

Dominican Republic

Judicial System Assessment in Central America and the Caribbean

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Introduction

This document is part of a series of assessments on the current situation of the judiciary in Central American countries, which aim to provide specific and updated information about the different countries in the region, make problems visible and generate productive dialogues with the national and international community.

The diagnostic summarizes the main normative aspects of the functioning of the Judicial Branch in the Dominican Republic, as well as the complications that have come up recently in terms of judicial independence in this jurisdiction. This includes issues such as the selection and appointment of magistrates and judges, evaluations, promotions, disciplinary processes, dismissals, physical and legal security of judicial operators, interference of other branches of public power in the administration of justice, cases of corruption and concentration of administrative and financial powers, amongst others. It also studies the extent to which progress has been made through the adoption of norms and policies aimed at mitigating these complications.

The idea behind this document is to identify which difficulties of governance and independence in the development of jurisdictional functions originate in the regulatory design, and which of them are a problem of rule application, legal culture or undue interference of other branches of government in judicial operations.

It is a production of the Central American Federation of Judges for Democracy FECAJUD as part of their project to strengthen the independent judiciary along with the *Cyrus R. Vance Center for International Justice* of the New York City Bar Association, with support from the National Endowment for Democracy (NED).

FECAJUD was established in the city of Tegucigalpa, Republic of Honduras on May 1, 2009 as a non-profit legal entity under private law, made up of associations of Central American judges, magistrates and magistrates with a democratic vocation committed to strengthening the Constitutional Rule of Law, Judicial Independence and respect for Human Rights. The Federation's goals are to contribute to the consolidation of the Democratic Rule of Law and Judicial Independence in the countries of Central America, and fundamentally to contribute to a greater awareness on the part of judges as guarantors of Human Rights.

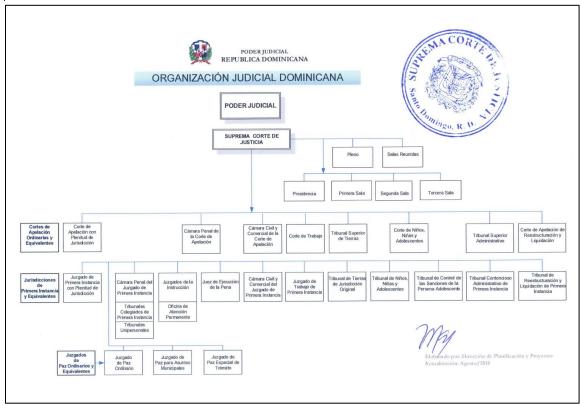
The *Cyrus R. Vance Center for International Justice* promotes global justice by engaging legal professionals around the world to support civil society and an ethically active legal profession. It is a non-profit program of the New York City Bar Association that brings together leading law firms and other partners around the world to promote international justice initiatives and provide probono legal representation to civil society organizations fighting for social justice.

I. The Judiciary in the Dominican Republic

1. Structure and organization

In the Dominican Republic, the judicial system is organized by territorial divisions. There are common law courts and courts of exception, which hear particular matters. The common law courts

are the Courts of First Instance and the Courts of Appeal. The courts of exception are the Peace Courts and the Land Court.



Source: https://poderjudicial.gob.do/sobre-nosotros/organizacion-judicial/organigrama-judicial/

Currently, the Judicial Branch is composed of 11 Judicial Departments and 35 Judicial Districts. In each judicial district, there is a court of first instance with full jurisdiction. In the judicial districts in which the courts of first instance are divided into chambers, the civil and commercial chamber will have the power to hear all matters of that nature and the criminal chambers will have the power to hear criminal, correctional and other matters within their jurisdiction in accordance with the regulations. The Supreme Court of Justice is

based in the city of Santo Domingo, capital of the Dominican Republic, and has national jurisdiction.²

Judicial independence is protected at the constitutional level in Article 151, which states:

Article 151.- Independence of the Judiciary. The judges of the Judicial Branch are independent, impartial, responsible and irremovable and are subject to the Constitution and the laws. They may not be removed, separated, suspended, transferred or retired, except for one of the



established causes and with the guarantees provided by law.

