



ACNielsen (NZ) Ltd
Level 9 • 120 Victoria Street • PO Box 11 346 • Wellington
Telephone (04) 385-8774 • Fax (04) 384 3267



Unmet Legal Need in Canterbury

Final Report Prepared For:

Community Law Canterbury

Client Contact: Kevin Campbell
ACNielsen Contact: Wendy Stockwell and Tracey Hull
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COMMUNITYLAW
CANTERBURY
Te Ture Whānui o Waitaha

Opinion Statement

ACNielsen certifies that the information contained in this report has been compiled in accordance with sound market research methods and principles, as well as proprietary methodologies developed by, or for, ACNielsen. ACNielsen believes that this report represents a fair, accurate and comprehensive analysis of the information collected, with all sampled information subject to normal statistical variance.

Executive Insights

Introduction Community Law Canterbury (CLC), in partnership with LSA and key regional legal bodies, is keen to explore the scope and nature of unmet legal need in Canterbury. It wishes to develop strategies that ensure future service delivery is targeted at, and most appropriate for, those with the *highest* unmet legal needs.

To this end, CLC and the project sponsors commissioned a programme of research designed to underpin future strategies and decision making.

Purpose The overall aim of the project is to ascertain the unmet legal needs of Canterbury communities, and determine how these can best be met.

Methodology The research programme comprised three stages as outlined below. The three stages were designed to provide both quantitative and qualitative information.

1. **Initial scoping:** Preliminary, explorative qualitative research among providers and stakeholders, to provide an in-depth and detailed understanding of issues, and to provide input to the development of the quantitative survey questionnaire.
 2. **Quantitative survey:** A small-scale quantitative self-completion survey among relevant organisations representing the vulnerable, to provide some indication of the weight of opinion in key areas of interest.
 3. **In-depth qualitative:** Further qualitative research among key stakeholders and legal providers, to further build understanding and to explore some issues identified at Stage 1 in more depth.
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Sample profile In conjunction with ACNielsen, Community Law Canterbury developed a list of some 112 individuals and organisations that it felt could contribute to this consultation exercise. The achieved sample numbered 57 respondents and encompassed a wide variety of individuals and organisations. We feel that most identified key stakeholders have been included in the exercise and as such the findings and recommendations can be viewed with confidence.

Continued on next page

Executive Insights, continued

This document

This document is the final report. The reports aims to pull together the findings from all three stages of the research to present a comprehensive picture of current perceptions of unmet legal need and suggested solutions for consideration and debate.

How well legal needs are met

It was suggested that the current professional legal community in Christchurch alone comprises approximately 800 practising legal professionals plus a further 30 different types of agencies and organisations that offer some type of legal service, ranging from very basic advice, to facilitating access to professional advice, assistance or representation. Some of these professionals and agencies serve the whole of the Canterbury District.

The main agencies and organisations perceived as offering some form of free-to-access legal services to the public are as follows:

- Community Law Canterbury
- Maori Legal Services
- Citizens Advice Bureau
- Duty Solicitors (Law Courts)

Note: individual respondents were sometimes only able to recall one or two service providers at most. Community Law Canterbury was the only agency consistently mentioned with regard to the provision of free legal services. The implication is that many of those working in the community are unaware of the full range of services that are available to their clients.

In spite of the apparently large number of agencies and organisations offering advice and assistance, many professionals perceive that some members of the community struggle to gain access to good quality free or assisted legal services. Many feel that all the agencies and organisations are in place but there are still gaps.

Not all those consulted feel this way; some feel the current mix of service providers is sufficient to serve local needs.

Many of the agencies and organisations who took part in the research do offer some form of legal service, ranging from basic legal information and advice, to a full range of legal services.

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Executive Insights, continued

Community Law Canterbury is the main agency to whom those needing legal services are referred, particularly for legal information, advice and assistance. There is also significant mention of referrals to private law practitioners for people needing legal representation.

Maori Legal Services receive a significant level of mention for each of the legal service types, reflecting the slightly different profile of services the agency offers. Citizens Advice Bureau and the Tenancy Protection Association are the other two main providers used.

It is evident from some responses however that not all of those active in the community are fully aware of individual service providers and the types of services they offer.

Identification of unmet legal needs – vulnerable communities

Throughout the course of the research, three groups of individuals are continually referred to as having the greatest level of unmet legal need:

- Individuals with mental health issues
- Migrants and refugees
- People on low incomes who do not qualify for legal aid.

Other groups perceived to have unmet legal needs are: young people; older people; individuals living in isolated communities; the deaf community; first time prisoners and their families; voluntary service organisations; disabled people; and individuals and families who have become isolated from the social community.

Individuals with mental health issues

There is a perception that many individuals who are challenged by mental health issues, particularly those who live largely unsupported in the community, are extremely vulnerable and lack the resources to access legal services.

- They may have only limited knowledge of the law with regard to knowing their rights and, in some instances, knowing how to behave within the confines of the law.
- They may lack awareness and knowledge of providers of free to access services.

Continued on next page

Executive Insights, continued

- They may lack the financial resources to gain access to legal services.
- They may lack the intellectual resources to effectively communicate, to comprehend, and make the best use of the services available to them.
- They may lack the psychological resources required to independently deal with the complexities and emotional challenges of the legal system.

Issues are also raised with regard to the quality of legal services that are offered, citing the difficulties faced in obtaining advice and information about the complex raft of laws and acts relating to these individuals and their care.

Migrants and refugees

Many professionals believe that many migrants and refugees in Canterbury will have significant unmet legal needs. Perceptions are that much of the law and the associated justice system may be culturally alien to many of these people and they will need to spend many years developing an understanding of its workings and how it applies to them.

As with mental health patients, many of these new arrivals will lack the resources to make use of the current services available to other members of the community.

People on low incomes who are not eligible for legal aid

Another group perceived to have a significant need for legal services is individuals who are faced with a legal problem, but cannot afford a lawyer and do not qualify for legal aid.

In this situation many of these individuals will ‘choose’ to represent themselves in court. This is perceived as leading to more serious outcomes for the individuals that perhaps could have been avoided and also presents practical issues for the Courts, as these types of cases tend to take longer to administer.

Many professionals (lawyers, police and those in the Courts) are predicting an increase in the number of people defending themselves as the funds available for legal aid continue to diminish.

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Executive Insights, continued

Details about other identified communities with unmet legal needs can be found in the main body of the report.

Identification of unmet legal needs – issues faced

The range of legal problems for which there are unmet legal needs are perceived to be across the board.

The areas of most frequent mention include:

- housing (tenancy issues, neighbour disputes etc);
 - debt (disputes); family law (custody issues, abuse);
 - criminal law (including everything from minor/ first time offences through to violent crime);
 - traffic infringements (all areas);
 - resource consent;
 - employment issues (contracts, pay, dismissals);
 - consumer issues;
 - disciplinary issues in schools.
-

Identification of unmet legal needs – service gaps

In order complete the picture of unmet legal needs it is also necessary to examine the gaps with regard to legal services.

- **Legal Information and Advice:** Respondents feel that Christchurch is well served with regard to agencies providing legal information. Issues do arise however with respect to access to these services. The wider Canterbury area is felt to be less well served. Some small provincial towns have a ‘on-duty solicitor’ service, but otherwise awareness of and demand for provincial services is not fully understood.
 - **Legal Assistance:** These types of services are currently offered by many of the different community and voluntary agencies. As a result, many find it difficult to ascertain the degree to which needs are being met in this area ,as the quality of this legal assistance can vary.
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Executive Insights, continued

- **Legal Education:** Whilst acknowledging that a significant amount of work goes into educating individuals about the law, this is one area that is continually presented as an unmet need. Many feel that access to this service is limited to mainstream society. The pamphlet and seminar approach to education is felt to be inappropriate for many of those who have been identified as having unmet legal needs. The importance of improving access to legal education is felt to be paramount.
- **Legal Representation:** Given the uncertain future of legal aid, many are concerned that the number of individuals representing themselves in court will continue to increase. As such the lack of legal representation services for those on low incomes is continually raised as a gap in the current system.
- **Law Reform Activities:** Few respondents felt able to comment on this issue.

Barriers to service

The main barriers to legal services are perceived to be communication; legal systems barriers; economic barriers; cultural issues; psychological barriers; and physical barriers.

The three main identifiable groups who are perceived to be disadvantaged by unmet legal needs experience all of these barriers to some extent or another.

Focus for Community Law Canterbury

Overall perceptions of the current service provided by Community Law Canterbury are positive. Many of those working in a non-legal capacity within Christchurch were thankful for the existence of the Law Centre and perceived that without this service there would be nowhere else for them to turn.

In spite of the many strengths of the organisation, it is perceived that the legal needs of some of the most vulnerable members of the community are still not being met.

The general perception is that Community Law Canterbury is the most appropriate agency to address the unmet legal needs of these identified groups. This demonstrates the strength of the position of Community Law Canterbury within the community, and the high regard in which it is held.

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Executive Insights, continued

Solutions for consideration and debate

Many ideas and suggestions were made as to how Community Law Canterbury could address the needs of these vulnerable communities.

These can be grouped into four key areas as follows:

- Building awareness and knowledge of available services
- Creating easier access to services
- Bridging the gaps for communities of greatest need
- Improving access to legal representation services

Building Awareness and Knowledge

There would appear to be some degree of debate as to what extent Community Law Canterbury is known within the wider community. There are also indications that not all of those working in the community possess a full and accurate knowledge of what services are provided. In addition to this, the vast array of organisations and agencies that provide legal services is perceived to be confusing and intimidating, especially to those who may be already disadvantaged with regard to access to legal services.

To this end, one of the key solutions presented is to consider how awareness and knowledge of the various services and resources available to the Canterbury public can be improved.

Some of the suggestions put forward include:

- The development of a Legal Services Directory
- The development of a series of professional Legal Check Sheets or Know Your Rights information sheets for use in the community.
- Consideration by legal services providers as to how they can present a more streamlined/ co-ordinated face to the public.
- Improve awareness of Community Law Canterbury by promotional means.

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Executive Insights, continued

Creating Easier Access to Services

Access is also a critical issue if the service is to provide for the most vulnerable communities. Some of the ideas put forward include:

- Improve the interview / appointment system
- Develop a telephone helpline (with an 0800 service for those ex-Christchurch)
- Develop a Community Law Canterbury website
- Establish a 24 hour (telephone) trauma service

Bridging the gap for communities in greatest need

The key to bridging the gap is to work through the agencies and individuals that these communities already have links with. The suggested solution is that Community Law Canterbury could make a decision to develop meaningful relationships (even strategic alliances) with a small number of identified agencies and community groups by:

- Developing partnerships with agencies. This would involve educating and familiarising agency staff with the portfolio of the legal service providers available to them, educating them on matters of law that may relate to their own client group, and more general everyday issues that may affect them.
- Developing an ‘account manager’ model whereby agencies representing a particular sector of the community always speak with the same person at Community Law Canterbury so that CLC becomes better familiarised with the work carried out by the agencies.
- Involving some of the region’s lawyers who may wish to volunteer their time in order to become involved in some of the education initiatives. Community Law Canterbury could act as a co-ordinator/ facilitator in this respect.
- Becoming part of the multi-disciplinary teams that are trying to help the most vulnerable individuals.

