An Impact Assessment of Microjustice4All’s Legal Service Provision in Peru and Bolivia

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www.microjustice4all.org
Abstract

Microjustice4All (MJ4All) is a non-profit organization that aims to legally empower as many people as possible to create more just societies with protection and opportunities for all. To achieve this, MJ4All delivers standardized legal services that respond to basic needs. While MJ4All has many years of experience solving legal challenges for thousands of clients in several countries, up until now they have had very little concrete data on the impact of their services. This was identified as an important gap that needed to be filled, and thus in early 2015 MJ4All brought on an independent consultant to conduct a pilot study of the impact of MJ4All’s legal service provision in Peru and Bolivia. This report describes the results of that study.
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Microjustice4All Background

MJ4All was founded in 1996 in the former Yugoslavia, contributing to peace-building efforts by helping refugees and IDPs to obtain legal documentation. Between 1996 and 2008, MJ4All helped over 30,000 refugees in the former Yugoslavia to obtain important legal documents such as birth certificates, citizenship papers, marriage certificates, and property titles. Based on this experience, a pilot Microjustice program was initiated in Bolivia in 2007. There, a group of young lawyers began developing standardized legal services based on the key needs of the population. Based on this successful model, MJ4All has since supported the development of MJ4All Country Organizations in Peru (2008), Argentina (2009), Uganda (2010), Kenya (2011), and Rwanda (2012). This study focuses on two of these MJ4All Country Organizations, Microjusticia Bolivia and Microjusticia Peru.

In each new country where MJ4All establishes a program, the methodology is the following:

i. Conduct legal needs (human and socio-economic rights) assessments and evaluate the possibilities and opportunities to set up a MJ4All Country Organization;
ii. Help set up a MJ4All Country Organization where young lawyers and paralegals are trained, and conduct further needs assessment in the context of the specific issues at stake;
iii. Develop efficient and cost effective standardized legal services on the basis of the identified basic needs (with standardized procedures, forms and handbooks);
iv. Provide legal solutions (case solution, personalized legal advice, legal awareness raising) through a wide social service distribution network, including Microfinance Institutions (MFIs), NGOs, government agencies, and other local organizations.
v. Enhance institutional reform by working with relevant government institutions.

MJ4All Country Organizations work with a team of interns—generally law students in their final years of law school, but also students of sociology and anthropology—who provide free legal consults to clients and take the primary responsibility for managing and resolving legal cases. All legal consults are free, but clients pay relatively low fees for case resolution. The income generated from clients covers the judicial and administrative fees associated with the case and a small stipend for the legal interns and staff. The team of legal interns works from legal outlets based in other institutions such as microfinance banks and clinics where office space and equipment is often donated. Relying on this system, MJ4All Country Organizations aim to keep their fees low and ensure that case resolution services are self-sustaining.

Presently, MJ4All Country Organizations track their cases and consults through an online platform called the Case Management System (CMS). This database contains basic data about all clients, cases and consults. While the CMS does not yet include a mechanism for measuring the impact of their cases, it has proven an excellent tool for measuring outputs. Below is a brief description of the cases that Microjusticia Bolivia and Microjusticia Peru have resolved thus far, generated from CMS data.
Microjusticia Bolivia

Microjusticia Bolivia (MJB) offers a variety of legal services in the categories of civil documentation, property rights, inheritance, family rights, and legal personality. MJB has active programs in the cities of La Paz, El Alto, Oruro, and Cochabamba.

MJB responds to legal consultations free of charge, and since their founding they have responded to 57,957 consultations. Additionally, they have registered an additional 49,150 of consultations that have been provided during regular processing of cases.

However, the primary focus of this research is on the impact of legal cases, which in most cases require a longer-term engagement with clients and help clients to resolve a legal problem. MJB has assisted (or is currently assisting) 51,850 clients with 21,820 unique legal cases. Of these 51,850 clients, 49% are women and 51% are men. MJB has successfully resolved a total of 21,234 cases. Below is a breakdown of the types of cases that MJB has resolved.

![Cases Resolved by MJB](image)

Microjusticia Peru

Microjusticia Peru (MJP) began in 2008 in the Region of Puno, expanding to the city of Lima in 2010. Thus far, the program in Puno has resolved significantly more cases than the program in Lima, and for this reason Puno was selected as the ideal site for this study. During the first several years of operation, MJP focused almost exclusively on civil documentation. In 2011 they began to diversify their services, developing legal manuals for case resolution in a variety of categories. With financing from the United Nations Democracy Fund, in 2013 MJP launched a legal empowerment project in the Province of Huancané (a rural province within the Region of Puno). This project focused on civil documentation as well as helping associations and rural communities to obtain legal personality.
Since their inception, MJP has responded to 37,821 legal consultations. They have provided 5,787 consultations in the course of regular case follow up.

As of May 2015, MJP has assisted (or is currently assisting) 3,847 clients with 4,809 cases. Of these clients, 45% are women and 55% are men. In total 2,599 have been successfully resolved (the balance are either still open or were not resolved for various reasons). Below is a breakdown of the types of cases that have been successfully resolved by MJP.

**Cases Resolved by MJP**

<table>
<thead>
<tr>
<th>Case Type</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civil Documentation</td>
<td>51%</td>
</tr>
<tr>
<td>Legal Personality</td>
<td>27%</td>
</tr>
<tr>
<td>Paternity Declarations</td>
<td>11%</td>
</tr>
<tr>
<td>Child Support</td>
<td>4%</td>
</tr>
<tr>
<td>Inheritance</td>
<td>3%</td>
</tr>
<tr>
<td>Traffic Accident Claims</td>
<td>1%</td>
</tr>
<tr>
<td>Property</td>
<td>1%</td>
</tr>
<tr>
<td>Labor Rights</td>
<td>1%</td>
</tr>
<tr>
<td>Other Services</td>
<td>&lt;1%</td>
</tr>
</tbody>
</table>

**Intended Impacts**

The MJ4All method follows a bottom-up approach aimed at creating a lasting impact in the lives of marginalized and vulnerable populations. First and foremost, the MJ4All Methodology provides target populations with access to basic legal services that are prerequisites for accessing justice, promoting their interests, holding their government accountable, accessing financial services, and strengthening their economic positions. Through these services, MJ4All aims to help their clients access a range of opportunities and ultimately, break out of cycles of poverty. Second, the MJ4All Methodology aims to teach and engage young legal professionals in direct service provision to the poor, thus empowering them to use their skills to work towards a more just society. Third, the MJ4All Country Organizations use evidence-based advocacy to promote institutional changes that allows for improved access to basic legal rights for all. The diagram below demonstrates these intended impacts.
Impact throughout the social pyramid through the MJ bottom-up approach

1 - TARGET GROUPS’ LEVEL
legal solutions that structurally change their lives, through a distribution network, as well as conducting awareness raising activities.

2 - LEGAL PROFESSIONALS
Microjustice local organizations; empower young legal professionals to set up their own new infrastructure for legal service provision for the poor.