(1) The law shall establish the regime of responsibility and accountability of judges and officials of the Judicial Branch. Service in the Judicial Branch is incompatible with any other public or private function, except teaching. Its members shall not be eligible for any public elective office, nor may they participate in partisan political activity;

2) The mandatory retirement age for judges of the Supreme Court of Justice is seventy-five years. For other judges, officials and employees of the Judicial Branch it shall be established in accordance with the law governing the matter.

2. Nomination, selection and appointment of judges and magistrates

One of the recurring problems in different jurisdictions in Central America is the influence of other public powers, political actors and the private sector on the nomination, election or designation and appointment of judges and magistrates in order to pursue an individual's interests. There are also problems with the suitability of the profiles that

make up the judicial body and this affects the quality of decisions. Likewise, there is a problem of trust in the judiciary on the part of citizens and all the actors of the legal community, as well as a series of defects and irregularities found in the decisions made by these operators that result in a fracture of the rule of law.

a) Appointment process subject to individual interests

Conformation of the Supreme Court of Justice

Pursuant to Article 152 of the Constitution, the Supreme Court of Justice shall be composed of no less than 16 magistrates and is divided into three chambers in addition to the plenary and the Presidency.

The Constitution of the Dominican Republic, in Article 179 created the National Council of the Magistracy (Consejo Nacional de la Magistratura) as the body with the power to appoint judges of the Supreme Court of Justice, amongst others. One of the eight (8) members of the National Judicial Council is the President of the Republic, who heads the Executive Branch. The National Council of the Magistracy operates independently from the Judicial Branch. According to Article 178, the National Council of the Magistracy shall be composed of:

- 1) The President of the Republic, who shall preside over it and, in his absence, by the Vice President of the Republic;
- 2) The President of the Senate;
- 3) A senator chosen by the Senate who belongs to a party, or block of parties, different from that of the President of the Senate and representing the second majority;
- 4) The President of the House of Representatives;
- 5) A deputy chosen by the House of Representatives belonging to the party, or block of parties, different from that of the President of the Chamber of Deputies and representing the second majority;
- 6) The Chief Justice of the Supreme Court;
- 7) A magistrate of the Supreme Court of Justice chosen by the Supreme Court of Justice itself, who shall act as secretary;
- 8) The Attorney General of the Republic.



Specifically, Article 153 of the Constitution requires that magistrates of the Supreme Court of Justice must have practiced law, taught law at a university level or have served for twelve years as a judge within the Judicial Branch or as a representative of the Public Prosecutor's Office.

Regarding the process and methodology for this function, Article 180 of the Constitution specifies that:

Article 180.- Criteria for selection. The National Council of the Magistracy when forming the Supreme Court of Justice shall select three quarters of its members from judges belonging to the judicial civil service system, and the remaining quarter shall be chosen from legal professionals, academics or members of the Public Prosecutor's Office.

Paragraph I.- The National Council of the Magistracy, when appointing the judges of the Supreme Court of Justice, shall determine which of them shall occupy the presidency and shall appoint a first and second substitute to replace the President in case of absence or impediment. The President and his substitutes shall exercise these functions for a period of seven years, at the end of which, after evaluation of their performance by the National Judicial Council, they may be elected for a new term.

Paragraph II.- In case of vacancy of a judge vested with one of the above-mentioned qualities, the National Council of the Magistracy shall appoint a new judge with the same quality or shall assign this to another of the judges of the Supreme Court of Justice.

The influence of political parties and other public institutions in the process of selection and appointment of high court magistrates has been denounced,³ particularly that of the Presidents of the Republic in the process carried out by the National Council of the Magistracy (*Consejo Nacional de la Magistratura*).⁴ One problematic aspect is the composition of this body, given that only two of its eight members are judges and the rest are, more often than not, political appointees. As can be seen from the list, a large proportion of its members are

members of the Executive and Legislative Branches. It is noteworthy that, although the composition contemplates the inclusion of different political parties in order to generate representation, none of the members belong to civil society or academia, which increases vulnerability to political influence. It is also important that we note that the composition of the Supreme Court is made up of judicial civil service judges and a minority of lawyers from outside of the judicial civil service.