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Executive Insights, continued

Other suggestions involve taking the standard service model into places within the community where those in greatest need exist. This could be as simple as providing a once a month ‘duty solicitor’ type scenario at various focal points, community centres, or agencies. This would provide an opportunity for individuals to obtain services in an environment they feel comfortable in, with the implicit endorsement of people they feel comfortable dealing with, and without the physical barriers that may otherwise prevent them from accessing services.

Improving access to legal representation services

Those respondents who were aware of this growing need highlighted that consideration needs to be given as to how Community Law Canterbury can approach this problem. One possible solution was that Community Law Canterbury consider offering a legal representation service, much like that currently provided by Maori Legal Services.

Concluding remarks

The research has generated a number of key issues for consideration by identifying the communities of greatest unmet need, exploring the issues and barriers these individuals face, and discussing ways in which these issues can potentially be addressed.

The research has identified a two-tier model of unmet legal need for Canterbury:

1st Tier: those with mental health issues; migrants and refugees; and those on low incomes who do not qualify for legal aid.

2nd Tier: young people; older people; individuals living in isolated communities; the deaf community; first time prisoners and their families; voluntary service organisations; disabled people; and individuals and families who have become isolated from the social community.

The research has also identified that these groups typically face a whole range of legal issues and demonstrate need in the areas of legal knowledge (i.e. education), information and advice, legal assistance and legal representation.

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Executive Insights, continued

Many predict that at least some of these areas of unmet need will continue to grow if not addressed. This includes people with mental health issues, people on low incomes, older people, tenants, people with resource consent issues, and people facing issues that arise as a result of new legislation, such as those in de facto relationships, and owners of dangerous dogs.

The solutions proffered are both strategic and operational. Many of the operational solutions alone may help to better serve some of the individuals in the 2nd tier (this group are more likely to be faced with practical barriers to accessing services).

To address the issues faced by those in the 1st tier is a much greater task and many of the solutions suggested require a significant and strategic change in service delivery for free to access legal service providers, (specifically Community Law Canterbury).

Community Law Canterbury occupies a strong position in the Canterbury legal community. It is well respected and the services it offers are valued. Inevitably Community Law Canterbury is considered the most appropriate agency for the delivery or facilitation of the delivery of legal services to those communities identified as having the greatest unmet legal needs. To this end it is anticipated that the agency will take a lead in the reforms that may be required across the community of legal service providers.

The team at Community Law Canterbury needs to look at both the long and short-term solutions and develop a strategic approach to dealing with the identified problems. Some hard decisions may need to be made. Community Law Canterbury will need to decide whether or not it can effect a solution to some or all of the identified problems, given that it operates with only limited resources. Indeed some of the decisions may be to lobby for wider changes to the system, rather than attempt to tackle these issues alone.

Community Law Canterbury is facing an interesting future, especially if it remains committed to addressing the issue of unmet legal needs across Canterbury. Whilst its core services need to remain in place in order to continue to meet the needs of the existing client portfolio, some fundamental changes to service delivery methods will need to be introduced to enhance these services if the issues identified in this research are to be addressed.

Business Needs Assessment

Background Despite the fact that New Zealand has one of the highest lawyer-to-population ratios in the world, there is ongoing evidence that many New Zealanders have difficulty accessing the legal advice, information and representation they deserve and require.

Research undertaken by the Legal Services Agency in 2001 highlighted the particular difficulties faced by those with low incomes and low skills, and provided a picture of unmet legal needs in the Auckland area.

In Auckland, unmet needs tended to centre around legal advice and representation, with common issues being debt/consumer/guarantor problems; family law; appeals on benefits and entitlements; and tenancy matters.

Community Law Canterbury (CLC), in partnership with LSA and key regional legal bodies, is keen to explore the scope and nature of unmet legal need in Canterbury. It wishes to develop strategies which ensure future service delivery is targeted at, and most appropriate for, those with the *highest* unmet legal needs.

To this end, CLC and the project sponsors commissioned a programme of research designed to underpin future strategies and decision making.

Research Purpose

The overall aim of the research programme was defined as follows:

- To ascertain the unmet legal needs of Canterbury communities, and determine how these can best be met.

It was envisaged that contextual information would also be generated about:

- Current and intended future legal services provision within communities, and
 - The changing demographic, social and economic trends which are likely to impact on the need for legal services
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Needs Assessment, continued

Specific Objectives

Specific and detailed research objectives were as follows:

1. Undertake a local legal services audit to:
 - Determine the current provision of legal services by community organisations and private lawyers in Christchurch and Canterbury, including types, range, targets and client profiles
 - Ascertain the future intentions of current providers
 - Examine the appropriateness and effectiveness of the current mix of services
 - Identify perceptions of effective interventions and local solutions
 - Identify the perceived gaps in service and additional service needs
 - Identify how community providers see the priorities for types of legal services and issues addressed by service provision
 - Identify barriers to service provision for communities of interest
2. Analyse the demographic, social and economic data gained through the audit to:
 - Identify the demographic trends at a local level
 - Identify the social and economic trends that may impact on future provision
 - Predict accurately other trends that may affect the legal needs of the community
3. Identify key stakeholders' perceptions in order to:
 - Determine the effectiveness of legal services in the region
 - Ascertain the cultural appropriateness of services
 - Identify how services could be improved
 - Identify barriers to accessing services
 - Gain feedback on gaps in services and additional service needs
 - Prioritise legal services

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Needs Assessment, continued

4. Identify the options for meeting unmet needs including:
 - The potential types of service and potential service providers and/or potential partners
 - Possible service level agreements
 - The potential future role of agencies in relation to the resourcing and provision of services
 - The potential priorities and targets for services (geographical communities, cultural communities and communities of interest)
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Research Design

Overall Research Design

The research programme comprised three stages as outlined below. The three stages were designed to provide both quantitative and qualitative information.

4. **Initial scoping:** Preliminary, explorative qualitative research among providers and stakeholders, to provide an in-depth and detailed understanding of issues, and to input to the development of the quantitative survey questionnaire
 5. **Quantitative survey:** A small-scale quantitative self-completion survey among relevant organisations representing the vulnerable, to provide some indication of the weight of opinion in key areas of interest
 6. **In-depth qualitative:** Further qualitative research among key stakeholders and legal providers, to further build understanding and to explore some issues in more depth.
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Stage 1: Personal Interviews

A small number of preliminary interviews were undertaken with important stakeholders. The purpose of this first stage of the research was to allow ACNielsen to get a feel for the issues, and assist with the design of the remainder of the research programme. The research was conducted as follows:

- Face to face interview appointments with three identified key stakeholders, (five individuals)
 - Interviews followed a discussion guide designed in consultation with Community Law Canterbury
 - Interviews took up to 45 minutes and were conducted during August 2003.
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Stage 2: Quantitative Questionnaire Consultation

The process for this second part of the study was as follows:

- An initial telephone contact to introduce the purpose and timeframe for the survey, and determine the appropriate person(s) within the organisation to interview (if we do not already have a named individual on the sample list)
 - Email or mail the self-completion questionnaire
 - Telephone to undertake the interview.
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Research Design, continued

Fieldwork commenced in October, and took some weeks to complete, due to slow return of questionnaires, and the need for continued telephone follow-ups, to boost the response rate. Some additional names were added, in late November, to help boost the level of reply.

Sample

The sample for the quantitative survey was drawn up by the client, in conjunction with ACNielsen, using a combination of local knowledge and networking.

The aim was to encompass a wide range of community groups, both from the Christchurch City area, and also from North and South Canterbury.

Questionnaire

The questionnaire was developed in consultation with the client, taking the results of the key stakeholder interviews into account.

Response rate

Once organisations were recruited by telephone, repeated calls were made to them to encourage them to complete and return their questionnaire. They were also offered the opportunity to provide their responses over the telephone. Given the nature of the questions however, potential respondents showed a preference for self completion.

The response rate was as follows.

	Number
Interview completed	35
Recruited to participate: questionnaire not returned.....	13
Recruited, but declined to complete questionnaire*	4
Unobtainable or refused at contact stage.....	22
Total contacts	74

* Of this group, two indicated that their sphere of operations was geographically removed from the Canterbury area.

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Research Design, continued

Stage 3: Qualitative Consultation

The process for this part of the study was as follows:

- A total of three discussion groups and seven personal interviews were conducted with key stakeholders.
- All discussion groups and interviews were conducted during March 2004.

Discussion guide

A discussion guide was developed in consultation with the client. The guide was based on that used during the scoping interviews, and also took the responses from Stage 2 of the research programme into consideration.

Sample

The sample for this stage of the research was again drawn up by the client, in conjunction with ACNielsen, using a combination of local knowledge and networking.

The aim was to encompass a wide range of individuals, organisations and agencies who were felt to have a significant contribution to make to this exercise. This sample was drawn, for practical reasons, mainly from the Christchurch Area and immediate vicinity.

Response

Support for this part of the exercise was significant. Nearly all of those approached, if they were logistically able, were willing to participate. The implication is that there is a great deal of support among the community for this type of exercise to be undertaken. It also suggests that there may be greater support for this type of methodology, when compared with a questionnaire approach.

Notes to Report

**Stage 2:
Questionnaire
Consultation
Respondent
feedback**

Feedback from respondents indicates that some felt overwhelmed by the questions, and found them very difficult to answer.

Preliminary analysis of the questionnaires returned confirms this. Of the 35 returned, some 13 were only partially completed, with comments to the effect that the respondent lacked sufficient knowledge to answer most questions.

Maori input

Maori Legal Services was approached to participate in the survey, but initially declined. A separate and independent project is being proposed to assess unmet legal need among Maori.

From a research perspective, we strongly recommend that this independent analysis be undertaken. The research has indicated that there is a debate within the community over the degree to which Maori legal needs are currently being served.

Profiling Respondents and the Groups They Liaise With

Introduction This section of the report profiles those organisations that have participated in the survey.

Sample profile In conjunction with ACNielsen, Community Law Canterbury developed a list of some 112 individuals and organisations that it felt could contribute to this consultation exercise. The achieved sample is outlined below and numbered 57 respondents. Overall the final sample encompassed a wide variety of individuals and organisations. We feel that many of the identified key stakeholders have been included in the exercise and as such, the findings and recommendations can be viewed with confidence.

Many of those who responded to the exercise were representatives from either voluntary and community agencies, or worked within the sphere of the police/legal/justice system.

Others represented health groups, city/regional authorities (including local councillors), religious based community groups, and Government agencies (including members of Parliament).

The types of voluntary/ community agencies represented included those representing young people, prisoners, specific geographical areas, older people, as well as those providing specific services for all people such as information and advisory services.

A small number of responses were from organisations located away from Christchurch (e.g. Timaru, Ashburton), others were from organisations based in the city with field workers in other parts of Canterbury.