3 - INSTITUTIONAL LEGAL REFORM
a bottom-up approach, aiming to reform the legal framework through evidence-based lobbying, eliminating obstacles and making the legal system more accessible to all.
Methodology

This pilot impact assessment has been undertaken to begin to evaluate and measure the actual impacts of MJ4All Services against these intended impacts. The study focuses on impacts in the first level of the pyramid—the impacts on clients of having obtained various types of legal aid. The other two impact levels—concerning impact on young lawyers and the impact of lobbying and advocacy—are important areas for future research that will be touched on at the conclusion, however, due to the time constraints of this pilot, the focus was primarily on impacts in the lives of clients.

There is considerable debate over the best ways to measure the impact of poverty alleviation programs. Measuring the impact of legal service provision on poverty is especially challenging because people seek out legal services for a wide variety of reasons and to achieve very distinct ends. This is especially true in the case of MJ4All, because their legal services are not focused in one particular area, but rather seek to resolve a variety of legal problems based on the needs in each context where they work.

While some research approaches measure poverty in purely economic terms, it has been widely recognized that any complex understanding of poverty must go beyond just economic wellbeing. The theoretical framework underlying this study is based on Amartya Sen’s definition of development as “an integrated process of expansion of substantive freedoms.” Under this framework poverty can be viewed as a lack of substantive freedoms (i.e. the freedom to obtain employment, start a business, vote, participate in politics, go to school, access healthcare, etc.). This study examined to what extent access to basic legal documentation expanded individuals’ real freedoms. Essentially we were posing the question, what has this legal document allowed you to do that you could not do before?

Two sites were selected for this study: the adjacent cities of La Paz and El Alto in Bolivia and the Region of Puno in Peru. These sites were selected because they are where Microjustice programs have been operating for the longest period of time. The study was conducted over a period of six weeks by an independent consultant; three weeks were spent in La Paz and El Alto, and three weeks were spent in Puno.

In Bolivia, 15 former clients whose cases had been closed for at least six months were selected, 10 of whom had realized legal processes related to property, and 5 of whom had realized legal processes related to civil documentation. In Peru, 19 former clients were selected, 6 who realized processes related to formalization of indigenous communities, 6 who realized processes related to the formalization of associations, and 7 who realized processes related to civil documentation. In total, 34 cases were examined.

<table>
<thead>
<tr>
<th>Case Type</th>
<th># of Interviews in Bolivia</th>
<th># of Interviews in Peru</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civil Documentation</td>
<td>5</td>
<td>7</td>
</tr>
<tr>
<td>Property</td>
<td>10</td>
<td>-</td>
</tr>
<tr>
<td>Legal Personality of Associations</td>
<td>-</td>
<td>6</td>
</tr>
<tr>
<td>Legal Personality of Comunidades Campesinas</td>
<td>-</td>
<td>6</td>
</tr>
</tbody>
</table>

MJ4All Country Organization staff at each location selected the clients in the given categories. An effort was made to select a mix of clients that was fairly representative of both the types of cases that the organizations most frequently see as well as the demographic characteristics of those clients. Beyond that, convenience sampling was employed to select between clients. We considered convenience sampling the most practical technique given the short time-frame of the study, in addition to the fact that this was a pilot study and the priority was not statistical accuracy but rather to begin to examine the various types of impacts in order to design a larger, more comprehensive study.

With each client, semi-structured interviews were conducted. The vast majority of the interviews were conducted in person, however in two instances due to long distances interviews were conducted via skype. The first set of questions related to why the client sought out MJ4All Services and the overall quality of the services provided. The second set of questions was specific to the category of the case (property, civil documentation, or legal personality) and focused on examining and measuring impact.

In addition to the interviews, the daily functioning of the legal outlets was observed and a limited number of short informal surveys were conducted with clients at these legal outlets to find out about their experience. This contributed to a better overall understanding of the functioning of the organization.
Research Findings

Quality of MJ4All Services

One of the goals of the study was to examine why clients sought out MJ4All Country Organizations, as well as their overall perception of the quality of services provided. All of the clients were asked the primary reason why they chose to pursue their case with MJP or MJB rather than with a private lawyer. The results are laid out in the charts below.

The majority of respondents in both countries cited cost as the most important reason why they chose MJP or MJB. In Bolivia there was a significant portion of clients who said that they choose MJB for other reasons, namely the quality, speed, and accessibility, whereas in Peru, almost everyone chose MJP for the low cost of services. One likely explanation for this difference is that the clients in Puno are primarily poor rural-dwellers whose only other options for legal services are in distant cities where lawyers charge high fees. In Bolivia, the majority of the clients are urban-dwellers who come from a wider variety of socioeconomic backgrounds and have access to a larger market of legal services. Despite the greater accessibility of legal services, there was widespread agreement among Bolivian clients that private law firms tended to be untrustworthy and often ineffective in resolving cases, so this may be why factors like quality and speed were more important considerations in the Bolivian case.

With the exception of the rural Province of Huancané in Puno where cases have been resolved free of charge with support from donors, M4All Country Organizations charge small fees for their services. In Annex 1, there is a list of the most common legal services provided by MJP and MJB that compares the prices that MJ4All Country Organizations charge for these services with the prices charged by private lawyers in Puno and La Paz, respectively. An analysis of these prices shows that on average, the prices charged by private lawyers in Puno are 73% higher than the prices charged by MJP. In La Paz, the difference is even greater, with the prices charged by private lawyers being on average over 350% higher than MJB prices. In other words, private lawyers in La Paz generally charge 4.5 times what MJB charges for comparable services. This scope of this study did not allow for a more in depth analysis of elasticity of demand for legal services, especially among the low-income population that MJ targets, but this would be an important area for future
exploration given that cost seems to be one of the most important reasons for clients to have chosen MJ4All Services.

Nearly all of the clients spoke very highly of the quality of services that they received. They said that legal facilitators, case managers, and other staff took the time to explain very clearly the details of their case and what steps they needed to take in a way that they could easily understand. In contrast, the clients said that many private lawyers do not take the time to do this and people are left confused about the status of their case. No client reported receiving treatment from a MJ4All Country Organization staff member that they considered disrespectful or inappropriate.

The effectiveness of MJ4All Services was another factor emphasized by clients. Many private lawyers do not sell legal services as a package as MJ4All Country Organizations do, instead charging the client separately for each consult and step in the legal process of resolving their case. This means that in many instances, clients pay a private lawyer to take one or two of the steps towards addressing their problem, but then due to a legal obstacle or a lack of finances, the case is dropped and never resolved. Particularly in Bolivia, multiple clients spoke of feeling scammed and deceived by other lawyers. Several clients in both countries had brought their case to multiple private lawyers before finding MJP or MJB and in every instance they had been deceived and their case was left unresolved. Clients were happy with the way that MJ4All Services were offered (as a package that includes all of the steps needed to reach a result) and were very satisfied that they had received the solution that they sought out. Some said that they felt that as institutions, as opposed to private practices, MJ4All Country Organizations were more trustworthy.