This problem of political influence is not limited to the election of magistrates for the Supreme Court of Justice, but also extends to the Central Electoral Board. The National Council of the Magistracy is also in charge of the appointment of the members of the Constitutional Court, the Superior Electoral Court, as well as the evaluation of the judges of the Supreme Court of Justice.

The judges of the Supreme Court of Justice exercise their functions for a period of seven (7) years, at the end of which they may opt for a performance evaluation by the National Council of the Magistracy, in order to be elected for a new term.

Judges of the Republic

On the other hand, aspiring judges must enter a public competition that measures merit in accordance with the National School of the Judiciary (Escuela Nacional de la Judicatura). The National School of the Judiciary is a body attached to the Judicial Branch created by the Judicial Civil Service Law, whose main function is to provide training to the actors of the Dominican justice system. The Judicial Civil Service begins with the functions of justice of the peace or examining magistrate, then first instance judge, appellate judge, and the Supreme Court of Justice.

Pursuant to Article 150 of the Constitution, the legislature must create a Statute of the Judicial Civil Service containing all the rules relating to it:



Article 150.- Judicial Civil Service. The law shall regulate the legal status of the judicial civil service, the entry, training, promotion, promotion, dismissal and retirement of the judge, in accordance with the principles of merit, capacity and professionalism, as well as the retirement and pension system of judges, officials and employees of the judicial order.

Paragraph I.- The law shall also regulate the National School of the Judiciary, which shall be responsible for the initial training of aspiring judges, ensuring their technical training.

Paragraph II.- In order to be appointed judge of the Judicial Branch, all applicants must submit to a public merit-based competition through the system of admission to the National School of the Judiciary established by law and have satisfactorily passed the training program of said school. Only members of the Supreme Court of Justice who are freely elected shall be exempt from these requirements.

The other judges lower in the hierarchy than the Supreme Court magistrates do not have a specific designated time to exercise their functions.

In order to be a judge of a Court of Appeals, besides being a Dominican national, being in exercise of his civil and political rights and having a law degree, he must have served as a Judge of First Instance.⁶

To be a judge of the Court of First Instance, one must have served as a Justice of the Peace in addition to the requirements listed above with respect to nationality, profession and exercise of rights.⁷

The Constitution, Law No. 327 - 98 on Judicial Civil Service, its Implementing Regulations and Resolution No. 1960/08 on the System of Judicial Ranking and the System for the Provision of Judicial Positions, also indicate that in order to become a judge you must have obtained the exequatur for at least two years before, not have been sentenced to full affliction, and pass the theoretical and practical training programs dictated by the National School of the Judiciary.

Promotions

The system of appointment of judges has some tools that promote transparency such as public competition, as well as quality using academic and professional merits in the process for admission to the National School of the Judiciary (*Escuela Nacional de la Judicatura*) in addition to a psychological examination. Likewise, promotions are based, in theory, on performance, work intensity, and the rigor of continuous training.

There is a Judicial Ranking System and a System for the Provision of Judicial Positions, which establishes the promotion of judges according to their accumulated merits, years of service, training, bibliographic production, and performance.

Years ago, in 2014, the Special Rapporteur Gabriela called attention to some irregularities in the promotion system in the case of the promotion of magistrates of the Court of Appeals of the Judicial Department of San Cristobal in violation of the rights of the magistrate Santa Moreno Perez. She denounced the irregularities in the promotion of the magistrates which omitted the applicable norms and the existing hierarchy. After threats, Judge Moreno was subjected to a disciplinary process in which she was suspended and pensioned arbitrarily. The Special Rapporteur explained how these events violated the United Nations Basic Principles on the Independence of the Judiciary and other international standards and norms.⁸ No similar events have been reported in recent years.