Sample Profile	Stage 2	Stages 1 & 3	Total
Voluntary/community agency	10.....	9.....	19
Health group (mental, disabled, etc).....	7.....	1.....	8
Religious based community group	5.....	0.....	5
Police/legal/justice.....	5.....	12.....	17
City/regional council	4.....	2.....	6
Government representative/agency	2.....	2.....	4
Ethnicity related.....	2.....	1.....	3
Women's group	1.....	0.....	1
Total	35.....	22.....	57

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Profiling Respondents and the Groups They Liaise With, continued

Groups with whom the organisation has contact

Respondents who completed a questionnaire were asked to indicate what types of individuals and groups they had contact with, across the community. The purpose of this question was to ascertain what types of people within the community were being served by the current profile of community organisations. This information is background information only and should not be taken as an indication of the extent to which legal needs are being met.

Those 35 individuals and organisations that completed a questionnaire have indicated that they serve a wide range of people and groups within the community. The responses indicate that many individuals will be served in some way by nearly all of the service providers included in this part of the survey.

This strongly reflects comments made by participants in the qualitative research, many of whom claim that the Christchurch community in particular is well served, both in terms of local and central government agencies and community and voluntary agencies. See the following chapter [How Well Legal Needs Are Met](#) for more details.

Base: 35	No.
Women	30
Older people	29
Young people.....	28
Single parents	27
Community organisations.....	27
Other ethnic groups	27
Pacific peoples.....	26
Employed people on low incomes.....	26
Unemployed people receiving a benefit	25
Maori	25
Rural communities.....	24
Children	23
Mental health consumers	22
People with disabilities (excl mental health).....	20
Migrants and refugees	17
Small business	16
Prisoners	16
Other	1

How Well Legal Needs Are Met

Introduction This section of the report provides an outline of the current legal services landscape for the Canterbury District, looking at: perceptions regarding the current provision of legal services; who is providing the services; who is using these services; how well is the community served; what are the problems with the current situation.

Knowledge of current legal service providers As part of the qualitative discussions respondents were asked to describe the current mix of legal service providers across Canterbury.

The overall picture portrayed was that Christchurch in particular was, at least potentially, well provided for legally.

It was suggested that the current professional legal community comprised about 80 practising legal professionals, and a further 30 different types of agencies and organisations offering some type of legal service, from very basic advice to facilitating access to professional advice, assistance or representation.

The agencies and organisations perceived as offering some form of free-to-access legal services to the public are as follows:

- Community Law Canterbury
- Maori Legal Services
- Citizens Advice Bureau
- Duty Solicitors (Law Courts)
- Plus: Beneficiary Advisory Service; Trade Unions; Government Ministries; City/District/Regional Councils; Ngai Tahu; Employment Relations Authority; Howard League for Penal Reform; PEETO; a range of Advocacy Groups including Health & Disability Commission; Disputes Tribunal; Tenants Protection Association; Women's Refuge; Canterbury District Law Society; Police; Commerce Commission; Human Rights Commission; Children's Commissioner; Privacy Commissioner; Serious Fraud Office; Public Trust; various professional bodies who provide legal services to their own members; Refugee & Migrant Service; Chamber of Commerce.

Note that this list comprised a mix of free and paid for services.

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How Well Legal Needs Are Met, continued

Impressions of wider Canterbury are that it is served by a mix of part-time and full-time private practitioners. Some of the larger provincial towns are perceived to offer a limited free information and advice service where volunteers are rostered to provide '10 minutes free advice' by telephone.

Although the list presented here is comprehensive, individual respondents are sometimes only able to recall one or two service providers at most. Community Law Canterbury is the only agency consistently mentioned with regard to the provision of free legal services. The implication is that many of those working in the community are unaware of the full range of services that are available to their clients.

Perceptions of portfolio of Canterbury legal service providers

Some respondents feel the current mix of service providers is sufficient to serve local needs. They feel that many of the vulnerable people within the community are catered for through such agencies as Community Law Canterbury, Maori Legal Services and the Citizens Advice Bureau, and the Legal Aid system.

Many others however feel, in spite of the apparently large number of agencies and organisations offering advice and assistance, that many of those in vulnerable situations struggle to gain access to good quality free or assisted legal services. Many feel that all the agencies are in place but that there are still gaps.

"It's good, it just needs to work better."

"It's confusing. How do you know where to go?"

"It's intimidating."

When describing the legal services landscape, the most common criticism is that, whilst it appears that Canterbury (or at least Christchurch) is very well served, **gaining access** to these services is challenging. Free-to-access legal service providers are faced with a number of challenges:

- Limited promotion of services available to the general public. Many respondents are unaware of the full range of legal services that may be accessible to either their own organisations or to their clients.
- Limited financial resources of many existing providers of free to access services, which limits coverage.

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How Well Legal Needs Are Met, continued

- Lack of co-ordination by and communication between service providers which presents a onerous and confusing system to potential legal service consumers.

Another criticism is that the quality of service, both from the private and the voluntary sector, is variable. The private sector is thought by some to be lacking sufficient number of professionals who are experienced in complex legal issues such as Human Rights Legislation.

The voluntary sector is criticised by some who feel that in some agencies 'lay-people' are offering poor quality legal information to clients. A few also feel that the quality of service delivered by Community Law Canterbury is variable. See chapter Current Focus For Community Law Canterbury for more details

Legal services offered by respondents

In order to further ascertain the extent to which the legal needs of the community are currently being served, the questionnaire asked respondents to indicate what types of legal services they currently offer. The most commonly offered service was that of legal information, whilst provision of other forms of legal service is limited.

Those offering legal information included a mix of the voluntary/ community groups, police/legal and justice related respondents, and a smattering of others. Comments made indicate that legal information can vary from a lawyer offering qualified advice to a client, to a representative of a voluntary organisation suggesting that a client seek legal help or referring them to an appropriate legal service provider.

Base: 35	No.
Legal information	14
Legal advice.....	7
Legal assistance	5
Legal education	3
Legal representation	2
Law reform activities.....	1
None of the above.....	19
Not answered	2

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How Well Legal Needs Are Met, continued

Communities to whom legal services are offered

When asked about the communities to whom they offer these legal services, respondents typically named communities with which they have links.

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How Well Legal Needs Are Met, continued

Agencies to whom people are referred

Those respondents who completed a questionnaire were asked to indicate where they referred clients to for legal services.

Community Law Canterbury is the main agency to whom those needing legal services are referred, particularly for legal information, advice and assistance. There is also significant mention of referring people to private law practitioners for people needing legal representation.

Maori Legal Services receives a significant level of mention for each of the legal service types, reflecting the slightly different profile of services offered by this agency. Citizens Advice Bureau and the Tenancy Protection Association are the other two main providers used.

The feedback does indicate that whilst many agencies are currently referring clients on to legal services providers, there is some lack of awareness of what types of services are available. For example, seven respondents say they refer clients who are looking for legal representation to the Citizens Advice Bureau, but the CAB can only offer legal information and advice.

Please note that comments made by respondents also indicate that interpretations of terms such as for example legal representation and legal assistance do not always reflect the terms as defined by the legal profession. As such, care needs to be taken when analysing this information.

	Legal Repres.	Legal Assist.	Legal Advice	Legal educat.	Legal Inform.
Base: 35					
Community Law Canterbury13	21	25	16	21	
Private law practitioners15	12	10	4	8	
Maori Legal Services.....8	10	12	8	9	
Citizens Advice Bureau7	7	11	5	10	
Tenancy Protection Association5	9	16	3	11	
Beneficiary Advisory Service.....3	2	6	1	3	
MPs office.....1	2	4	2	7	
Women's Refuge2	5	7	2	3	
Iwi organisations.....2	2	3	1	1	
Pacific lawyers.....1	1	1	1	1	
Other1	1	1	1	2	
Not answered2	2	2	1	3	

Identification of Unmet Legal Needs

Perceptions of greatest unmet legal need

The qualitative research identified a number of different types of individuals and communities who are perceived to have unmet legal needs.

The most commonly mentioned groups are those **with mental health issues, migrant and refugees** and **people on low incomes**.

Individuals with mental health issues

Those with **mental health issues** are identified as a key group with unmet legal needs.

There is a perception that many of these individuals, particularly those who are living largely unsupported in the community, are extremely vulnerable and lack the resources to access legal services:

- They may have only limited knowledge of the law with regard to knowing their rights and, in some instances, knowing how to behave within the confines of the law.
- They may lack awareness and knowledge of providers of free to access services.
- They may lack the financial resources to gain access to legal services.
- They may lack the intellectual resources to effectively communicate to, comprehend, and make the best use of the services available to them.
- They may lack the psychological resources required to independently deal with the complexities and emotional challenges of the legal system.

Issues are also raised with regard to the quality of legal services that are offered, citing the difficulties faced in obtaining advice and information about the complex raft of laws and acts relating to these individuals and their care. There is a perception that those with severe mental health issues are supported legally as long as they remain within the supervised care system, but that those living their lives in the community become extremely vulnerable.

It has also been suggested that, as the current philosophy towards mental health is to seek community based solutions, that this group of legal consumers will continue to grow.

Continued on next page

Identification of Unmet Legal Needs, continued

Migrants and refugees

Migrants and Refugees are also identified as a key group with unmet legal needs.

Again this is at present a growing community and as people from different countries, different cultures, and with different languages try to adapt to living in a new country, there are inevitably problems that arise for which there is a legal need.

New arrivals to Canterbury will not be aware of New Zealand laws and the way in which the justice system is structured and how it functions. Much of the law and the associated justice system may be culturally alien to many of these people and they will need to spend many years developing an understanding of its workings and how it applies to them. As with mental health patients, many of these new arrivals will lack the resources to make use of the current services available to other members of the community.

- They may have no or only limited knowledge of the law with regard to knowing their rights and, again knowing how to behave within the confines of the law.
- They may lack awareness and knowledge of providers of free to access services.
- They may lack the financial resources to gain access to legal services.
- They often lack the language resources to effectively communicate to, comprehend, and make the best use of the services available to them.
- They may lack the psychological resources required to independently deal with the complexities and emotional challenges of the legal system, especially those who are refugees from traumatic situations in their home country.

It has been put forward that there are close to 200 different ethnic groups in Christchurch.

People on low incomes

The final group which is continually referred to within the context of unmet legal need is **those on low incomes**.

This group is described as individuals who are employed but on low incomes. They often do not qualify for legal aid because of their income or because the charge faced is only minor and does not risk a custodial sentence.

Continued on next page

Identification of Unmet Legal Needs, continued

In this situation many of these individuals will ‘choose’ to represent themselves in court. The result is that they often try to represent themselves on the basis of an incomplete knowledge of the law and the legal options available to them, or they plead guilty in order to hasten the process and ‘get it over with’. This is perceived to lead to more serious outcomes that could be avoided and also presents practical issues for the Courts as these types of cases tend to take longer to administer.