Many clients mentioned the accessibility of services as another positive aspect of MJ4All Services. For instance, in Puno MJP has legal outlets in every district of the rural province of Huancané, where in many towns the closest legal services are 2-3 hours distance by bus. In order to reach a private lawyer many people have to travel many hours to the city of Juliaca several times in order to have their case processed. In the cities of La Paz and El Alto MJB has legal outlets in six microfinance institutions, and clients were appreciative of having legal services located conveniently in their neighborhoods, often at the bank that they patronized.

Overall, it is clear that by choosing a MJ4All Country Organization over private lawyers, many clients are able to save considerable time and money. This in itself is an important initial impact of MJ4All Country Organizations, because that time and money that is saved can then be invested in other things. Additionally, it is clear that the way in which MJ4All Country Organization staff interacts with clients is an important and unique aspect of their services. By taking the time to explain clearly to the clients legal processes and offering all legal consults for free, clients have a better idea of what rights they are able to exercise and may be able to more easily resolve legal issues in the future.

As a caveat, it is important to note that all of the cases examined were cases that had been successfully resolved. If one were to examine a complete sample that included cases that were not successfully resolved, it is possible that there would have been more critical responses from clients. In Bolivia the cases that are either returned to the client, abandoned by the client, or unresolved for other reasons is approximately 4% of total cases, while in Peru it is approximately 14% of total cases.
Property

- **Background**

Property was only examined in Bolivia because Peru presently realizes very few property cases. In Bolivia, the Office of Property Rights is the public institution responsible for registering property titles. For many years, the titling process was inaccessible to the majority of people because the requirements to register were numerous, the processes were highly complex, and the population did not know the procedures to guarantee their property rights. Additionally, the Office of Property Rights relied on a handwritten registry, and this system was not advanced enough to keep track of all property transfers.

In 2000, the Office of Property Rights initiated certain reforms, the most important being the digitalization of the property registry. Under this new system, the *Folio Real* is the document that proves property ownership. In 2012, the adoption of the Law 247, “Law of the Legalization of Property Rights of Urban Homes” introduced many more changes, all with the goal of simplifying the processes for obtaining and correcting property titles. For example, now many corrections in property titles only require a *Minuta Aclaratoria*, a relatively simple administrative process, while before rectification required a judicial process that could take years.

Nevertheless there are still many problems with property titles, due to the many years during which there was not an effective registry system. There are many people with old titles that contain errors. Under the Law 247 these people can obtain valid titles, but there are still some challenges in the implementation of the law.

In 2011, MJB began to offer legal services to resolve problems related to property rights. The vast majority of the cases that MJB carries out in this category are aimed at helping people who already have titles make corrections so that they can obtain a valid and up-to-date *Folio Real*. Additionally, MJB realizes judicial processes to help people who have never had a property title obtain one.

- **Data Analysis**

In the property category, interviews were conducted with ten clients whose cases had been closed between six months and several years ago. All of these ten clients already had titles for their property, however their titles were no longer valid for various reasons. Six cases were legal processes to correct errors in property titles. Three of the cases were *Declaratorios de Herederos*, or Inheritance Declarations. One case included both a correction in a property title and an inheritance declaration.

All of the clients were asked about their primary objective in pursuing the case. Of these ten clients, six had brought the case to the MJ4All Country Organization because their primary objective was to facilitate the inheritance of the property. In some of these cases, it was children who were trying to obtain rights to the property of deceased parents, while in other cases it was
older parents who wanted to ensure that their property documents were in order so that their children could inherit in the future. Three of the ten clients had the primary objective of securing their property from real or potential counter claims and scams. One client had the primary objective of selling their property.

Half (five) of the clients said that since concluding their case, they had completely achieved their initial objective. The other half said that they partly achieved their objective, but there were still additional legal or administrative processes that they needed to carry out to completely achieve their objective. Property rights are complex, and often it requires several distinct legal processes in order to obtain a valid title or successfully transfer titles from one person to another. For example, in order for someone to inherit property from their parents, they first have to obtain an Inheritance Declaration. Then they have to register the property in their own name at the Office of Property Rights. In the case that they want to divide the property, or sell a portion, those are additional legal processes. In the case that there is an error in the identity documents of any of the owners, those problems must be rectified before the case can move forward. In several cases the clients interviewed had opened new cases with MJB and were in the process of resolving the additional problems to be able to obtain their titles. In other cases, clients said they had not followed up with the additional steps necessary to obtain their titles because they had been busy with other things and had not had the time.

In many cases, the corrected documents that the clients received served for more than just their primary objective. For example, one client aimed to correct and validate his property title primarily to have security from competing claims. Not only was he able to resolve the conflict between himself and his sister-in-law over the property, but having his title allowed him to construct several new rooms that he now rents out in order to supplement his income. Due to city ordinances, construction is not permitted in the city without a title, so his ability to construct and rent can be directly attributed to his obtaining the title. Every client was asked about whether their legal document enabled them to do a variety of things and their responses are provided in the chart below.

<table>
<thead>
<tr>
<th>Did the legal document you obtained allow you to...</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Defend or protect your property against scams or competing claims, or resolve conflict over the property?</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>Inherit the property?</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>-----------------------</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>Rent, sell, or earn income from your property?</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>Mortgage the property?</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>Construct on your property?</td>
<td>3</td>
<td>7</td>
</tr>
</tbody>
</table>

While having security and peace of mind were mentioned as important reasons for wanting the document by almost all of the clients, only 3 of the 10 had experienced instances of competing claims over their property and used their legal documents to resolve these issues. The other 7 had never experienced instances of scams, competing claims, or conflict personally, but still felt that it was important to have legal documentation for property because they knew of instances in which others who lacked paperwork faced various challenges.

In some cases, the security provided by a property title allowed clients to construct, rent, sell, or mortgage their property. However, in the majority of cases examined, clients were using the property primarily as a family home, and did not have an interest in renting, selling, or mortgaging the property. Several clients said that they would like to construct more on their property, but lacked the finances to do so.

The majority of the clients aimed to facilitate inheritance, either as a primary or secondary goal. Five clients successfully transferred property from family members that had passed away. In other instances, it was older parents who were putting their property documents in order so that they could eventually pass their property on to their children. In these cases, it is too early to evaluate the benefits from this process because the parents are still living. Inheritance is difficult to measure because oftentimes it takes years before the impact is evident. Nevertheless, this evidence demonstrates that MJB has successfully been able to help some clients inherit property and that it is one of the primary reasons why property titles are sought out.
SNAPSHOT: La Señora Leocadia

Many years ago, Leocadia bought property in El Alto with her husband, and she had a valid title for this property. In 2011, Leocadia went to renew her state-issued ID card. She noticed that the ID number on her new ID card was not the same as the ID number she had previously. This meant that her property title, which listed her former ID number, was no longer valid.