Resolution 01-2021 establishes the Regulation that organizes the System of the Judicial Scale and the System for the Provision of Judicial Positions, replacing the former Resolution 3 of 2019. It clearly establishes the categories and hierarchies of judges as well as the criteria for the preparation of the judicial ladder. This allows the use of clear evaluation criteria, the results of which must be published in

order to make substantiated claims. This resolution also regulates promotions and transfers in greater detail.

b) Impact on the quality of the judiciary

Judges are evaluated through the so-called "Performance Evaluation" carried out by the Judicial Council. In the Dominican Republic, the results of this evaluation are published in the Judicial Branch website to comply with the principle of transparency and judicial ethics.

Among the criteria used we can list the following:

- a) Number of sentences pronounced;
- b) Number of failed incidents;
- c) Number of hearings held in each month of the year;
- d) Dispatch of administrative matters;
- e) Knowledge of claims in referral and settlement of such cases; and,
- f) Also, as non-judicial aspects, management skills, decision making, control of activities, leadership and communication are taken into account.

There are no criteria in the law to evaluate the quality of the sentences.

Irregularities in the evaluation process have been reported, in 2019 the *Consejo Nacional de la Magistratura* conducted an evaluation defying Articles 150, 151 and 181 of the Constitution and the Judicial Civil Service Law (32-98) of August 11, 1998. In this evaluation, the performance reports of the judges were ignored, and six judges were separated from the Judicial Civil Service without grounds and without regard to irremovability. ⁹

The National School of Judiciary conducts the training.

Judges interviewed perceive the training of Dominican judges by the National School of the Judiciary as being of high quality. On three occasions, this institution has been awarded the gold medal by the Executive Branch in the National Award for Quality and Recognition of Promising Practices in the Public Sector and is also a regional reference for its execution and implementation of its ambitious programs.

3. Undue interference with judges' independence

Magistrate Ana Lee Florimón of the Second Court of Instruction of the National District denounced harassment of her and her family by members of the Public Prosecutor's Office in order to exert

pressure on the case: 'Operation Calamar'. This resulted in the intervention of the Attorney General, who requested the initiation of an investigation. ¹⁰

4. Financial, administrative and operational powers relating to the operation of th judicial civil service

The Judicial Council (*Consejo del Poder Judicial*) is, constitutionally the permanent body of administration and discipline, in charge of the implementation of the judicial civil service system. Its specific functions are¹¹:

1) To present to the plenary of the Supreme Court of Justice the candidates for appointment, determination of hierarchy and promotion of the judges of the different courts of the Judicial Branch, in accordance with the law;



- 2) The financial and budgetary administration of the Judicial Branch;
- 3) Disciplinary control over judges, officials and employees of the Judicial Branch with the exception of the members of the Supreme Court of Justice;
- The application and execution of performance evaluation tools for judges and administrative personnel of the Judicial Branch;
- 5) The transfer of judges of the Judicial Branch;
- 6) The creation of administrative positions in the Judicial Branch;
- The appointment of all officials and employees who depend on the Judicial Branch;
- 8) Other functions conferred by law.

Article 3 of Law 194-04 of Independence and Budgetary Autonomy states that the budget of the Judicial Branch and the Public Prosecutor's Office cannot be less than 4.10% of the National Budget and, that this amount must be assigned 65% to the Judicial Branch and 35% to the Attorney General's Office. The Council of the Judicial Power, in accordance with Article 8 of Law No. 28-11 of the Judicial Power, has the administrative attribution to prepare for the approval of the Executive Power, a

proposal of the annual budget corresponding to the Judicial Power. Repeatedly, it has failed to comply with the percentage of budget allocation required by law. 12

The Bar Association of the Dominican Republic assures that 17 years ago the Dominican justice system ceased to have financial independence. They argue that financing is obtained from what is negotiated with the Executive and Legislative Branches. This has a direct impact on the working conditions of the judiciary, as well as on training, evaluations and the creation of new offices and positions to decongest the system. It also affects the judiciary's ability to adapt to digital environments and technological transformation. 14

With regard to the transfers, some experts have pointed out that the Council of the Judiciary has violated Article 18 of the Judicial Civil Service Law insofar as the judge's consent to proceed with the transfer has not been obtained.¹⁵

Some civil society organizations have denounced the use of transfers in a non-transparent manner. They claim that these processes should be publicized by law, and that transfers to fill vacancies should be exceptional.¹⁶

5. Security of judicial operators

a) Physics

The Judicial Protection Police (*Policía de Protección Judicial*) is a unit of the National Police, of a substantive or operational nature, under the Central Prevention Directorate. The objective of the Judicial Protection Police is to provide security to the different jurisdictions of the Judicial Branch.