Many professionals (lawyers, police and those in the Court system) are predicting an increasing number of people defending themselves as the legal aid fund continues to diminish. These professionals are very concerned with the implications this has for the individuals involved and the justice system as a whole.

Perceptions of other areas of unmet legal need

Other types of individuals or groups with unmet legal needs are perceived to include: young people; older people; those in isolated rural communities; prisoners (especially 1st time inmates and their families); individuals or families who have isolated themselves from the system; the deaf community.

Young people are perceived by many as having limited resources with which to access quality legal advice and representation. They are felt to be an at risk age group with regard to minor misdemeanours and infringements which do not qualify for legal aid and this may leave them unable to defend themselves properly. They have limited financial resources, knowledge and experience, and often have a mistrust of ‘the system’ (including agencies such as Community Law Canterbury and Citizen’s Advice Bureau) that will prevent them from accessing free to use legal services.

Older people are also perceived to be at risk; again they are felt to have limited financial resources, limited knowledge and sometimes limited access to services. This is another group for whom a growth in unmet legal need is predicted, mainly as a result in shifting demographics. Some are also predicting a rise in elder abuse incident rate, as the number of dependent older people continues to grow.

Continued on next page

Identification of Unmet Legal Needs, continued

Those **living in isolated areas** have been identified as a vulnerable group who will struggle to obtain access to legal services. The perception is that, whilst these communities will be catered for with pay to access services in provincial centres, free to access services will be very limited.

The **deaf community** has also been identified as vulnerable, mainly due to a lack of interpreters or due to the cost of interpreter services.

Prisoners are also included in this list, although further investigation reveals that the main area of perceived need is with regard to **first time prison inmates and their families**. Most of these individuals and families have limited resources and lack knowledge of the legal services that maybe be available to them to assist them through this experience.

Voluntary Service Associations and organisations are also mentioned. Although Community Law Canterbury is recognised as providing a service to these organisations some feel that is difficult to access the service and often difficult to implement the advice they receive. This is both a resource issue for these organisations, and a service delivery issue for Community Law Canterbury.

Disabled people are also mentioned with regard to there being a shortage of advice and information on the complex issues of law relating to these individuals.

A small group of individuals have been identified as having extreme needs in many aspects of their lives. These are those **individuals and families** who, for whatever reasons, have **become isolated from the social systems** of the district, or indeed society as a whole, and are not motivated by what can be done to help them. Whilst the number of people in this situation is small, their need can often be great. It is perceived that many of these individuals will have little or no resources or motivation to access legal services voluntarily.

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Identification of Unmet Legal Needs, continued

Differing perceptions the unmet legal needs of Maori

It is interesting to note that during the course of the qualitative discussions, Maori and other specific ethnic groups (e.g. Pacific Island Peoples) are often not included in the list of individuals with unmet legal needs. This very much contradicts the findings of the quantitative survey, where Maori are identified as having unmet needs on-par with those of other groups already discussed.

When challenged on this issue, many explained that whilst they recognise that numerically Maori may have identifiable unmet legal needs, this is more likely to be due to the fact that statistically they are more likely to be on low incomes, or live in isolated communities, or be young, or be in prison for the 1st time. These factors are deemed to be the reasons for their unmet legal needs, not the fact that they are Maori. Indeed some people suggest that to say people have unmet needs because they are Maori is too simplistic, and will not help in the development of solutions for this problem.

Indeed it is also pointed out that since the establishment of Maori Legal Services, Maori may indeed be better served than other ethnic groups.

Of course not all respondents are of this view. Others feel that the Maori communities of Canterbury do have unmet legal needs, as a direct result of cultural differences and a reluctance to become embroiled in what is essentially a European justice system.

We do not propose to draw any conclusions from the opinions put forward except to reiterate that, from a research perspective, we recommend that consultation is sought with the Maori community directly to gain a better perspective on the questions raised.

Differing perceptions the unmet legal needs of Women

Similarly, it is interesting to note that during the course of the qualitative discussions, women are also often not included specifically in the list of individuals with unmet legal needs.

Again when asked about this, many felt that women are reasonably well catered for legally, with a range of services accessible through various support and community groups specifically designed for women.

Continued on next page

Identification of Unmet Legal Needs, continued

The only possible exception to this is where women are the victims of either violent crime or sexual assault. In these circumstances it is acknowledged that women may have unmet legal needs, due largely to their expectations that legal process and system may intensify the trauma of their experience rather than alleviate it.

Quantitative assessment of unmet needs

Respondents who completed a questionnaire were asked to rate how well the needs of the communities with which they have dealings, are met, for each of five main areas of legal service. The responses show that perceptions as to which communities have the greatest level of unmet need are varied. No single group received more than seven individual mentions.

Detailed tables are contained in Appendix I. A summary of key points follows:

- Overall, responses to the questionnaire strongly support those from the more informal interviews.
- Analysis indicates that **those with mental disabilities and migrants and refugees** consistently receive low ratings as to how well their legal needs are met.
- The **employed on low incomes** also appear to be consistently disadvantaged.
- The most significant difference between the two sets of responses is that responses from the questionnaire indicate that many people feel that **Maori and Pacific peoples'** needs seem to be least well met, especially in the area of **legal representation**.
- The other key difference is that **women** are also mentioned by many respondents.

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Identification of Unmet Legal Needs, continued

Communities with greatest level of unmet need

Base: 35	No.
Migrants and refugees	7
Unemployed people who receive a benefit.....	7
Maori	7
Employed people on low incomes.....	6
Women	6
Pacific peoples	5
Young people.....	5
Mental health consumers	5
People with disabilities.....	5
Community organisations.....	4
Single parents	3
Children	3
Prisoners	3
Older people	3
Rural communities.....	1
Other ethnic groups	1
Other – victims of crime	1
Total mentions	72
Not answered	15
Total mentions	86

Continued on next page

Identification of Unmet Legal Needs, continued

Most Common Problems Faced

During the course of the discussions, consideration was given to the types of issues that individuals and communities with unmet legal needs are facing currently. These encompass both the type of legal problem faced and the types of legal services that are difficult to access.

Perhaps the most important point to note is that the range of legal problems for which there are unmet legal needs are perceived to be across the board.

The areas of most frequent mention include: housing (tenancy issues, neighbour disputes etc; debt (disputes); family law (custody issues, abuse); criminal law (including everything from minor/1st time offences through to violent crime); traffic infringements (all areas); resource consent; employment issues (contracts, pay, dismissals); consumer issues; disciplinary issues in schools.

Predicted to grow

Housing is an area that is predicted to grow in the future, particularly in relation to tenancy issues. As the rental sector continues to grow and greater numbers of inexperienced people are becoming landlords, many professionals foresee a steady rise in the requirement for legal services in this area.

Another area predicted to grow is that of resource consent, especially as the new city plan comes into effect. The slow and often costly process of the various acts pertaining to this issue often lead to individuals trying to get around the law which in the long term creates greater and often more costly problems.

The incidence of minor infringements is also predicted to grow with the introduction of an increasing number of new laws (for example, new laws relating to de factor relationships, the dog control act and the latest legal developments relating to young people and cars). Some respondents fear that these are creating a whole new class of customer for legal service providers to cater for.

Continued on next page

Identification of Unmet Legal Needs, continued

Common Problems Faced by Key Groups of Interest

The two main groups of interest for which we have perceived the greatest level of unmet legal need (i.e. those with mental health issues and migrants and refugees) are perceived to face issues across the whole of the legal spectrum.

Those **individuals with mental health issues** are highlighted as some of the most vulnerable in our society. The challenges faced by many of these individuals, especially those living in the community, mean that they are exposed to many potential problems that may ultimately require a legal solution. They can suffer from exploitation with housing and employment; they may struggle to obtain the financial support they are eligible for; they are vulnerable to exploitation by people who may prey on them; and they are vulnerable because they may not have a full knowledge and appreciation of the law and what they can and cannot legally do. As such, the types of legal issues they may encounter in their lives cover many areas.

Migrant and refugees are also identified as a group that will face a myriad of legal issues for the duration of their settling in period in the region. Again their knowledge and expectations of New Zealand law will be very limited and their ability to familiarise themselves in the short term is limited. Again they are vulnerable and will often face many problems that require a legal resolution, housing issues, family issues, discrimination issues, criminal issues, employment issues etc.

The other key group with unmet legal needs is **those on low incomes** (i.e. not necessarily those on a benefit.) To reiterate, the most common cause of this unmet legal need is that these individuals often are not eligible for legal aid either because their income / assets take them over the threshold or because the charge does not risk a custodial sentence. The main issues they face will be civil and minor criminal issues. The issues are often those that they feel they are capable of defending themselves against or issues where they simply plead guilty because they do not have the finance or other resources (emotional, intellectual) to defend themselves.

Young people are perceived as being particularly vulnerable with regard to consumer debt, traffic infringements, employment, and minor criminal issues.

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Identification of Unmet Legal Needs, continued

Older people are perceived to be vulnerable with regard to issues surrounding housing and financial issues such as wills and trusts, and potentially elder abuse.

First time prison inmates and families are perceived to be exposed to a variety of family law (such as custody issues) and criminal law issues. Families also require assistance with regard to simply understanding the system and what rights they have regarding visitation etc.

Voluntary Service Organisations may require assistance on many different areas of surrounding compliance issues (laws pertaining to charitable organisations; OSH requirements; Employment Law, Taxation & other financial obligations; Privacy Act; Constitutional law)

Other groups highlighted as having unmet needs (those living in rural areas or otherwise isolated from mainstream services, disabled people, the deaf community), may also be faced with a whole variety of legal issues.

Level of legal need for ten problem areas

Additional information was provided by responses to the quantitative survey. Much of this information supports the perceptions discussed in the qualitative research. Respondents were asked to rate the level of need they believe each community has, for ten areas of legal issue or problem. Detailed tables are contained in Appendix I.

A summary of key points follows:

This question was answered by relatively few respondents. However, expected patterns of response emerged.

- **Family problems:** There is seen to be a reasonably high level of need across most communities, but particularly among women, single parents, Pacific peoples, Maori, migrants and refugees, those with mental health or disabilities, and those on low incomes.
- **Civil:** The perceived level of need is not as high as for family law. The disadvantaged groups are primarily seen to be those with mental health problems, and migrants and refugees.
- **Traffic problems:** Maori, Pacific peoples and young people are seen to have reasonably high levels of need, along with those on low incomes.

Continued on next page

Identification of Unmet Legal Needs, continued

- **Employment:** A reasonably high level of need is seen across the board for employment related problems.
- **Property:** Levels of perceived need varied, but were comparatively higher for women, single parents, Pacific peoples and the unemployed than other groups.
- **Criminal:** Again, levels of perceived need were variable. Prisoners received highest ratings.
- **Tenancy:** Perceived levels of need were reasonably high for many groups, encompassing ethnicity, health status, women, single parents, and low income groups.
- **Resource management:** This area received lower than average ratings for perceived need across the board.
- **ACC/benefits:** The perceived level of need is relatively high, and spread consistently across the groups
- **Wills/trusts:** This was considered of particular need to older people, but also to Maori, Pacific peoples and women.