To resolve this problem, Leocadia came to MJB because of the low cost of their services. MJB helped her by initiating a judicial process to correct the ID number on her property title with the notary and the office of property rights. Upon completing this process, Leocadia was able to obtain a new property title with all of the correct information.

Leocadia wanted to have all of her property documents correct so that one day she would be able to pass the property on to her children. Leocadia has six children and ten grandchildren, and she wanted to be able to leave her family with something that could benefit them for years after she had gone. Now that her property title is valid, her children will be able to inherit the property without problems. Having the security of a valid title, Leocadia and her family have begun to make investments in the property. They have constructed two new rooms and a garage on the property. They say that when they have more money, they plan to construct more. Leocadia says that she feels very happy to have her legal documents in order so that her children will not have to worry about the property.
Civil Documentation

- **Background**

Cases related to identity rights were examined in both Peru and Bolivia because each MJ4All Country Organization began with a heavy emphasis on this issue and because there were significant numbers of these cases in each country to be able to conduct an analysis.

In Bolivia, the right to identity is granted through a set of legal documents, principally the birth certificate and the Cédula de Identidad (ID card). Today, there are many Bolivians who have errors in these documents, and a smaller number who lack these documents completely. The problems with birth certificates come primarily from the National Electoral Court, which used to be responsible for granting birth certificates. Some people did not receive a certificate when they were born because their parents did not know that it was necessary to register and because the Court did not inform people of this necessity. Additionally, many officials of the civil registry, especially those in the rural areas, only had a very basic level of education and incorrectly wrote names and other information in the registry. The entire system was handwritten in registry books, and so in many instances these books were lost, destroyed, or stolen. The National Police, who previously were responsible for granting ID cards, suffered from similar problems to the National Electoral Court; they had a handwritten and bureaucratic system, leading to many errors in ID cards. Additionally, there was a high level of corruption within the system, and many times the police granted ID cards to people in exchange for a bribe even though they lacked certain requirements.
In 2000, both institutions began a process of digitalization of the registries, which was an important step forward in improving the system. But the big changes came in 2010, with the adoption of the Law of the Electoral Authority that created the Civil Registry Service (SERECI). This law established that all of the changes and corrections in birth certificates would be realized via an administrative process in SERECI (except in a few special cases), while before the law such changes could only be made via judicial processes that took years. In 2011, another law was passed that created the General Service of Personal Identification (SEGIP), responsible for the direction, administration, and registration of identity information of Bolivians and authorized to issue ID cards. SEGIP has a system that is a great improvement upon the system formerly administrated by the national police, and this has allowed more people to obtain or correct identity cards through simple administrative processes. Although these systems have been greatly improved, there are still many people whose documents are invalid due to past errors.

In Peru as well, errors and lack of basic identity documents are problems that affect many people. It is estimated that 4.2% of Peruvians do not have identity documents, and there exists a much higher percentage of people whose identity documents have errors. The National Registry of Civil Identification and Marital Status (or RENIEC) is the institution responsible for authorizing basic identity documents, the most important of which are the birth certificate and the National Identity Document (or DNI). Many registrars (especially those in rural areas) only have a basic education and commit errors in writing people’s names or other information. Additionally, during the period of internal conflict and terrorism in the 1980s and 1990s, many government offices were destroyed and countless legal documents were lost. Up until 2008, RENIEC relied on a handwritten system that suffered from many of the same problems as the system in Bolivia. Now the system is digitalized, but due to this history, many people have errors in their identity documents.

In both Bolivia and Peru, one needs a valid ID card in order to access programs and benefits of the state, access education or public health services, work in the formal sector, take out a loan or open a bank account, vote, carry out any legal or administrative process, and do several other things. Having errors in a birth certificate or ID card renders them invalid for certain procedures. Thus, the vast majority of the identity cases that MJB and MJP realize aim to correct errors in birth certificates or ID cards.

- **Data Analysis**

In the category of civil documentation twelve total cases were examined, five cases in Bolivia and seven cases in Peru. Out of these twelve cases, in nine of them MJ4All Country Organizations carried out processes to correct errors in civil documentation, while in three of the cases they helped individuals to obtain birth certificates in instances in which they had never had one or their records had been destroyed.

While identity documents entitle individuals to a wide range of potential benefits, the solution of a legal case often led to observed or anticipated benefits in one specific area for each client. The vast majority of the cases that MJP and MJB carry out are corrections in identity documents, and the reality is that when there are small errors in these documents, many institutions still accept them as valid (although they are technically-speaking invalid). There were several instances of individuals who had a small error in one of their identity documents, but were able to access state benefits, vote, go to school, and access healthcare without problems. However, when it came to carrying out a certain process, the error was noted by the relevant institution and they were told
they must correct the error before proceeding. Thus, many clients came to MJ4All Country Organizations because they faced challenges in carrying out a very specific activity, for example:

- A man needed to correct the errors in the birth certificates of his deceased parents in order to be able to inherit their property.
- A woman and her daughter both had one letter written incorrectly in their last names. This had never before inhibited her from using her identity document until at one point she wanted to take out a loan from the bank and she was told that she could not because her name was false. So she underwent a process to change her name.
- A woman went to renew her DNI and her new DNI appeared with the date of birth 1933 instead of her actual date of birth, 1963. She could use her DNI for almost everything, except that the health post would not accept her because her date of birth was incorrect. She enlisted the help of MJP to change the date, and now she can access health insurance.
- A man’s year of birth was written incorrectly on his DNI. Although he had never been prevented from accessing any service or benefit because of this error, he wanted to change the date so that in 6 years when he turned 65 he would be able to access retirement benefits.

Because the majority of clients were not obtaining identity documents for the first time but rather correcting existing documents, the impacts of these corrections were often limited to one area. However, these impacts varied significantly between clients. The clients interviewed wanted to correct or obtain identity documents for the following purposes: to legalize property documents, to access public health insurance and other state programs, to access retirement benefits, to access education, to be able to undertake various processes related to their jobs, to take out a loan, and to get married.

Of the twelve clients, six had completely achieved these objectives, five had not, and one had partially achieved her objectives. The main reason why clients had not achieved their objective was a lack of time. Especially in Puno, most of the cases examined had been closed between four and eight months prior, and in this short time frame many of the clients foresaw between four and eight months prior, and in this short time frame many of the clients foresaw anticipated benefits from having their documents corrected, but had not yet accessed these benefits simply because they had only recently received their corrected documents. This made it difficult to measure impact. If a more in depth study is conducted on civil documentation in the future, it will be important to measure impacts over a longer time frame.