Likewise, Article 50 of Law No. 327-98 on Judicial Civil Service establishes the right of judges to be supplied by the State with a short weapon of any

caliber for their personal defense, personal and family custody on a permanent basis.

There is no unified or established criterion in the Dominican Republic for assigning security to judicial personnel. Nonetheless, in practice, it has been shown that it depends on the subject matter, the cases they are instructing and whether there is any risk involved.



It is important to point out that, for the hiring of private security for personal and permanent family custody, a procurement and contracting procedure is carried out by the Judicial Power Council and in compliance with Law No. 340 - 06 and its

amendments, on Public Procurement and Contracting.

There is no specialized area within the Judicial Branch in charge of implementing the security protocol.

b) Legal

In the Dominican Republic, there is no immunity for judges, however, there is a notion of "irremovability", established in Article 14 and following of Law No. 327 - 98 on Judicial Civil Service, in order to safeguard their work against any political and/or social agenda.

Therefore, there is no immunity from the possible actions that judges may incur, but rather their permanence, promotions and movements depend on the judge's position in the judicial ladder. As stated above, the Judicial Ranking is the tool through which any movement is sustained, which is not administered by other branches of government.

Given the non-existence of immunity of judges in the Dominican Republic, and its analogy with irremovability, it is necessary to point out that the term of such period of permanence is established by law. In order to lose such power, the judges must have participated in the faults established by law.

The disciplinary power of the Judicial Power resides on the Council of the Judicial Power (*Consejo del Poderl Judicial*). The disciplinary regime will depend on the seriousness of the misconduct, if we evaluate the misconduct from minor to serious, the competent authority may impose the following sanctions in accordance with Law No. 327 - 98 on Judicial Civil Service:

- a) Oral reprimand;
- b) Written reprimand;
- c) Suspension without pay, for a period of up to thirty (30) days;
- d) Temporary suspension; and,
- e) Dismissal.

Resolution 017-2020 amended Resolution 25-2018 with respect to the Disciplinary Regulations for Judges of the Judicial Branch. This resolution fully regulates the guiding principles and the disciplinary process in general. It is important to highlight that the disciplinary trial is the exclusive competence of the Council of the Judiciary in accordance with Article 156 of the Constitution. Moreover, the General Inspectorate of the Judicial Council (Inspectoría General del Poder Judicial) was created with the purpose of supporting the investigation of actions or omissions that may constitute disciplinary offenses. The process is fully regulated to avoid arbitrariness that may jeopardize the independence of judges.

It is also important to note that the Judicial Branch has a Code of Ethical Behavior that lists and explains the values that judicial officials must respect, how to guide their actions and a conceptualization of each principle. ¹⁷

6. Gender

There are no mechanisms to guarantee gender equality in the judiciary. In March 2021, the Judiciary

elaborated research with the purpose of evaluating the percentage of women within its staff, both



jurisdictional and administrative. The study showed that, of the 784 judges in the national territory, 471 were women, representing 60.1% of the total. An important novelty to note is that, the Judicial Branch has already specified figures and percentages at different levels, as can be verified in the 2024 Scale.¹⁸

According to the Report of the United Nations Special Rapporteur on the Independence of Judges and Lawyers, Diego García Sayán on the participation of women in the administration of justice, the Dominican Republic is one of a group of eight countries in which female supreme court judges do not exceed 30% of the total.¹⁹ In the same report, the Special Rapporteur highlights that the Economic Commission for Latin America and the Caribbean (ECLAC) leads initiatives aimed at the adoption of gender equality plans and that a great example is the

2019 National Plan for Gender Equality and Equity (PLANEG III) of the Dominican Republic that resulted from the collaboration between ECLAC and the Dominican authorities.

