted?
- 2) What has been the planning and programming?
What have been the techniques used in educating the women?
How many people worked on the program? Was this number adequate?
What sort of materials were developed for the consciousness raising?
- 3) How many people have been reached with information through meetings or in consultative assemblies?
- 4) What sort of publicity was used to carry information about laws passed by the government?

(Legal Reform)

- 1) How do women participate in the Council of State?
- 2) What legislation has been drawn up by the government that benefits women and the family?
- 3) What research has been done on the laws that affect women?

- 4) What concerns have been expressed by the women in the consultative assemblies?
- 5) Have these concerns been addressed in legislative proposals?
- 6) What is the level of participation in this process of women at the grassroots level?
- 7) What has been the acceptance by the women of the legislative proposals presented to them?
- 8) What have been the results of the consultation?
- 9) How has the legal situation of women improved?

Annex V: COSTA RICA EVALUATION REPORT

A. Background

DEF contacted three women's organizations in Costa Rica as possible collaborating groups in June of 1979. After discussing the project with them, we decided to include all three as participants in the Costa Rica Legal Services Project: ASODELFI (Asociación Desarrollo Económico Laboral Femenino Integral); FOV (Federación de Organizaciones Voluntarias) and OCC (Organización de Ciudadanas Costarricenses). This arrangement was envisaged as a unique approach since each organization would be able to involve its members and contribute its resources to a cooperative effort. At the beginning a project implementation in December 1979 the Executive Director and the President of each of the three groups formed a Directive Council whose function was to coordinate, organize, and direct the project.

One of their first actions was to hire a part-time coordinator for the project, a lawyer with considerable experience in the practice of law. Following is a brief overview of first year activities.

A first attempt, in March, 1980, at legal services by the project was a collaborative effort with the Law School of the University of Costa Rica. They established legal clinics staffed by law students in two low-income neighborhoods in San José. This approach was discarded after four and a half months because there were so few clients. A reassessment of project objectives led to the first planned program design.

B. First Year Chronology of Activities

- January ● Establishment of a coordination system with the School of Law and Social Work, University of Costa Rica.
- March ● Initiation of two legal aid clinics in two low-income neighborhoods of San José, with six law students and one lawyer.
- Participation in a training workshop on legal services
 - Seminar for training 17 law students and one lawyer in volunteerism, given by FOV

- April
- Application and analysis of a survey to detect the legal needs of low-income women.
 - Collection and classification of information on laws affecting women and on legal services in San José.
 - Preparation of a document analyzing the implications of the legal and political situation of women in Costa Rica.
- May
- Participation in the first Regional Legal Services Seminar on models of legal services, strategies of legal reform, methods of education, training and extension, and program planning.
 - Elaboration of initial program plans.
- July
- Establishment of administrative structures and project staffing.
- August
- Design and elaboration of final program plans, including definition of local objectives for direct legal services and public education and specific programming for each objective.
 - Work with lawyers from the Legislative Assembly on the preparation of pamphlets of legal information for popular distribution.
- September
- Establishment of procedures and criteria for case selection and referral.
 - Inauguration of the Legal Services Center for Women and Families.
 - Publication of 1,000 pamphlets to publicize the project.
- October
- Establishment of a system of volunteer recruitment, selection and training.
 - Design of an eight-unit educational program on legal rights and services to be applied to groups of low-income women.
- November
- Design of the evaluation system for the pilot application of the educational program.
 - Participation in the Year I evaluation.

C. Analysis of Program Implementation Progress

1. Structure and Functioning

The dominant issues that emerged in the Costa Rica evaluation were the relation between the Council and the Staff and the roles of both entities within the project -- problems that had become progressively acute after the Staff had assumed the program implementation function. Upon examining the Council and Staff responses to the evaluation surveys, the differences of opinion between them became obvious. The task of the evaluation team, then, became that of more clearly identifying the specific concerns of Council and Staff. Four major problems were identified and analysed.

a. The Role of the Council

The Council has always labored under confusion about its role, its relation to the project staff and the function of the three participating organizations. From the earliest stages of involvement in the project, the individual participating organizations defined their contributions to the project in terms of their own organizational objectives. This was their initial understanding of the project and it persisted. During the last year and a half -- from the time the groups were first consulted until very recently -- their view of the project has remained constant: a legal services center staffed by volunteer law students and operated in conjunction with the University Law School; with FOV offering technical assistance in volunteer recruitment and training; OCC participating in research and civic education; and ASODELFI functioning as coordinator by calling meetings, communicating with the other organizations and administering the budget.