Overall, measuring the impacts in this category was more challenging than anticipated. Because the vast majority of cases involve corrections in various errors, the ways in which these errors limit individuals vary considerably. Additionally, it is often difficult to separate the impact of having the document, which the client uses regularly for a variety of activities, from the impact of having the document corrected. In some instances, errors appeared in individuals’ identity documents during a regular process of renewal, and fearing future problems, they corrected those errors almost immediately after they appeared. In these instances it is especially difficult to measure the impact of having their document corrected, because their situation did not change fundamentally. The question then becomes not, “what are you able to do now that you couldn’t do before?” but, “what would have happened if you had not corrected the error?” and this hypothetical situation is impossible to evaluate accurately. Nevertheless, while the impacts are difficult to measure this certainly does not mean they are non-existent, just that they are often difficult to compare and may vary significantly between clients.
SNAPSHOT: La Señora Amparo

Señora Amparo explained that all of her life she had the name Amparo Irene Romero Arroyo. However, as an adult she went to obtain a copy of her birth certificate, and it appeared with the last name Rojos instead of Romero. Amparo went many years searched for a solution to this problem. She went to four different lawyers attempting to find a solution, and each time the lawyers took her money and the problem was never resolved.

Above all, Amparo needed her birth certificate for her work. Amparo is a public elementary school teacher in El Alto. In order to file her professional paperwork at the Ministry of Education, she needed to present a valid birth certificate. In Bolivia, for every four years of service in public schools, teachers can receive a promotion and a higher salary.

However, since Amparo could not submit her qualifications and years of experience at the Ministry of Education, she could not receive a promotion. She also faced other problems related to her faulty civil documentation. When her parents passed away, she could not inherit any of their goods or property. Many times she was asked to present her birth certificate to carry out legal and administrative processes, but she could not present it and was forced to abandon her plans.

One day, Amparo received an MJB flyer and she came to the office to find out about the services. After explaining her problem to the legal facilitator, she was assured that MJB could solve her problem. MJB carried out a judicial process, soliciting reports from the Civil Registry Service (SERECI) in Potosí where Amparo was born in order to resolve the problem at its source.

In August, 2012, Amparo finally received her birth certificate with her name corrected. With her certificate, she could submit her paperwork to the Ministry of Education and receive the salary that she merited for her 35 years of service as a teacher. Having her birth certificate, Amparo will be able to retire and receive her pension in several years. However, before that time comes, Amparo has another legal process she wants to carry out with MJB—divorce. She has not been living with her husband for many years, and so she does not want him to receive part of her pension. Her situation exemplifies the fact that various legal problems are interconnected, and completing a single legal process is sometimes not enough to obtain sought-after benefits. It demonstrates the importance of access to comprehensive, permanent, and reliable legal services.

Nevertheless, Amparo is very pleased with the result she obtained at MJB. Amparo says, “The first day that I got my birth certificate, I was very happy because I had gone so many years with problems in my name. MJB opened the doors so that I could achieve what I wanted.”
SNAPSHOT: Cecilia and Rosa

Cecilia lives in a house in the District of Huatasani with her partner Walter and her mother. Although Cecilia has lived with Walter for many years and has two children by him, they have never been able to marry because both of them have errors in their DNIs. In Cecilia’s case, her last name is Coqueña, however in her DNI her name appears as “Coquena.” Upon bringing this case to MJP, the MJP facilitators discovered that Cecilia’s mother, Rosa, did not have a birth certificate and had never had one. To resolve these problems, MJP carried out two legal processes.

They extemporaneously registered a birth certificate for Rosa, and corrected the information in Cecilia’s DNI.

Now, Rosa has a birth certificate for the first time in her life. In rural areas, there has been significant discrimination against women, and because of this many parents never registered their girl children when they were born. Rosa says that she is very happy to have her birth certificates, because others have always had birth certificates, and she wanted one too. She says that when she passes away, her children will not face any challenges in obtaining her death certificate and inheriting her farm and her other resources.

Cecilia also has her DNI corrected. She still has not been able to get married because her partner Walter still needs to correct the errors in his name, and in his case this will require a judicial process that will take at least a year. However, she is very thankful for the services she has received from MJP. Before, she was very worried about how to fix the error in her name because she did not have money or time to go to a private lawyer. But the MJP case manager came directly to her home on three different instances in order to process her case. In 2015 Cecilia and Walter have taken on the role of deputy governors of the Santa Rosa neighborhood where they live. Cecilia will not have any trouble carrying out administrative processes or formally requesting assistance for her community now that her identity documents are in order.
Legal Personality of Associations

• **Background**

In Peru, associations are regulated principally by the Law 038-2013-SUNARP/SN and by internal statutes that are unique to each association. According to the law, in order to formalize an association, the association must have a constitution properly written in a book of acts, in addition to a list of members. Each association should have a board of directors elected by a general assembly. All associations have to renew their board of directors every two years and re-register in the Public Registry in order to maintain the legality of their association.

MJP realizes three primary types of legal processes for associations: constitutions of new associations, renovations of associations (which must happen every 2 years), and recognitions of associations that were formerly constituted but have not renovated regularly.

MJP works with a variety of types of associations in Puno, including but not limited to associations that focus on craftsmanship, art, fishing, agriculture and livestock, women, housing, education, and water. One of the most important benefits of having legal personality is the ability to access funds and projects from both public and private actors. Without legal personality, most of such funds and resources are not accessible.

• **Data Analysis**

In this category, six interviews were conducted with the leaders of distinct associations that had recently carried out a legal process with MJP. Three of these associations were formalizing for the first time, while three were carrying out processes of legal recognition or renovation after having been abandoned for several years. The associations varied in their thematic focus, including a housing organization whose aim was to obtain property titles for an informal peri-urban community, an organization of disabled persons, a federation of university students, a women’s artisan group, an agriculture and livestock association, and a commercial association.

Out of the six leaders interviewed, all of them stated that their principal objective in obtaining legal personality was accessing funds, projects, or recognition from their regional or local government. All six of these associations achieved their objective, receiving some form of support or benefits from state actors after obtaining their legal personality. For instance, the women’s artisan group was able to join a Regional Government program that for a limited time purchased their alpaca yarn and knitted products at prices that averaged 40% higher than they were earning previously. In another example, the student federation won 70,000 Soles from the Municipal Government of Ururillo to implement an education project in their town, running a pre-university preparation program and teaching various courses at local schools. The president of the student federation explained that most years the municipality has to return these funds to the Ministry of Economy and Finance unused because they do not have the capacity to implement projects. By having their legal personality, the student federation was able to access these funds and ensure that their community benefited from these resources.

While all six of these associations successfully accessed state resources, none of them received funds, projects, or benefits from NGOs or private institutions. Some of the organizations said that this was not their objective, while others cited a variety of obstacles. Some said that there were not many NGOs that worked in their province, and others said that NGOs and institutions did not
work directly with small rural associations. One organization said that they would like to work with NGOs, but they needed help from MJP to put together applications.

Several of the associations were able to work in partnership with local groups, such as universities, institutes, businesses, and other associations to organize various events. However, it is unclear whether having legal personality was an important factor in facilitating these relationships. Several of the leaders also stated that their membership had grown considerably since formalizing, and they believed that this change could be directly attributed to having legal personality. They stated that people in their communities know that legally formalized organizations are more likely to receive various benefits, so they are more eager to become members.