The Judicial Branch has a Gender Equality Commission in charge of monitoring and reporting on compliance with the actions approved within the framework of the Gender Equality Policy of the Dominican Judicial Branch, the commitments assumed through ratification by the Dominican State of international instruments, as well as by the Judicial Branch at the national and international level.²⁰ It also has gender sub-commissions in each Judicial Department, as well as the first observatory of Justice and Gender. In the year 2023, the Judicial Branch was recognized with the Gold Seal Equal DR.²¹

7. Corruption in the judicial system

The U.S. State Department's annual report published in 2021, regarding the year 2020, on the human rights situation, found a number of irregularities in the functioning of the judiciary in the Dominican Republic including selective prosecution and unfounded dismissal of cases:²²

"The law provides for an independent judiciary; however, the government did not respect judicial independence and impartiality. Undue influence on judicial decisions was widespread. Interference ranged from selective prosecution to dismissal of cases amid allegations of bribery or undue political pressure. The judiciary routinely dismissed high-level corruption cases. ONDP reported that the most frequent form of interference with court orders occurred when authorities refused to accept writs of habeas corpus to release detainees. Corruption of the judiciary was a serious problem."²³

However, the subsequent report of the same State Department highlighted a substantial advance in this matter by stating that: "The law provides for an independent judiciary. Compared to previous years, independent observers noted that the government generally respected the independence and impartiality of the judiciary. The president respected the independence of the Attorney General's Office and instructed senior officials to do the same. In addition, independent observers noted that the judiciary began investigating high-level corruption and drug trafficking cases, including cases involving government allies.

Civil society and lawyers complained about the backlog of cases and what they considered undue delays in proceedings. Civil society and lawyers complained earlier in the year about virtual court management and hearings, but this issue ceased to be a concern when the courts resumed in-person services and hearings at the end of the year."²⁴

The Bar Association of the Dominican Republic itself has denounced irregularities in several processes within the judiciary. Among other aspects, the Bar Association highlighted the lack of respect by the Council of the Judiciary to the Judicial Civil Service Law in the process of creating twelve "coordinating"



judges", a position that does not exist in the official hierarchy and that usurps the functions of the presidents of the courts. To its complaint, the Association added dissatisfaction with the mismanagement in the Pension Fund, as well as in the Board of Directors of the Real Estate Jurisdiction (Consejo Directivo de la Jurisdicción Inmobiliaria).

Currently, the *Consejo del Poder Judicial* is designing a virtual system of easy access to each of the judgments issued by the various courts in the country.

8. Support and recognition of independent judicial operators

The perception of lack of independence in any case is acute²⁵ and serious defects in the functioning of the administration of justice have been denounced.²⁶ It is necessary to take measures to increase the confidence of citizens and other public institutions in the Dominican judiciary.

Two years ago, an initiative called "Vision Justice" was launched with the aim of achieving a faster, more efficient, inclusive administration of justice of a higher quality, improving the transparency and integrity of the judiciary.²⁷

In April 2024, the President of the Supreme Court of Justice, Luis Henry Molina, attended the XXII version of the Ibero-American Judicial Summit, and pointed out that:

"The social and technological transformations that humanity is going through generate states of uncertainty that threaten to undermine the fundamental pillars of our societies or the most precious conquests of our democracies." 28

The presence in regional and international forums is important to denounce risk situations and discuss good practices that strengthen the independence of the judiciary.

Also, on January 7 of each year, Judicial Branch Day is commemorated, in which different authorities take stock of the strength, integrity and transparency of this institution. These symbols and spaces are also useful to recognize progress and identify challenges.²⁹

Finally, it is relevant to note that according to Transparency International's Corruption Perceptions Index, the Dominican Republic is the only country in Latin America that achieved anti-corruption progress in one year. The impact of judicial independence and digital reforms for this achievement is highlighted.³⁰

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