The involvement of the three cooperating organizations has been generally limited to the attendance of two members from each group at the bi-monthly Council meeting. Due to programmatic, personnel, and financial constraints on these organizations, volunteers have not been available to work on the Legal Services Project, which has meant the organizations as such, apart from their two representatives, have not been directly involved. This in turn, has led to confusion over

the representative function of the Council. Through the intervention of the OEF Technical Advisor, various attempts were made to define responsibilities and to broaden the Council's perspective on legal services.

After the closure of the first legal aid services clinics and the proposal of a new project design by the Staff, the Council, while approving the new direction, again found itself unable to fulfill the role it had assigned to itself and to the three participating organizations. There was also lack of clarity about the role of ASODELFI as coordinator and signator of the contract with OEF, in relation to the other organizations and to the Staff.

After analyzing this situation, several points became clear to the group:

- The roles of the organizations had been defined before the design of the project was clarified.
- The groups defined their contributions to the project in terms of the objectives of their organizations rather than the objectives of the project.
- When the objectives of the project were finally defined, the roles that had been defined for each organization were no longer appropriate.
- Council members had, up until now, seen themselves as representatives of their respective organizations rather than as members of an entity with direct responsibility to the Legal Services Project.

In an attempt to clarify what the functions of the Council should be, the group first examined the agreement between OEF and ASODELFI and reached a consensus that ASODELFI as signator acts as representative of the Council and not as an institution in itself apart from the Council. A second consensus related to the responsibilities assigned to ASODELFI in the agreement, which are to be taken as general commitments to be fulfilled by the project and not as the special domain of ASODELFI.

The following recommendations regarding the Board's role were made:

- That the participation of the cooperating organizations be defined in the future in relation to the needs of the project rather than the objectives of the organizations;
- That ASODELFI, FOV, and OCC will contribute to the project according to possibilities of their organizations and in response to requests from the project;
- That the six persons who make up the Directive Council do so as individuals from their organizations, but not in a strict representational capacity.

b. Communication

- Communication between Board and Staff has not been adequate up to this point. It has been channeled entirely through the Project Coordinator, who attends Council meetings, informs the Council of program activities, and the Staff of Council decisions. The results have been broken and inadequate communication
- The Council complaining of insufficient knowledge of the project and the Staff feeling that lack of feedback from the Board has been an obstacle to their task of project implementation.

Recommendations on improving communications between Staff and Council:

- That copies of the minutes of the Council meetings, including clear indications of agreements and responsibilities, be distributed to each organization;
- That the whole Staff attend Council meetings as full participants.

c. Administration

Related to the problem of Council functions is a confusion regarding the authority of the Staff in the execution of the project, the administration of the budget and decision-making in general. Up to this point the Council has retained the decision-making function within the project, a situation which has become increasingly difficult for the Staff in its

day-to-day operations. The Board only meets every two weeks and decisions need to be made on a more frequent basis. The Staff has felt a general insecurity about its lack of authority in this regard.

In addition, ASODELFI has controlled the budget, approving all expenses and writing checks and keeping the accounts. In September, a document was drawn up by the Project Coordinator and the OEF Technical Advisor, and approved by ASODELFI, in which the functions of Staff and Council were defined with regard to the budget. The Staff then assumed the task of accounting and the Coordinator now signs the checks. However, the Council seemed to be unfamiliar with the system and continued to question budgeted expenses.

Recommendations on systematizing administrative practices:

- That after thorough analysis of the problem, the Council and Staff study together the appropriate documents on functions of the Council and Staff and the administrative system as a basis for the formulation of organizational guidelines which will include areas of responsibility, role descriptions, functions, procedures, etc.

d. Space

The legal services center and offices are located in two small rooms within the ASODELFI headquarters. This situation has been the cause of a certain amount of friction between the Staff and the Council, and the Staff and ASODELFI personnel. The Council maintains that budget considerations and the level of project activity up to this point justify the small space. The Staff feels that the physical constraints limit the possibility of project effectiveness and growth.

After discussion and analysis, it was acknowledged by all to be a problem requiring attention.

Recommendations on increasing the physical space provided the project:

- That the Staff and Council study the budget for possible adjustments to increase the amount allotted for rent;
- That the Staff and Council, considering both project needs and financial constraints, investigate the

day-to-day operations. The Board only meets every two weeks and decisions need to be made on a more frequent basis. The Staff has felt a general insecurity about its lack of authority in this regard.

In addition, ASODELFI has controlled the budget, approving all expenses and writing checks and keeping the accounts. In September, a document was drawn up by the Project Coordinator and the OEF Technical Advisor, and approved by ASODELFI, in which the functions of Staff and Board were defined with regard to the budget. However, the Board seemed to be unfamiliar with the system and continued to question budgeted expenses. The Staff then assumed the task of accounting and the Coordinator now signs the checks.