Associations with legal personality have the right to participate in public decision making spaces, the most significant of these spaces being participatory budgeting exercises that happen annually in every municipality. Of the six associations interviewed, three said that they had participated in these budgeting exercises while three said they had not. Of the three associations that did participate, two said that they had either received tangible benefits from the process, while one said that their proposal had been approved but not yet implemented. Of the three associations who did not participate, two said this was simply because they had only recently obtained or renewed their legal personality, and they were planning on participating this year. Another, the housing association, had not participated because according to the leader they did not see a need (their aims were specifically focused on obtaining property titles).

In conclusion, the impacts observed among these six associations that received MJP services were very significant. Economic impacts from being able to access state resources were evident in every case. Additionally, social and political benefits were clear and measurable. In several instances having legal personality attracted higher membership, increasing levels of social inclusion. Newly formed associations allow more people to take part in important political decision making spaces, increasing political involvement and awareness. And whereas cases related to property or civil documentation often benefit an individual or sometimes a family, cases related to legal personality benefit the entire association, further amplifying the observed impacts in this category.

SNAPSHOT: The Disabled People’s Association, “The Little Canes of Cojata District”

Sebastian, the President of the Disabled People’s Association in Cojata District, Huancané Province told us that there had been a disabled person’s group in Cojata for some time, but they were not well organized and they did not have legal personality. When Sebastian found out that MJP was offering free legal services to help associations formalize, he decided to seek out their assistance to formally constitute the Disabled People’s Association. MJP helped the group to write a constitution and follow all of the necessary steps to register the Association in the public registry.

The Disable People’s Association wanted to have legal personality primarily so that they would be able to access funds and benefits provided by local and regional governments. Since obtaining their legal personality in June 2014, they have received various benefits. They asked for assistance from the regional government during a period of extremely cold weather, and the regional government provided the group with 60 blankets. The former mayor also provided them with a computer and 500 Soles to assist with transportation and food supplies.
Additionally, having legal personality enabled the Association to be a part of participatory budgeting exercises that took place in the municipality of Cojata last year. Through this forum, the municipality approved their proposal to construct an office for the Association. The municipality has not yet executed this project because a new mayor recently took office and now the Association is required to present a new project profile before they will begin work. However, Sebastian is confident that the municipality will begin construction of their office this year. They hope to use the office to hold meetings and to make handicrafts to sell.

Another impact of formalizing the Association has been growth in their membership. When the Association was first formalized, they had 27 members. Presently, they have 60 members. Sebastian explained that when an association is legally recognized, more people want to join because they know that the association can access benefits from the state and that any office or institution will respect them.

The Disabled People’s Association has not yet been able to access funds or projects from NGOs or private institutions. This is something that they would like to do, and having legal personality can help facilitate these partnerships, but Sebastian said that they need assistance in writing proposals. The MJP facilitators have said that they will help him to do this. In general, Sebastian is very thankful for the help he has received from MJP, saying, “Now, having legal personality will help us to complete procedures, and any institution will attend to us. The government or any institution will take us seriously.”

CAPTION 1: Sebastian showing us the constitution of the Disabled People’s Association.
CAPTION 2: Sebastian speaking at an public event organized by his association and MJP
Legal Personality of Comunidades Campesinas

- **Background**

Under the General Law of *Comunidades Campesinas* (N° 24656), adopted in April of 1987, the state recognizes *Comunidades Campesinas* (or rural communities) as fundamental democratic institutions, autonomous in their economic and administrative organization. The state defines *Comunidades Campesinas* as public interest organizations, with legal personality, made up of families that live on and control determined territories, bound by ancestral, social, cultural, and economic ties.

*La Asamblea General*, or the General Assembly, is the primary governing body of *Comunidades Campesinas*. The Assembly meets periodically, and is open to all members of the community above the age of 18. The Assembly elects a Board of Directors periodically. The Board of Directors consists of a President, Vice President, and at least 4 other members.

MJP realizes two types of legal cases related to the legal personality of *Comunidades Campesinas*. Under the law, *Comunidades Campesinos* have to renew their legal personality even 2 years, and so this is one type of case that MJP realizes. If a *Communidad Campesina* goes several years without renewing, it is considered abandoned, and cannot exercise any of the rights elaborated under the law. In order to reconstitute itself, the community has to carry out a formal process of recognition under the state, and this is the other type of legal process that MJP carries out.

- **Data Analysis**

In this category, interviews were conducted with six former clients who were current or former leaders of their respective *Comunidades Campesinas*. Of these six communities, three were undertaking a normal process of renovation, while three were reconstituting after having missed one or more periods of renovation.

All of the leaders felt that it was important to have valid legal paperwork for the community in order to access development projects and benefits of the local government. Of the six communities, five of them had succeeded in accessing some form of benefits from the state, while one was still in the process of preparing proposals to present. In most instances the local government had directly implemented projects to benefit the community, such as the construction of roads, bridges, or plumbing systems. Access to drinking water seemed to be a preeminent concern among the communities; four of the communities either had potable water projects under construction by the local government or were in the process of presenting a proposal on water access to their municipality.

Similar to the phenomenon observed with associations, none of the communities had received or solicited support from NGOs or private institutions. The general consensus among the leaders was that NGOs were essentially non-existent in their districts, and that in order to make contacts and solicit support it would be necessary to search for organizations in Juliaca or Puno (the urban centers within the region). The community leaders did not have the time or money to do this. One leader claimed that he could not work directly with NGOs or others providing development assistance; those types of institutions had first come to an agreement with the municipal government. He said that unless the mayor was active in finding these types of partnerships, this
type of aid would not reach their communities. Thus, while having legal personality seems to be a very important factor in accessing public development projects and other benefits, the evidence shows that it is not a significant factor in accessing private funds and benefits.

Four of the six communities were able to participate in public decision making spaces (primarily participative budgeting activities) by presenting legal documentation for their community. Of the two others, one had only recently concluded their case and said they planned to participate this year, while the other said they had participated without having valid documentation (this is technically not legal, but in some rural areas procedures are not meticulously followed in these forums). Those who had participated in the participatory budgeting exercises had mixed feelings about the process. While for some it had been an effective way to express development priorities and receive relevant benefits, others were frustrated by having their proposals repeatedly rejected. They said each year only a few communities have their projects approved because there is not enough funding to implement all of them.

Legally registered Comunidades Campesinas have communal land rights over the land where the community members live. The Board of Directors for each community has a blueprint for the land that their community owns. Under the law, if there are land conflicts between two legally registered Comunidades Campesinas, they can initiate negotiations and mediate a solution between the two communities. Of the six communities interviewed, four said that they had used their authority as legal owners of their land to resolve conflicts with neighboring communities. Typically, they do this by meeting with the authorities of the other communities and comparing their blueprints to examine who has legal authority over the disputed area and clarify borders. In one instance, a land dispute could not be resolved between communities and was being litigated, with the president serving as the legal representative of the communal property.