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Identification of Unmet Legal Needs, continued

Service Gaps This section of the report examines the perceptions of what areas of service are most likely to generate unmet legal need, i.e. legal information, legal advice, legal assistance, legal education, legal representation and law reform activities.

- **Legal Information:** Many respondents feel that Christchurch is well served with regard to agencies providing legal information. Issues do arise however around access to these services. It is perceived that many of those in the key identified groups do not have sufficient awareness and knowledge of the services, that is supposing that they realise that they are in need of legal information and advice. There are also issues surrounding access – see Perceived Barriers to Service. The wider Canterbury area is felt to be less well served. Some small provincial towns have a ‘on-duty solicitor’ service, but otherwise awareness of and demand for provincial services is not fully understood by many respondents.
- **Legal Advice:** see response for legal information above.
- **Legal Assistance:** The interpretation of the term legal assistance is wide and varied among non-legal professionals. The term is used to describe many services from advocacy, to letter writing, to making phone calls on behalf of individuals, to supporting someone emotionally who is dealing with the law. These types of services are currently offered by many different community and voluntary agencies. As a result many find it difficult to ascertain the degree to which needs are being met in this area, as the quality of this legal assistance can be extremely variable.
- **Legal Education:** Whilst acknowledging that a significant amount of work goes into educating individuals about the law, this is one area that is continually presented as an unmet need. Many feel that access to this service is limited to mainstream society, with audiences often reflecting demographic profiles of those sharing the information. The pamphlet and seminar approach to education is felt to be inappropriate for many of those whom have been identified as having unmet legal needs. The importance of improving access to legal education is felt to be paramount.

Continued on next page

How Well Legal Needs Are Met, continued

- **Legal Representation:** Another area of concern is that of access to legal representation. Many professionals are concerned with the increasing number of individuals who ‘choose’ to represent themselves in court. This choice is felt to be forced upon them because they do not qualify for legal aid and yet cannot afford the services of a lawyer. Given the uncertain future of legal aid, many are concerned that the number of individuals representing themselves in court will continue to increase.
 - **Law Reform Activities:** Few respondents felt able to comment on this issue, but among those who were able to most feel that Community Law Canterbury does have a role to play. However, the organisation is perceived to be less active now than it has been in the past.
-

Perceived Barriers to Service

Introduction In order to begin to plan for the future, Community Law Canterbury must have a comprehensive understanding of the barriers to legal services that are experienced by vulnerable individuals.

The following two sections of the report discuss these issues in detail.

It is not difficult to begin to draw up a list of possible barriers to accessing legal services. Understanding the enormity of these barriers and what might need to be done in order to overcome them however, can be a challenge.

Responses to the questionnaire indicate that the main barriers are: communication; legal systems barriers; economic barriers; cultural issues; psychological barriers; physical barriers.

The three main identifiable groups who are perceived to be disadvantaged by unmet legal needs experience all of these barriers to some extent or another.

Communi- cation

Communication barriers encompass a whole range of issues.

This includes **language difficulties** at the most practical level. These arise among refugees and migrants where English is not a first language or indeed not a language used at all. This also affects international students and those with disabilities such as deafness and blindness.

The language barrier hinders access to all aspects of legal services from education (new migrants learning and understanding the laws and the justice system of their new home) through to legal representation, where individuals in court will not fully understand proceedings even sometimes when an interpreter is provided.

Traditional service delivery methods (information pamphlets, telephone enquiry service, face to face interviews with legal practitioners) do not provide for those with these kinds of needs.

“A small pamphlet is like a large book to a new migrant, they can’t read it, they can’t understand it.”

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Perceived Barriers to Service, continued

Another communication issue is that of **literacy**, and this can apply to both new migrants or refugees and existing New Zealand residents. For those people with limited language skills (including reading, writing and comprehension) negotiating the New Zealand legal system is perceived to be an onerous task. Even with rudimentary language skills, the perception is that many potential users of legal services are prevented from accessing the services, as the traditional methods of service delivery do not cater for their needs.

Legal System Barriers also encompasses a wide range of issues however the main concern raised is that of diminishing legal aid funds. The perception is that this will result in many vulnerable people being left to negotiate the legal system unassisted, because they cannot afford legal representation or they are too risk averse to accept legal aid with conditions. It is recognised that Maori Legal Service offer free legal representation services, but that this is insufficient to cope with the increasing number of economically disadvantaged individuals who find themselves requiring legal representation.

The Duty Solicitor role is also recognised, although this is acknowledged as a service available only for those who are pleading guilty. It is also perceived that, due to the nature of the service, it is often a less than ideal solution with insufficient resources allocated to cases in order to be advantageous to the client.

One or two respondents also feel that the lack of a Public Defenders Office in New Zealand means that many of the types of clients we have been discussing experienced unmet legal need.

Economic Barriers are most significant with regard to access to legal assistance and legal representation.

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Perceived Barriers to Service, continued

Cultural and Psychological Barriers are cited as key barriers to all those potentially vulnerable individuals. Many (including legal professionals) perceive the ‘legal culture’ to be confusing and intimidating. Whilst these barriers are faced by many of those accessing legal services, the perception is that many of those in our identified target groups find these barriers insurmountable (Migrants and Refugees, people with mental health issues, young people and older people, those who feel alienated from mainstream society, Maori, Pacific Island People).

Physical Barriers encompass those practical barriers that may hinder people from accessing any types of services. Lack of transport or money to cover transport costs, lack of child care or family support, inconvenient opening hours / appointment times, poor or no disabled access.

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Perceived Barriers to Service, continued

Main Barriers to accessing legal services Respondents were asked to identify the main barriers to accessing legal services, for each of the priority communities they had identified. A list of barriers was provided, from which to choose.

Those communities perceived to have the highest level of unmet need face a range of barriers. Migrants and refugees clearly face the greatest number. The barriers identified include:

- Communication barriers (particularly for migrants and refugees, who also face significant cultural barriers)
- Systems related barriers
- Economic barriers (consistently across the groups)
- Psychological barriers, such as lack of self esteem

Main barriers to access

	Migrants Refugees.	Unemp- loyed	Maori	Employed Women low income	
Base: (consider them a priority)	7	7	7	6	6
<u>Communication barriers</u>					
Communication barriers (ns)	5	-	2	2	3
Lack of understanding of available services	1	-	1	-	-
Unaware who to approach	-	-	-	-	1
<u>Systems barriers</u>					
Systems barriers (ns)	4	2	4	1	4
Complexity of legal process	1	-	1	-	-
Confusion about agencies' roles	-	-	1	-	-
<u>Economic barriers</u>					
Economic barriers	3	3	2	4	3
Cost/affordability	-	2	-	1	1
<u>Cultural barriers</u>					
Cultural barriers	5	1	5	1	1
Language difficulties	2	-	-	-	1
<u>Psychological barriers</u>					
Psychological barriers	1	-	2	-	1
Lack of self esteem/confidence	-	2	-	-	-
Lack of responsibility	-	-	-	1	-
<u>Physical barriers</u>					
CLC's hours of operation	-	-	-	1	1
Total	22	10	18	11	16

Continued on next page

Perceived Barriers to Service, continued

Among the groups below, Pacific peoples and mental health consumers are seen to face a greater number of barriers than others. The nature of those barriers is perceived to be similar to that affecting other groups.

Main barriers to access

	Pacific peoples	Young-people	Mental health	Disabled people	Commun orgs
Base: (consider them a priority)	5	5	5	5	4
<u>Communication barriers</u>					
Communication barriers	2	2	3	3	1
Lack of understanding of available services	1	-	1	1	-
Unaware who to approach	-	-	-	-	1
Language problems.....	1	-	-	-	-
<u>Systems barriers</u>					
Systems barriers (ns)	2	3	4	2	2
Complexity of legal process	1	-	1	1	-
<u>Economic barriers</u>					
Economic barriers	1	1	2	1	2
Cost/affordability	1	1	1	-	-
<u>Cultural barriers</u>					
Cultural barriers	4	-	1	1	1
Language difficulties	1	-	-	1	-
Service not culturally appropriate..	-	1	-	-	-
<u>Psychological barriers</u>					
Psychological barriers.....	1	1	1	1	1
Lack of self esteem/confidence	-	2	1	-	-
Lack of responsibility	1	1	-	1	-
Difficulty/reluctance to navigate official systems	-	1	-	-	-
<u>Physical barriers</u>					
Physical barriers	-	-	1	-	-
Other	-	-	-	-	1
Total mentions.....	15	9	14	11	8

Current Focus for Community Law Canterbury

Introduction This section of the report looks at Community Law Canterbury's priorities, in terms of types of legal service, communities to be served, and the extent to which their needs are currently met.

Perceptions of current service Overall perceptions of the current service provided by Community Law Canterbury are positive. Many of those working in a non-legal capacity within Christchurch are thankful for the existence of the Law Centre and perceive that without this service there would be nowhere else for them to turn.

The key strength of the service is perceived to be the people who staff the agency, including paid staff and volunteers. It is recognised that without the dedication of these people, the service can not exist. Staff are described as friendly and welcoming, helpful and approachable. This in turn reflects on the perceptions of the agency as a whole.

Praise is offered for various aspects of the current service, most particularly the Youth Advocacy Services, Employment Advisory Service and the service offering advice and support for voluntary organisations.

At a more strategic level, respondents praise the current system of engaging law students to work with the legal professionals on duty. Many feel this is of great benefit to the students professionally, and also helps to foster a level of social responsibility with the students that they will hopefully take on into their professional lives.

When asked to mention any weaknesses in the service many of the criticisms are concerned with more practical aspects of the service e.g. the cramped waiting room that lacks privacy, lack of interview rooms, and limited appointment times that do not always suit.

Some feel that the service quality can sometimes be variable, with some of the students perhaps lacking the skills to undercover the particular nature of a problem. Other respondents also feel that the of service lacks continuity which can sometimes mean a lower quality service than could otherwise be provided.

A key issue for many however is that Community Law Canterbury does not offer legal representation service.

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Current Focus for Community Law Canterbury, continued

How well CLC is currently meeting their legal needs

Respondents were asked how well they consider Community Law Canterbury is meeting the legal needs of the communities they identified as priorities.