Recommendations on systematizing administrative practices:

- That after thorough analysis of the problem, the Board and Staff study together the appropriate documents on Board functions, Staff functions, and the administrative system as a basis for the formulation of organizational guidelines which will include areas of responsibility, role descriptions, functions, procedures, etc.

The legal services center and offices are located in two small rooms within the ASODELFI headquarters. This situation has been the cause of a certain amount of friction between the Staff and the Board, and the Staff and ASODELFI personnel. The Board maintains that budget considerations and the level of project activity up to this point justify the small space. The Staff feels that the physical constraints limit the possibilities of project effectiveness and growth.

After discussion and analysis, it was acknowledged by all to be a problem requiring attention.

Recommendations on increasing the physical space provided the project:

- That the Staff and Board study the budget for possible adjustments to increase the amount allotted for rent;
- That the Staff and Board, considering both project needs and financial constraints, investigate the

possibilities of either expanding the physical space of the Center's present location or of finding a new locale.

2. Program Objectives

The group agreed to the necessity of analyzing the experience of the early neighborhood legal clinics before examining current plans and accomplishments. This experience was the result of an initiative of the Board with the University of Costa Rica in the very early stages of program implementation and corresponded to their original conception of the project. The University, in the person of law professor Luis Fernando Solano, responded favorably to the idea of opening neighborhood legal clinics staffed by law students. The project Coordinator made the contacts in the two low-income neighborhoods of Cristo Rey and the 15th of September and set up the schedule: 2 1/2 hours of consultation twice a week in each locale. FOV gave the first group of students training in volunteerism. The centers operated from March 17 to July 31, 1980. One hundred cases were attended during this term. The concept of the clinics was based on the traditional legal aid approach without building in elements of education or legal reform. The decision to close the centers was made by the University on the basis of low utilization. In analyzing the experience, the group addressed the question of why the clinics were discontinued. Although they had done an analysis of this experience prior to the reformulation of their program design in September, the evaluation reinforced the analysis and added new insights on future project designs.

The group recognized that several problems with the program contributed to its failure. First, there was little publicity about the clinics and a lack of community preparation. People are not accustomed to identifying their problems as legal and therefore did not see the advantage of a service of this nature. Women, in particular, are accustomed to living with their problems without seeking help. In addition, the group thought that one limitation was the purely legal nature of the clinics, which did not offer other kinds of orientation or referral. Nor were the facilities and hours of attention adequate. The lack of

continuity was also mentioned as a factor. Finally, the group recognized that the project had lost control of the program and it ended up exclusively under the patronage of the University.

The learnings which resulted from this analysis were the following:

- The need for better planning and definition of objectives.
- The need to create consciousness about the importance of the service among the students and university authorities.
- The need for continuity.
- The need to supervise students in the new program, offering motivation, orientation, etc.
- The need for community education and better publicity.
- The need to offer social as well as legal orientation.
- The need to integrate an educational component into the service as a means of publicizing the service and effectively educating the beneficiaries.

On the basis of this analysis, the new service has a radically different orientation, although it will depend on law students as volunteer personnel beginning next semester. The Legal Services Center for Women and Families has two aspects: direct legal services and education. Direct legal services are offered to three selective types of cases: (1) those which the women will be capable of solving themselves with advice, orientation and assistance from the Center; (2) those which require the short-term intervention of a lawyer (these cases will be referred to volunteer lawyers); and finally, (3) "impact cases", defined as those contributing to structural, cultural or legal changes that will favorably affect women in general. The educational program consists of a series of learning units on the essential content of the law related to women. This structured program will be available shortly (most of the units have been developed) for application in low-income communities

and with the women who seek the services of the Center. It is hoped that the program in itself will provide the preparation necessary to help women recognize their legal problems and thus serve to publicize the Center. The program staff will prepare volunteer facilitators to deliver the program. In addition, a series of pamphlets on legal rights is being prepared for distribution as a complement to the education program.

Analysis of the experiences of the second attempt at legal services revealed several issues for further consideration. First, only 16 cases have actually been attended since the Center opened in September. The reasons given for this were the lack of publicity, the fact that in Costa Rica many legal services agencies exist, and the time of the Staff spent on organizing itself and preparing the educational program. While the Staff had gone to the major agencies in social and legal services in San José to speak of the program and interview the directors about the most common legal problems encountered, they were unable to explain why there had been few referrals. The Staff believed that with the implementation of the educational program, this would change.

Second, the program is limited since it is not an integral part of a membership organization of women and must depend on other organizations for contacts. There does not exist in the Costa Rica project a natural membership base for contact with low-income women at the grassroots. Because of the history of the limited involvement of the three organizations per se in the project and a Staff of only four people and a few volunteers, the outreach of the Costa Rica project at present is limited. Whether this will change with a more aggressive application of program plans remains to be seen.