Another potential community benefit of having legal personality is the ability to protect natural resources within that community. Of the six communities interviewed, three said their legal personality had served to protect resources, while three said that there had been no instances of conflict resulting from natural resource use in their communities. In those communities that had needed to defend resources, it was because other communities had been taking water and timber resources from their community. They said that once they had legal documents, those issues were quickly resolved because other communities knew who had the legal right to those resources.

Thus, in this area of legal assistance it appears the impacts are significant and multi-dimensional, similar to the impacts noted previously concerning associations. It is important to note that the concrete changes observed from processes of recognition (communities that had been legally abandoned for many years) were far greater because they were able to realize many benefits that had been impossible before. For the organizations that were carrying out a normal process of renewal, they were able to continue receiving benefits and exercising rights that they had already been exercising previously. These renewal cases are important because without renewal the communities would lose their ability to exercise these rights, but there is very little change in their situation when comparing before and after the legal process and it is clear that they were able to access legal aid in previous years before MJP was active.
SNAPSHOT: La Comunidad Campesina Aquerani

The Comunidad Campesina of Aquerani is located in the District of Tiquitiqui, in the Province of Huancané, with a population of 36 persons, the majority of whom are seniors. For two and a half years the community did not have valid legal personality because they did not have the money to complete the necessary renovation process. When they heard of the MJP project in Huancané, they took advantage of the opportunity to renovate their legal personality for free.

We interviewed the Vice President of the community, Agustín. He told us that it was very important for their community to have legal personality in order to be able to access funds and projects of the municipality. After renewing their legal personality with MJP, they applied for a project to give the community access to safe drinking water. The municipality approved their project and they are implementing it now. The municipality is constructing a new piping system to bring clean water to all of the community members. Before this project began, the community relied on wells and rivers for their drinking water, and sometimes people fell sick because of the bacteria in the water. Agustín told us that the entire community was very happy to have their legal personality because now they would all soon have the benefit of being able to easily access safe drinking water.

With their legal personality, the leaders of the community were able to participate in the economic review of the provincial government. This event, which is called “Open Council,” is a public space where the mayors provide reports and updates on the economic situation in the province, including updates on the status of development projects, and the participants can ask questions. Additionally, this year the leaders of Aquerani plan on participating in the participatory budgeting exercise in order to present their priorities for community development.

Before having a valid legal personality, there was conflict over land between Aquerani and neighboring communities. Without legal authority over their land, they could not effectively resolve these conflicts. After obtaining their legal documentation, they met with the leaders of the other communities and compared their communal land maps to better define the borders. Now, there are no more conflicts over land and the community feels more secure. Agustín said, “With legal personality, we are authorities and we can resolve all of these conflicts amongst ourselves.”
Conclusion

The impact that legal documentation has in the life of an individual is dependent on the extent to which those documents are respected and validated by the state and other institutions. In the past several decades, both Peru and Bolivia have experienced major reforms that have led to the increasing formalization of many processes and procedures. Several of the older clients interviewed explained that when they were younger, the need to have legal paperwork was not nearly as pressing as it is today. In the past, public and civil registries in both countries were disorganized, highly susceptible to corruption, and at times quite dysfunctional, rendering them less effective and thus less relevant for the general population. While public institutions in Peru and Bolivia today are certainly far from perfect, they have become far more systematized and important in the life of the average person in the past several decades.

Those who are able to adapt to these changes and secure their position under these new systems are more likely to thrive, while those who are unable to gain formal recognition (of their identity, property, community, etc.) from public and private institutions will be left behind. MJ4All Country Organizations are uniquely positioned to help people in this latter group join the former, and their intervention is timely given all of the institutional changes happening in both countries.

This study has demonstrated that legal empowerment of the type that MJ4All Country Organizations provide has the potential to contribute to significant improvements in the lives of individuals in Peru and Bolivia. As evidenced in many of the cases, having valid legal documents of various types have enabled an expansion of fundamental political freedoms such as the right to participate in decision-making forums and effectively advocate for public support; an expansion of economic freedoms such as the right to sell, rent, and mortgage property and access welfare payments; and an expansion of social freedoms such as the right to education and healthcare.

Impacts were highly varied between cases. While some clients experienced a range of impacts in multiple areas, others experienced one very specific impact as a result of their case or had still not experienced any impacts above and beyond having possession of their legal document. There are a few factors that help explain this variance.

First, many of the clients interviewed in this study had concluded their cases with a MJ4All Country Organization between six months and one year ago. In many instances clients expected certain benefits to come from having their legal document, but these had not yet materialized. In order to better measure impacts, a longer time frame is needed, ideally following up with clients one to two years after their process was completed. Additionally, it must be understood that certain benefits may only be realized 10 or 15 years after the process is completed, and these are inherently difficult to measure.

Second, some clients faced obstacles in exercising the rights that their documents entitled them to. In most instances, these obstacles were additional legal processes that needed to be undertaken to achieve the desired outcome. For example, in the case of Amparo highlighted earlier, her birth certificate should entitle her to retirement benefits when she turns 65. However, she won’t be able to access all of these benefits until she undergoes a divorce (a process for which she will require a lawyer). In the case of Cecilia, also highlighted previously, she still cannot marry because her husband has errors in his civil documentation that need corrected. In many of the property cases examined in Bolivia, clients had not yet been able to fully enjoy all of the rights entitled to them as property owners because additional legal challenges had manifested
themselves and they had been unable to obtain their title. This evidence demonstrates that legal problems are highly interconnected and that one legal process is not always to be a panacea that opens up doors to a number of basic rights. Rather, accessible and sustainable legal services are needed on a long-term basis, so that additional legal problems can be addressed as they emerge. In trying to maximize impact in the lives of clients, it is important to look beyond the individual legal ‘case’ to the overall group of legal challenges that a person may face in accessing basic rights. For some clients to exercise given rights it may only require the resolution of a single legal case, while for others it may require 4 or 5 distinct legal processes.

In conclusion, this study has brought to light many positive changes that individuals have experienced because of the services they received from MJ4All Country Organizations. It has also uncovered several challenges and areas in which further research is needed. Below there are a number of suggestions offered for how to build upon these findings and measure the impact of Microjustice programs in a more comprehensive way.

- **Measuring Impact with a Larger Sample**

One of the primary limitations of the present study was the sample size, which was kept small both because of time constraints and in order to allow for flexibility in testing different research tools and questions. However, there are some relatively simple ways in which MJ4All could use the tools developed in this study to begin to measure both quality and impact with a statistically significant number of their clients.

First, in order to better measure quality of services, MJ4All Country Organizations could include a simple survey to be conducted with all clients when their cases have been completed. This survey would ideally include questions about the various factors that have been identified here as important to clients: cost, quality, effectiveness, accessibility, etc. A supervisor would complete these surveys, ideally in a private area so that the client can speak freely. Their responses could be tracked and stored in each client’s case file in the online Case Management System.

In order to measure impact, the Case Management System could be programmed to generate a random sample of approximately 15% - 20% of the cases that are closed each month. Eight to twelve months later, a supervisor (perhaps the director or the head of the legal area) would be responsible for contacting that list of clients and conducting a phone interview with each client on the impacts of their case, using a similar interview format to the one used for this study. This data could be stored in the client’s file or in a simple database.