As the table below indicates, there was a low level of response, indicating ignorance as to whether or not CLC is currently meeting needs well. Opinions are varied. Using some judgement in interpretation, it would appear that needs are perceived to be less well met for the following communities (views consistent to those expressed to other questions).:

- People with disabilities
- Migrants and refugees
- Mental health consumers
- Maori
- Pacific peoples

How well CLC meets each communities' needs

Base	With Disabl.	Migrants Refugees.	Older People	low incomes	Unemp-loyed	Mental health
Base: See them as priority	9	9	7	10	10	9
Very well met	1	1	1	1	2	1
Well met	-	-	-	3	4	-
Met to some extent	4	3	4	4	2	5
Not very well met	3	4	1	1	1	3
Not at all met	1	1	1	1	1	-

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: See them as priority	8	9	5	7	6	6
Very well met	1	1	1	1	1	1
Well met	-	-	1	1	1	2
Met to some extent	4	5	2	3	1	2
Not very well met	3	3	-	1	1	-
Not at all met	-	-	1	1	2	1

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Current Focus for Community Law Canterbury, continued

How well CLC meets each communities' needs (cont)

Base	Comm org	Rural omm.	Prisoners	Other ethnic	Small business	non Chch
Base: See them as priority	10	5	2	1	2	2
Very well met	1	1	1	1	1	1
Well met	3	-	-	-	-	-
Met to some extent	4	1	-	-	-	-
Not very well met	1	3	1	-	-	1
Not at all met	1	-	-	-	1	-

Perceived priority areas

When asked to identify what types of legal services they think should be Community Law Canterbury's main priority areas, four areas received a higher level of mention than others. These were:

- Legal advice
- Legal information
- Legal assistance
- Legal education.

These responses indicate that for many Community Law Canterbury is perceived primarily as an information and advisory service rather than a 'full-service' provider of legal services.

Others, however, do have less than accurate knowledge of what services are provided, with as many as 15 respondents thinking that legal representation services are available.

A full list of responses follows.

Base: 35	No.
Legal advice.....	28
Legal information	27
Legal assistance	24
Legal education	22
Legal representation	15
Law reform activities.....	13
Not answered	7

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Current Focus for Community Law Canterbury, continued

Most suitable agencies to support people with unmet need

Community Law Canterbury is typically identified as the most suitable agency to handle unmet legal need for each of the communities.

This demonstrates the strength of the position of Community Law Canterbury within the Community and the high regard with which it is judged.

	Migrants Refugees.	Unemp- loyed	Maori	Employed Women low income	
Base: (consider them a priority)	7	7	7	6	6
Community Law Canterbury	5	3	3	5	2
Police/legal/justice agencies	2	1	3	1	2
Ethnicity related agencies	1	-	1	-	1
Other voluntary agency	2	1	1	1	2
Women's group	-	-	-	-	1

	Pacific peoples	Young- people	Mental health	Disabled Commun people orgs	
Base: (consider them a priority)	5	5	5	5	4
Community Law Canterbury	3	3	5	3	2
Police /legal/justice agencies	3	1	1	1	1
Youth related	-	1	-	-	-
Ethnicity related.....	4	-	2	1	-
Other voluntary agency	1	1	1	1	1

Continued on next page

Current Focus for Community Law Canterbury, continued

Priority Communities for CLC

Respondents were asked to identify the communities they consider **should be** Community Law Canterbury's main priorities. One in three felt their experience was too limited to comment.

Three broad levels of priority response emerged:

- **Highest priority:** people with disabilities, migrants and refugees, older people, employed people on low incomes and unemployed people, mental health consumers, Maori and Pacific peoples
- **Second tier priority:** women, single parents, children, young people, and community groups
- **Third tier priority:** rural communities, prisoners, other ethnic groups, small businesses, residents of towns outside Christchurch.

This very much reflects the ranking of vulnerable communities with unmet legal needs, indicating that there is support for Community Law Canterbury to actively seek to provide services for Canterbury's most vulnerable communities.

The following table lists the number of mentions for each community group.

Base: 35	No.
People with disabilities	17
Migrants and refugees	17
Older people	17
Employed people on low incomes	17
Unemployed people who receive benefit	17
Mental health consumers.....	16
Maori.....	15
Pacific peoples	15
Women	14
Single parents	14
Children.....	13
Young people	12
Community organisations	12
Rural communities	9
Prisoners.....	7
Other ethnic groups	5
Small business.....	5
Residents of other Canterbury towns	4
Not answered.....	12
Total mentions	?

Future Focus for Community Law Canterbury

Introduction This section discusses respondents' views of appropriate focus for CLC going into the future.

Three highest priority legal services outcomes Respondents were asked to describe what they consider to be the three highest priority legal services outcomes they would like to see for their communities of interest.

Just under half did not answer the question, reflecting some respondents' lack of awareness of communities in need, other than those they are directly involved with.

There was a degree of consistency in responses.

- Type of legal service wanted. Respondents nominated each of the legal services areas, but tended to talk about the type of representation, in terms of being fair and reasonable,

“Give every group, community, individual access to understandable legal advice.”

“Legal assistance and law reform and legal representation. Legal assistance is the key. Working alongside disadvantaged people. One on one support. Written information handed out is often confusing and tedious. More resources are needed to stand alongside someone in support. More people to give time to clients.”

“Law reform from the community's point of views, as opposed to legal nitpicking between academia or legal posturing between political parties. In matters of law reform, CLC should be the acknowledged voice of the people.”

“Agree to be actively involved in law reform, commenting on proposed legal changes that affect them. Easy access to legal information when required, so people know what further action they can take and whether it is legal or not. Resource available to take test cases to challenge unclear or inappropriate laws/administration of the law.”

Continued on next page

Future Focus for Community Law Canterbury, continued

- Targeted communities: low income, youth, Pacific peoples and ethnic minorities, those with mental illnesses, and the elderly.

“Legal services for low income people, who do not qualify for legal aid. Legal representation for grievance procedures for young person detained in youth justice facilities.”

“Growth in knowledge about elder law, both by practitioners and members of the public. Greater awareness of the problem of elder abuse, particularly financial abuse. Continued growth in cooperation between the community law centre and agencies working with elder people.”

“Informing people with mental illness of the law and their rights. Providing support in understanding or accessing legal services. Support for community groups: e.g. assistance in setting up trusts.”

“Provide daytime appointments for clients.. for young parents in particular. Provide continuing legal education to agencies. To be able to provide legal representation.”

- Providing advice and support for community support groups

“Legal services to community service providers: e.g on their responsibilities and accountabilities. Continuation of legal support for Pacific people and ethnic minority groups. Developing a relationship with the Canterbury Youth workers collective, to service Canterbury youth.”

Continued on next page

Future Focus for Community Law Canterbury, continued

A full list of responses follows.

Three highest priority legal services outcomes

Base: 35	No.
<u>Legal service</u>	
Easy access to legal information/more provided over the phone	5
Community based input into law reform on relevant issues.....	4
Good legal representation.....	4
Legal advice.....	3
Legal education	2
User friendly information and education programmes.....	2
<u>Target group</u>	
Good legal help for those on low incomes	2
Good help for youth.....	2
Support for those with mental illness	1
Support for Pacific peoples and ethnic minorities.....	1
Help to support the elderly	1
Support for young parents in particular	1
<u>Advise community support groups</u>	
Provide services to community groups: e.g. re accountabilities, education, governance	5
Market their services to community groups	1
Not answered	16
Total mentions	48

Continued on next page

Future Focus for Community Law Canterbury, continued

Improving future performance

Respondents were asked how CLC could improve its performance in the future in terms of helping Canterbury communities with the highest level of unmet legal need. Many respondents were unable to answer this question.

Among those who did, the key themes were as follows:

- Communicate, advertise and promote its services, particularly with community and local agencies. There is a perceived need for CLC to increase awareness of the specific services it offers to the market.

“Advertise with local agencies: mailing those aware specifically about what you offer. Easy to access toll free help line pamphlets.”

“Widespread information dissemination to agencies who work with these people.”

- Work more effectively with specific target audiences. Pacific peoples, other ethnicities, mental health consumers and those with disabilities were mentioned specifically. One respondent suggested forming a collaboration or partnership with Maori Legal Services.

“Would like CLC to actually represent Pacific peoples. However, CLC has provided training on governance/financials, etc, to some board members (Pacific). I’d like this to continue as it has had positive outcomes already.”

“More proactive outreach, especially to Pacific peoples, people with disabilities and mental health consumers.”

- Display greater empathy to specific target groups, such as immigrants. One respondent suggested matching target audiences with internal staff.

“More empathetic toward people of different cultures and language backgrounds, and their lack of understanding of NZ legal systems and laws.”

“Maybe have different people for different populations. It is very good having one person to contact for the interests of young people.”

Continued on next page

Future Focus for Community Law Canterbury, continued

- Ensure skilled advice and information is available to those who need it, and provide training about the acts that impact on people with experience of mental illness, that goes beyond privacy and mental health issues.

A full list of suggestions follows.

Improving performance

Base: 35	No.
<u>Advertise/disseminate information</u>	
Advertise its services/promote/communicate market itself to specific groups.....	6
<u>More effective ways of working with specific groups</u>	
More effective representation of Pacific peoples	3
Greater empathy to those of difference cultures with limited knowledge of NZ legal system.....	2
Improve access to those with mental health issues.....	2
More proactive outreach to Pacific, mental health	1
Match audience and CLC staff	1
<u>Service focus</u>	
Ensure availability of skilled advice and information	1
Provide training about Acts that impact on people with experience of mental health issues	1
Collaboration/partnership with Maori Legal Services.....	1
Not answered	19
Don't know	1
Total mentions	38

Continued on next page

Future Focus for Community Law Canterbury, continued

Community groups CLC should be working with

When asked which community groups they thought Community Law Canterbury should be working with, respondents names a wide range of agencies, encompassing government agencies, and groups representing particular groups of consumers, including the elderly, those on benefits, etc.

Base: 35	No.
Department of Work and Income	5
Citizens Advice Bureau	3
Age Concern	3
Alzheimers Society	2
Rest homes/Princess Margaret Hospital	2
All government/local government	2
Justice/Corrections.....	2
CYF	2
Schools	2
Youth agencies/youth justice committees	2
Benefit Advisory Services	1
Action Worker	1
Plunket (for single parents)	1
Grey Power	1
Courts	1
Inland Revenue	1
Psychiatric consumers trust	1
Ethnic groups.....	1
Pacific service networks/Pacific Inter agency network....	1
Act as a link between agencies and departments.....	1
Not answered	19
Total	54

The following verbatims provide some examples of respondents' comments in answer to this question.

“The involvement of CLC with community groups and government agencies has spread an excellent reputation, and is certainly used by both our staff and clients.”

“All community groups, particularly those who are involved with the social needs of our community.”

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COMMUNITYLAW
CANTERBURY
Te Ture Whānui ō Waitaha

Future Focus for Community Law Canterbury, continued

“All social services people that are working with others who are in need in every walk of life would benefit from having information at hand, to pass on to clients in need.”

One has the impression that CLC is set up for ordinary citizens in trouble with the system, as represented by government agencies, local government, quangos and the like. Working for us ordinary blokes rather than liaising with the bureaucrats. After all, CLC is a volunteer offered service (Same as Greypower.”

Solutions for Consideration and Debate

Introduction This section discusses a number of ideas and solutions offered by respondents, about ways in which Community Law Canterbury could facilitate a more comprehensive service to the community, addressing in particular those areas of greatest unmet legal need.

Building awareness and knowledge of available services There is a degree of debate as to what extent Community Law Canterbury is known within the wider community. There are also indications that even when people are aware of the organisation they do not possess a full and accurate knowledge of what services are provided.

In addition to this the vast array of organisations and agencies that provide legal services is perceived to be confusing and intimidating, especially to those who may be already disadvantaged with regard to access to legal services.