Third, the location of the Center was not chosen on the basis of research about its most appropriate placement; rather, it was inherited because of its availability. It is not known what effect location has on the program.

Fourth, there was a difference of opinion regarding the type of volunteer to be selected as facilitators in the educational program -- the Staff maintaining that they should be law students and

the Council holding to a traditional approach of utilizing persons trained as volunteers. Since the impact of the project is predicated on the successful use of volunteers, this will have to be resolved.

Fifth, the aspect of legal reform and/or application of the law, was only indirectly included in the programming due to a common belief that in Costa Rica legislation generally favors women and reform is not a priority.

Sixth, and perhaps most important, was the lack of success criteria. While criteria for the selection of cases and procedures have been established, relative indicators of success in the attention of cases and the education program are absent. The group acknowledged the establishment of this type of criteria as a requirement.

Recommendation on improving program design and delivery:

- That the project Staff develop both qualitative and quantitative indicators of success, such as: a) establishing the number of cases the Center expects to handle and b) defining success criteria for cases in agreement with project and established selection criteria.
- That two types of facilitators be included in the pilot application of the educational program: Law students and persons with expertise in adult learning.
- That if program changes are required, the plan be revised to include the rationale for these changes.
- That follow-up procedures be systematized to include classification of cases and a definition of follow-up requirements.
- That the Staff systematize outreach and case recruitment through the direct contacts ASODELFI, FOV and OCC have in low-income communities and by developing non-traditional publicity methods.
- That the Staff develop plans for the third project objective: Legal reform and/or application of the law;

-- That periodic formative evaluations be conducted by Staff and Board.

One very encouraging development in the project is a grant of ₡200,000 (\$15,385) by the National Legislative Assembly for the publication of a series of interpretive booklets on legislation relative to women. This publication project began with the collaboration of several women Deputies of the Legislative Assembly. The grant covers the cost of publication only. Research, writing, editing and preparation of these booklets is the work of the project's volunteer lawyers.

D. Evaluation Conclusions

1. While the project in Costa Rica got off to a slow start, the momentum of current implementation activities shows progress toward reaching project objectives.
2. The acquisition of knowledge about legal services gained through workshops on the subject and an analysis of the reasons for the failure of the earlier legal clinics provided the group with a more adequate basis for an appropriate program design. The planning of the current implementation strategy was based on this improved understanding and represents a significant advance.
3. Public recognition of the value of the program is validated through the ₡200,00 (\$15,385) grant from the National Legislative Assembly for the publication of education materials.
4. Although the project was beset with organizational problems, significant insights were gained from the evaluation about the nature of these problems and how to improve relations between both Council and Staff.
5. A redefinition of the relationship of the Council and the organizations cooperating with the project represents an important development. Nevertheless, both Council and Staff need to develop ways of utilizing the volunteer resources of the three organizations to the benefit of the project.

E. Evaluation Questions

RE: Assessment of Administrative Structures and Organizational Functioning

1. What is the nature of the internal organization and how does it respond to the needs of the project?
2. What are the functions of the Staff, the Council and the three organizations, and how are they organized?
3. Have the functions assigned each organization been adequate for the achievement of project goals?
4. How has the project implementation been administered? Has it responded to the needs of the project?
5. Have the assigned functions been fulfilled by the three organizations?
6. What has been the quality of coordination in the project?
7. Are there volunteers involved in the project? How many?
8. Is there sufficient staff?
9. What criteria were used for selecting personnel who are in direct contact with program beneficiaries?
10. How were program priorities established?
11. What were the contributions of the three groups in the formulation of the project?
12. What was the contribution of the OEF in the beginning of the project?
13. What was the contribution of the three groups in the development and implementation of the project?
14. How were the organizational roles determined?
15. How was the programming for the project done and who did it?
16. How has the communication among the organizations been?
17. What was the influence of the Regional Seminar and the Regional Coordination meetings on program development?
18. What obstacles have been encountered?

RE: Assessment of Progress Toward Program Objectives

A. Direct Legal Services

1. What "social and legal" services have been developed to achieve the objective of offering direct legal services?
2. What direct services are offered?
3. How many individuals have received these services?
4. How long have these services been offered?
5. What have been the immediate results?
6. How many hours of professional volunteer services have been contributed?
7. How have other service organizations responded to the Legal Services program?
8. How did the clients come to know of the service?
9. Are the facilities adequate?
10. Do the services correspond to the needs of the individuals they propose to serve?
11. What are the criteria for the selection of cases?
12. What kind of follow-up on cases has been done?
13. What have been the problems encountered?

B. Education

1. What is the program's educational strategy?
2. How is it being realized?
3. What has not been done? Why?
4. What were the technical resources used to develop the education program?
5. What has been done in the area of public education?
6. What were the problems or limitations encountered in relation to the educational goals established?