- **Measuring Different Impacts**

As mentioned earlier, helping clients exercise basic rights is not the only area in which MJ4All Country Organizations intend to make an impact. Additionally, MJ4All Country Organizations hope to both empower young lawyers to set up their own legal infrastructure for service provision to the poor and to bring about systemic changes and reforms through lobbying and advocacy.

A few focus groups as well as informal interviews with the legal interns in both Bolivia and Peru indicated that they all feel that they have gained very valuable knowledge and practical experience that will serve them in their future careers. All of the interns stressed that their classes in
university were almost exclusively theoretical. For many of them, working with a MJ4All Country Organization was the first opportunity that they had to learn how law works in practice. Above and beyond the knowledge they gained, several interns said that the MJ4All Country Organization had shown them how one could serve poor and marginalized populations as a lawyer. Some interns planned to go into private practice in civil rights when they finished their internships, and they hoped that they would be able to replicate some of the key aspects of the MJ4All model (such as offering affordable basic services through standardized modules) in their own practices. Others said that they wanted to get experience working in the public sector. In order to accurately measure the impact in this area, it would be interesting to interview former interns two to three years after they have finished their internships in order to examine which of their experiences from the MJ4All Country Organization they have carried with them and how.

In the area of lobbying and advocacy, both MJP and MJB frequently engage government actors through presenting briefs, organizing meetings, and launching appeals. In Bolivia today, MJB is focusing much of their advocacy efforts on the implementation of a new property law—Ley 247. There is a government institution called PROREVI (Program for the Regularization of Housing Rights) that has been set up to help implement this law, and so MJB works closely with them, both to help register home owners that may be eligible for benefits and presenting PROREVI with reports explaining some of the problems that they are encountering in resolving various cases. PROREVI then coordinates with MJB to find solutions. The directors at MJB said that they are certainly not the only ones engaging in such advocacy; there are countless law firms and individual clients who similarly have presented complaints and problems to PROREVI. MJB management believes that is not their efforts alone, but the combination of all of the clients and law offices that have been working with PROREVI, that is allowing this law to finally begin to be implemented on a larger scale.

In Peru, MJP has also prepared several advocacy reports based on obstacles that they have faced in case resolution and presented them to relevant government institutions. They have also won 13 successful appeals related to specific cases, which resulted in jurisprudence valid for the entire country. These appeals were all related to the rights of associations and Comunidades Campesinas to formalize and complete regular renewals.

Measuring the impact of advocacy efforts is challenging because it is very difficult to determine the extent to which reforms can actually be attributed to the efforts of one organization. In the case of Bolivia, PROREVI has taken many important actions in recent years to ensure that more people can benefit from the law, but it is difficult to tell how significant of a role MJB has played in making those changes happen. In the case of the successful appeals in Peru, it is easier to attribute those changes directly to the work of MJP, but still more research would be needed to examine when, where, and how frequently the precedents set through those cases are being applied elsewhere in order to evaluate the impact. These are areas in which MJ4All Country Organizations may decide to pursue further research in order to better evaluate their impact.

- **Improved Targeting**

MJ4All Services in Peru and Bolivia are available to the general public. Although MJ4All Country Organizations aim to reach low-income, marginalized populations, in reality their services are available to individuals from any socioeconomic background. While it was clear in the study that
some clients were truly needy, other clients were wealthier and probably would have resolved their cases with a private lawyer if MJ4All Services had not been available to them.

The sample in the study was not sufficiently large to know what percentage of clients fall into lower or higher income brackets. However, it did reveal that there are some individuals who are not poor that are benefiting from the program. This evidence generates important policy questions for MJ4All moving forward. Is the goal of MJ4All to provide a quality, low cost legal service to all, regardless of whether they may have the resources to access other legal services? Or is the main priority of MJ4All and the MJ4All Country Organizations to reach those populations that have no other options for resolving their legal challenges? In the latter case, it would make sense to target a subset of their current clientele. In order to better understand socioeconomic background of the clients benefiting from their programs, it would be recommendable to collect basic data on income and assets from clients who open cases with MJ4All Country Organizations.
## Annex 1

### Comparison of Prices of Legal Services at MJP and at Private Law Practices

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<thead>
<tr>
<th>Legal Process</th>
<th>Price at MJP in Puno</th>
<th>Average price at private law practices</th>
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<tr>
<td><strong>Associations</strong></td>
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<tr>
<td>Constitution</td>
<td>S/. 370</td>
<td>S/. 450</td>
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<tr>
<td>Recognition</td>
<td>S/. 245-285</td>
<td>S/. 400</td>
</tr>
<tr>
<td>Renovation</td>
<td>S/. 255-295</td>
<td>S/. 450</td>
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| **Comunidades Campesinas**    |                      |                                        |
| Recognition                  | S/. 245-285          | S/. 300                                |
| Renovation                   | S/. 270-310          | S/. 300                                |

| **Civil Documentation**       |                      |                                        |
| Rectification of a Birth Certificate (administrative) | S/. 50 | S/. 500 |
| Rectification of a Birth Certificate (judicial)    | S/. 330 | S/. 800 - 1000 |
| Extemporaneous Birth Certificate Registration      | S/. 39  | S/. 100 |
| Paternity Declaration                           | S/. 42  | S/. 150 |

### Comparison of Prices of Legal Services at MJB and at Private Law Practices

<table>
<thead>
<tr>
<th>Legal Process</th>
<th>Price at MJB in La Paz/El Alto</th>
<th>Average price at private law practices</th>
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<tr>
<td><strong>Property</strong></td>
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<td><em>Minutas de Aclaración</em> – Law 247 (correction of property documents)</td>
<td>Bs. 50</td>
<td>Bs. 200 – 500</td>
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<tr>
<td>Bill of Sale</td>
<td>Bs. 40</td>
<td>Bs. 200 – 300</td>
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<tr>
<td>Judicial Process of Prescriptive Acquisition</td>
<td>Bs. 1000</td>
<td>Bs. 3000 – 5000</td>
</tr>
<tr>
<td>Property Regularization under the Law 247</td>
<td>Bs. 650</td>
<td>Bs. 3500</td>
</tr>
<tr>
<td>Judicial orders</td>
<td>Bs. 20</td>
<td>Bs. 40 – 150</td>
</tr>
<tr>
<td>Inheritance Declaration</td>
<td>Bs. 350</td>
<td>Bs. 1000 – 3000</td>
</tr>
</tbody>
</table>

| **Civil Documentation**       |                               |                                        |
| Administrative Processes in the Civil Registry (SERECI) | Bs. 100 | Bs. 200 – 350 |
| Judicial Processes of Death Registrations | Bs. 400 | Bs. 1500 |

NB: The average prices of private lawyers are based on the best estimates of the legal staff working with MJB and MJP who have years of experience in each locale and have conducted price studies in the past to assess the market for MJ4All Services.
Microjustice4All

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