To this end one of the key solutions presented is to consider how awareness and knowledge of the various services and resources available to the Canterbury public can be improved.

A number of solutions are offered for consideration and debate. Please note that it is not suggested that Community Law Canterbury consider undertaking all of these suggestions, in some instance the organisation may like to consider acting as a co-ordinator or facilitator.

One of the more practical suggestions made was that it may be advantageous to develop a **'Directory of Legal Services'** for Canterbury. Many of the professionals spoken to are unaware of the full range of organisations providing legal services or indeed what types of services they provide. It is suggested that this Directory contain a list of all service providers including a brief description of what types of service they provide (e.g. information, advice, assistance, advocacy, representation, law reform work) along with the areas of the community specialised in (i.e. women, youth, Maori etc). Such a Directory could be made available to the wider public but could also be specifically targeted for professionals and volunteers working with disadvantaged communities, e.g. City Mission, Women's Refuge etc. Many of these professionals and volunteers agree that if they had a more comprehensive knowledge of the legal services available to the community they would be better placed to help those who they work with, especially those with unmet legal needs.

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Solutions for consideration and debate, continued

One of the more common discussions held about addressing unmet legal needs is to help people identify situations where they have unmet legal needs. One idea was that Community Law Canterbury could consider developing a series of **Legal Check Sheets** or **Know Your Rights Information Sheets** for common scenarios where there is a potential for legal issues to arise. Common scenarios put forward included: Tenancy Issues; Purchasing a Car; other Consumer Issues; Neighbour Issues, Employment Contracts etc.

It may be that such information is already in the public domain but there is a call for a simplification and streamlining of current information in to an easy to access and read format. Again professionals and volunteers working with disadvantaged communities suggest that, as well as providing this type of service publicly, that they could also access the resources to use as tools with their clients, the suggestions was that these community agencies would have permission to copy the resources.

Another suggestion was that the **agencies and professionals providing legal services could consider how the might become more co-ordinated and streamlined**. It is envisaged that this could be facilitated through better communication and the development of closer working relationships between the key service delivery agencies. At some point in the future there may be an opportunity to develop a model of service delivery to present to the Canterbury Community, one that will help to maximise resources, and present a more coherent service portfolio to the public.

As part of this relationship building process, it has been suggested that professionals and volunteers currently working with individuals who have been identified as having unmet legal needs should be specifically targeted by Community Law Canterbury with a view to educating and informing them about the services provided at Community Law Canterbury (in relation to other legal service providers). This has been suggested as a priority, and it has been suggested that representatives from Community Law Canterbury could visit these agencies rather than expecting the agencies to come to CLC.

It was also perceived that Community Law Canterbury needs to **better promote its services**, perhaps targeting means and media that identified target markets have easy access to.

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Solutions for consideration and debate, continued

Creating easier access to services

Having improved awareness and knowledge, improving access to services is vital. The term ‘access’ is used here in the broadest sense, encompassing differing types of medium and means.

Again beginning with the more practical solutions proffered, one of the many suggestions is to **improve and increase the interview/ appointment system**, creating more timeslots and at more convenient times. One of the perceived disadvantages with the current system is that people often have to wait a number of days for an appointment and that often their need is more urgent than this system allows for.

Another practical solution is the development of a comprehensive **telephone helpline**, possibly including an 0800 number for those outside the local dialling area. This idea was suggested for consideration for a number of reasons. In the first instance it may help some of those disadvantaged by physical access issues (such as transport, childcare, distance), and in addition, it may also improve access to those who feel uncomfortable visiting the Law Centre, and may also help with those people who prefer to make enquiries anonymously. From a practical point a view the service may be able to operate out of normal operational hours, covering times when other services are not available. Indeed it may be that such a service could help to alleviate demand for face to face appointments.

Complimentary to this solution is the development of an **internet site**, which some respondents feel is inevitable. This is envisaged as an information service that functions on many levels providing information about the full range of legal service providers, outlining what service each provide, providing some basic legal information in question and answer format on everyday issues.

An internet site may help to alleviate some of the requirement for more immediate access to services and may also be a more appropriate mode of service delivery for some target groups, including younger people, and those in isolated communities.

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Solutions for consideration and debate, continued

Bridging the gap for communities in greatest need

Many of the ideas suggested may help to improve access for some individuals, however the success of these solutions relies on an individual's ability to recognise a need and act on it. The solutions therefore still fail to assist some of those groups who have been identified as having the greatest unmet legal need.

For many of the communities identified as having the greatest need, the barriers to service fall under the less tangible areas of communication, cultural and psychology. In some instances these barriers will be so severe that they will be insurmountable without considerable and intensive management.

Many of those professionals and volunteers who work closely with the most disadvantaged members of the community feel that the key to bridging the gap is to work through the agencies and individuals that these communities already have links with. It is not anticipated that Community Law Canterbury operating alone can deliver an effective service to new migrants and refugees, those with mental health issues or those individuals who are isolated from mainstream society (for whatever reasons).

The suggested solution is that Community Law Canterbury could make a decision to develop meaningful relationships (even strategic alliances) with a small number of identified agencies and community groups. The format of these relationships could vary, ideas suggested to date include:

- Developing partnerships with agencies, educating and familiarising staff with the portfolio of the legal service providers available to them, educating them on matters of law that may relate to their own client group, and more general everyday issues that may affect them.
- Developing an 'account manager' model whereby agencies representing a particular sector of the community always speak with the same person at Community Law Canterbury so that CLC becomes better familiarised with the work carried out by the agencies.
- Involving some of the regions lawyers who may wish to volunteer their time to become involved in some of the education initiatives. Community Law Canterbury could act as a co-ordinator/ facilitator in this respect.
- Becoming part of the multi-disciplinary teams that are trying to help the most vulnerable individuals.

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Solutions for consideration and debate, continued

The solutions put forward suggest that for the communities of greatest need a team approach is perhaps the best model with Community Law Canterbury either facilitating or becoming part of the legal solution required to assist these individuals.

To further develop this out-reach philosophy to service delivery, other suggestions involve taking the standard service model into places within the community where those in greatest need are. This could be as simple as providing a once a month 'duty solicitor' type scenario, at various focal points, community centres, or agencies. This would provide an opportunity for individuals to obtain services in an environment they feel comfortable in, with the implicit endorsement of people they feel comfortable dealing with, and without the physical barriers that may otherwise prevent them from accessing services.

The types of locations that are suggested by respondents included the City Mission, Women Centre, 198 Youth, and local community organisations and agencies. It is suggested that Community Law look at what, if any, legal services are currently offered in these types of locations and look at what could be done to compliment or enhance this service.

This could also be a practical idea for servicing rural communities. However, it has been suggested that those in rural communities may be reluctant to access these types of services locally given the close knit nature of rural communities. There is a perception that rural people may prefer access city services in order to preserve their privacy on what can be personal matters.

Improving access to legal representation services

This is one of the most important issues that Community Law Canterbury needs to consider. One of the greatest areas of identifiable unmet need is that of poor access to legal representation services for those on low incomes who do not qualify for legal aid. As we have seen, many professionals are concerned about the growing number of individuals who represent themselves in court.

Those respondents who were aware of this growing need highlighted that consideration needs to be given as to how Community Law Canterbury can approach this problem. One of the possible solutions is that Community Law Canterbury consider offering a legal representation service, much like Maori Legal Services currently do.

Continued on next page

Solutions for consideration and debate, continued

Another suggestion is that Community Law Canterbury should look towards alternative or additional solutions such as the established of a Public Defenders Office for Canterbury. Whilst it is recognised that Community Law Canterbury cannot effect this type of fundamental change to the current legal system, it is envisaged that they can take a active role in the debate for such an enterprise.

Additional suggestions for consideration

A number of other suggestions were made as to how services could be improved in the future.

The provision of a 24 hour Trauma Support Service was put forward as being a way in which people could gain access to legal advice in emergency situations. It was envisaged that this could take the form of a telephone information service.

Appendix I: Types of Legal Service – How Well Met

Legal information : how well met

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: answered question	10	8	12	11	12	9
Very well met	1	1	-	1	2	2
Well met	1	1	3	3	4	1
Met to some extent	2	1	5	1	2	2
Not very well met	5	5	4	6	3	4
Not at all met	1	-	-	-	1	-

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: answered question	10	10	10	10	9	9
Very well met	2	1	1	2	1	2
Well met	3	3	2	2	1	1
Met to some extent	2	3	6	2	3	3
Not very well met	2	2	1	3	3	3
Not at all met	1	1	-	1	1	-

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: answered question	13	7	8	6	6	4
Very well met	-	1	-	2	-	1
Well met	6	2	2	1	3	1
Met to some extent	6	1	3	1	2	1
Not very well met	1	3	3	1	1	1
Not at all met	-	-	-	1	-	-

Continued on next page



Appendix I: Types of Legal Service – How Well Met, continued

Legal advice: how well met

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: answered question	9	8	13	13	15	9
Very well met	1	1	-	1	1	2
Well met	2	2	4	3	6	3
Met to some extent	2	1	6	6	4	2
Not very well met	4	4	3	3	4	1
Not at all met	-	-	-	-	-	1

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: answered question	12	13	13	13	12	13
Very well met	1	3	1	1	1	1
Well met	5	3	6	5	3	5
Met to some extent	2	3	6	3	4	4
Not very well met	4	3	-	4	4	3
Not at all met	-	1	-	-	-	-

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: answered question	12	7	7	4	5	4
Very well met	1	2	1	2	1	1
Well met	6	2	3	-	3	2
Met to some extent	4	1	2	-	1	-
Not very well met	1	2	1	1	-	1
Not at all met	-	-	-	1	-	-

Continued on next page



Appendix I: Types of Legal Service – How Well Met, continued

Legal assistance: how well met

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: answered question	9	7	11	11	12	9
Very well met	1	1	-	1	2	2
Well met	1	1	4	3	5	2
Met to some extent	2	1	5	5	3	2
Not very well met	5	4	1	1	2	2
Not at all met	-	-	1	1	-	1

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: answered question	9	11	12	12	11	12
Very well met	2	3	2	1	1	1
Well met	2	2	7	4	5	4
Met to some extent	3	3	3	5	3	6
Not very well met	2	2	-	2	2	1
Not at all met	-	1	-	-	-	-

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: answered question	12	7	8	4	6	4
Very well met	1	2	1	2	1	1
Well met	3	3	2	-	2	2
Met to some extent	5	1	3	1	2	-
Not very well met	1	1	2	1	1	1
Not at all met	2	-	-	-	-	-

Continued on next page



Appendix I: Types of Legal Service – How Well Met, continued

Legal representation: how well met

Base	With Disabl.	Migrants Refugees	Older people	Low incomes	Unemp-loyed	Mental health
Base: answered question	6	5	12	11	12	4
Very well met	1	1	-	1	1	1
Well met	-	-	6	2	5	-
Met to some extent	-	-	4	4	2	1
Not very well met	5	3	2	4	4	2
Not at all met	-	1	-	-	-	-

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: answered question	9	11	13	12	11	12
Very well met	1	1	2	1	-	-
Well met	2	2	5	3	5	6
Met to some extent	1	2	5	5	4	4
Not very well met	5	5	1	3	2	2
Not at all met	-	1	-	-	-	-

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: answered question	9	6	3	3	4	3
Very well met	1	1	1	1	1	1
Well met	3	2	1	-	2	1
Met to some extent	2	1	-	1	1	-
Not very well met	1	1	1	1	-	1
Not at all met	2	-	-	-	-	-

Continued on next page



Appendix I: Types of Legal Service – How Well Met, continued

Legal education: how well met

Base	With Disabl.	Migrants Refugees	Older people	Low incomes	Unemp-loyed	Mental health
Base: answered question	6	5	10	8	9	6
Very well met	1	1	-	1	2	2
Well met	-	-	2	1	2	1
Met to some extent	-	-	3	1	2	1
Not very well met	4	3	5	4	2	1
Not at all met	1	1	-	1	1	1

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: answered question	6	7	9	8	8	9
Very well met	1	1	1	1	1	1
Well met	1	1	3	2	-	2
Met to some extent	1	2	2	2	3	4
Not very well met	2	2	3	2	3	2
Not at all met	1	1	-	1	1	-

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: answered question	9	6	3	4	4	3
Very well met	2	2	1	2	1	1
Well met	3	2	1	-	2	1
Met to some extent	4	1	-	-	1	-
Not very well met	-	1	1	1	-	1
Not at all met	-	-	-	1	-	-

Appendix II: Perceived Level and Areas of Legal Need

Family: level of legal need

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: Answered question	8	9	11	11	13	11
High need.....	-	1	3	3	4	2
Reasonable need	5	5	3	3	4	6
Some need.....	1	1	2	5	5	1
Limited need.....	1	1	3	-	-	1
Very low need.....	1	1	-	-	-	1

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: See them as priority	11	13	13	13	9	11
High need.....	4	5	6	5	3	2
Reasonable need	3	3	5	4	4	5
Some need.....	13	4	2	3	1	3
Limited need.....	1	1	-	1	-	1
Very low need.....	-	-	-	-	2	-

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: See them as priority	8	6	8	3	3	5
High need.....	-	-	4	-	-	3
Reasonable need	1	3	3	-	-	-
Some need.....	5	2	-	3	-	1
Limited need.....	-	-	-	-	-	1
Very low need.....	2	1	1	-	3	-

Continued on next page



Appendix II: Perceived Level and Areas of Legal Need, continued

Civil: level of legal need

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: Answered question	6	6	9	7	8	6
High need.....	-	-	-	1	1	-
Reasonable need	4	4	3	2	3	2
Some need.....	1	1	2	3	2	3
Limited need.....	1	1	2	1	2	1
Very low need.....	-	-	2	-	-	-

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: See them as priority	7	9	8	7	6	8
High need.....	2	2	1	-	1	1
Reasonable need	2	3	2	2	-	-
Some need.....	2	2	2	2	3	4
Limited need.....	1	2	2	2	-	3
Very low need.....	-	-	1	1	3	-

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: See them as priority	7	3	6	1	3	3
High need.....	-	-	1	-	-	-
Reasonable need	3	-	1	-	-	-
Some need.....	1	1	2	1	1	1
Limited need.....	3	2	1	-	2	2
Very low need.....	-	-	1	-	-	-

Continued on next page



Appendix II: Perceived Level and Areas of Legal Need, continued

Traffic: level of legal need

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: Answered question	6	6	11	9	10	7
High need.....	-	-	-	1	2	-
Reasonable need	2	2	2	4	4	3
Some need.....	-	2	4	2	1	2
Limited need	3	2	3	2	3	2
Very low need.....	1	-	2	-	-	-

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: See them as priority	9	11	11	8	7	2
High need.....	3	4	1	-	1	4
Reasonable need	2	2	3	3	1	2
Some need.....	11	2	2	1	-	2
Limited need	3	3	-	3	2	-
Very low need.....	-	-	4	1	3	-

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: See them as priority	6	3	7	1	2	3
High need.....	-	-	1	-	-	-
Reasonable need	2	-	2	-	-	-
Some need.....	-	1	2	-	-	-
Limited need	1	1	2	1	1	2
Very low need.....	3	1	-	-	1	1

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Appendix II: Perceived Level and Areas of Legal Need, continued

Employment: level of legal need

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: Answered question	7	8	11	10	9	8
High need.....	1	2	1	4	3	2
Reasonable need	5	4	-	4	2	5
Some need.....	-	2	1	2	2	-
Limited need.....	1	-	5	-	-	-
Very low need.....	-	-	4	-	2	1

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: See them as priority	7	9	10	8	5	10
High need.....	3	3	1	1	-	2
Reasonable need	2	3	5	4	1	3
Some need.....	2	3	2	3	-	3
Limited need.....	-	-	2	-	1	1
Very low need.....	-	-	-	-	3	1

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: See them as priority	7	5	8	1	3	3
High need.....	1	-	3	-	-	-
Reasonable need	4	3	3	1	-	1
Some need.....	1	-	-	-	2	-
Limited need.....	1	1	1	-	1	2
Very low need.....	-	1	1	-	-	-

Continued on next page



Appendix II: Perceived Level and Areas of Legal Need, continued

Property: level of legal need

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: Answered question	6	7	10	9	11	6
High need.....	-	1	3	2	3	2
Reasonable need	4	3	2	3	5	2
Some need.....	1	1	5	2	-	-
Limited need	1	2	-	1	1	1
Very low need.....	-	-	-	1	2	1

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: See them as priority	8	10	12	10	5	8
High need.....	3	4	4	4	-	1
Reasonable need	3	3	6	4	1	-
Some need.....	1	2	2	-	-	4
Limited need	1	1	-	2	1	2
Very low need.....	-	-	-	-	3	1

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: See them as priority	6	5	7	2	3	3
High need.....	-	-	1	1	-	-
Reasonable need	3	3	3	1	-	1
Some need.....	1	1	1	-	2	-
Limited need	1	-	1	-	1	2
Very low need.....	1	1	1	-	-	-

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Appendix II: Perceived Level and Areas of Legal Need, continued

Criminal: level of legal need

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: Answered question	7	7	10	9	10	8
High need.....	-	-	-	1	1	-
Reasonable need	2	1	2	3	3	4
Some need.....	1	4	2	3	5	3
Limited need	2	2	3	1	1	1
Very low need.....	2	-	3	1	-	-

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: See them as priority	9	10	9	9	7	9
High need.....	2	3	1	1	-	1
Reasonable need	2	1	4	3	2	4
Some need.....	3	3	1	1	1	3
Limited need	1	2	3	3	1	-
Very low need.....	1	1	-	1	3	2

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: See them as priority	6	3	7	1	2	3
High need.....	-	-	6	-	-	-
Reasonable need	1	-	-	-	-	-
Some need.....	1	-	1	1	-	-
Limited need	2	2	-	-	1	2
Very low need.....	2	1	-	-	1	1

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Appendix II: Perceived Level and Areas of Legal Need, continued

Tenancy: level of legal need

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: Answered question	6	7	11	9	11	-7
High need.....	-	3	1	2	5	3
Reasonable need	5	4	5	6	4	3
Some need.....	1	-	1	1	2	1
Limited need	-	-	1	-	-	-
Very low need.....	-	-	3	-	-	-

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: See them as priority	10	12	14	11	7	11
High need.....	3	4	3	3	-	2
Reasonable need	5	5	7	5	2	1
Some need.....	2	3	4	3	-	4
Limited need	-	-	-	-	-	3
Very low need.....	-	-	-	-	5	1

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: See them as priority	7	5	7	1	2	3
High need.....	-	-	2	-	-	-
Reasonable need	2	1	2	1	-	-
Some need.....	3	1	2	-	2	-
Limited need	2	1	-	-	-	2
Very low need.....	-	2	1	-	-	1

Continued on next page



Appendix II: Perceived Level and Areas of Legal Need, continued

Resource Management: level of legal need

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: Answered question	6	6	9	7	7	6
High need.....	-	1	-	1	1	1
Reasonable need	3	3	3	2	1	1
Some need.....	-	-	1	1	1	1
Limited need	1	-	1	2	1	1
Very low need.....	2	2	4	1	3	2

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: See them as priority	7	8	8	6	6	7
High need.....	2	2	-	1	-	-
Reasonable need	2	2	3	1	1	-
Some need.....	1	2	1	1	-	2
Limited need	1	1	1	1	-	1
Very low need.....	1	1	3	2	5	4

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: See them as priority	6	2	5	2	2	2
High need.....	-	-	1	1	-	-
Reasonable need	3	-	-	1	1	-
Some need.....	2	1	-	-	1	-
Limited need	1	-	1	-	-	1
Very low need.....	-	1	3	-	-	1

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Appendix II: Perceived Level and Areas of Legal Need, continued

ACC Benefits: Level of legal need

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: Answered question	8	7	9	8	9	8
High need.....	1	1	2	1	2	1
Reasonable need	4	3	6	5	4	4
Some need.....	-	2	-	1	3	2
Limited need.....	1	1	-	1	-	1
Very low need.....	-	-	1	-	-	-

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: See them as priority	9	9	10	9	6	9
.....						
High need.....	3	3	2	2	-	2
Reasonable need	4	4	6	5	2	1
Some need.....	1	1	-	1	-	1
Limited need	1	2	2	1	1	3
Very low need.....	-	-	-	-	3	2

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: See them as priority	7	4	5	2	21	3
High need.....	-	-	-	1	-	-
Reasonable need	3	-	1	-	-	-
Some need.....	-	3	2	1	-	1
Limited need	3	-	1	-	1	1
Very low need.....	11	1	1	-	1	1

Continued on next page



Appendix II: Perceived Level and Areas of Legal Need, continued

Wills/trusts: level of legal need

Base	With Disabl.	Migrants Refugees.	Older people	Low incomes	Unemp-loyed	Mental health
Base: Answered question	6	6	11	8	10	5
High need.....	-	-	6	-	-	-
Reasonable need	2	2	3	3	2	1
Some need.....	1	3	1	1	3	-
Limited need	2	-	-	2	1	3
Very low need.....	1	1	1	2	4	1

Base	Maori	Pacific peoples	Women	Single parents	Child-ren	Young people
Base: See them as priority	8	9	9	9	6	9
High need.....	4	5	1	2	-	-
Reasonable need	-	-	3	1	1	-
Some need.....	1	1	4	2	-	2
Limited need	2	2	-	3	-	3
Very low need.....	1	1	1	1	5	4

Base	Comm org	Rural comm	Prisoners	Other ethnic	Small business	non Chch
Base: See them as priority	7	3	4	1	2	3
High need.....	1	1	-	-	-	-
Reasonable need	2	-	-	-	-	-
Some need.....	-	-	-	1	-	-
Limited need	2	2	1	-	-	3
Very low need.....	2	-	3	-	2	-