

COMPARATIVE PERSPECTIVES ON UNMET LEGAL NEED

Edited by
ASHER FLYNN AND JACQUELINE HODGSON

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Access to Justice and Legal Aid

Comparative Perspectives on Unmet Legal Need

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This collection is drawn from the international collaboration that has been developed between Monash University and the University of Warwick (funded by the Monash Warwick Alliance). The idea for the collection arose from the *Access to Justice: A Comparative Analysis of Cuts to Legal Aid in England, Wales and Victoria Project*, in which two conferences were hosted—the first at the University of Warwick in March 2014 and the second at Monash University in July 2014—with participants from law centres, third-sector organisations, the legal profession, judges and academics. We would like to thank our two institutions for their support in developing this collaboration, and, in particular, we would like to thank our co-investigators on the aforementioned project—Natalie Byrom, Arie Freiberg, James Harrison, Jude McCulloch and Bronwyn Naylor. It was a pleasure working with this team of inspiring colleagues, and having the opportunity to do so while visiting our respective institutions in England and Australia.

The collection brings together expertise from across Australia and the United Kingdom to reflect critically on access to justice and legal aid. Working with these scholars, practitioners and advocates, whose research and practice reveal the limits and possibilities of justice, has been a highly rewarding experience. We would like to thank each of our contributing authors for their diligence and patience, for responding so graciously and positively to critical feedback on earlier drafts, and for the tremendous contributions that their work makes, both within and beyond this book, to advance access to justice for some of the most vulnerable members of society.

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Asher Flynn and Jacqueline Hodgson May 2016

EDITORS

Dr Asher Flynn is a Senior Lecturer in Criminology at Monash University. Her research applies a critical, socio-legal framework to understand, critique and transform legal policy and practice. Informed by national and international context, her research focuses on how access to justice is negotiated; and the gendered, class-based application and practice of law. Asher has published widely in the areas of sexual violence, access to justice, plea negotiations and prosecutorial discretion, and has contributed to policy-specific research and legal change in early resolution procedures, as well as influencing reforms in homicide and rape laws. Her latest book (with Dr Anastasia Powell and Dr Nicola Henry) Rape Justice: Beyond the Criminal Law (Palgrave Macmillan, 2015) examines the potentials and limitations of the law and its processes for responding to experiences of sexual violence.

Asher has been awarded a number of prestigious research fellowships in recognition of her work, which have allowed her to spend time in several Law and Criminology departments in Australia and England. This includes a Monash University Emerging Researcher Fellowship and a three-year Research Fellowship in Law at the Criminal Justice Centre at the University of Warwick. She has received several prizes including the Australian and New Zealand Society of Criminology New Scholar Prize (2013) and the Monash University Excellence in Research by Early Career Researchers Award (2014). She is also an elected member of the executive committee of the Australian and New Zealand Society of Criminology. Asher is currently Chief Investigator on two Criminology Research Council-funded projects—Negotiated Guilty Pleas: An Empirical Analysis (CRG 51/14-16), with Emeritus Professor Arie Freiberg (Monash University), and Responding to Revenge Pornography: The Scope, Nature and Impact of Australian Criminal Laws (CRG 08/16-17), with Dr Nicola Henry (La Trobe University) and Dr Anastasia Powell (RMIT University).

Professor Jacqueline Hodgson holds an LLB and PhD and has researched and written in the areas of UK, French, comparative and European criminal justice. Adopting a contextual and socio-legal approach, much of her work draws upon her own empirical projects funded by the ESRC, Nuffield Foundation, British Academy, Leverhume Trust, AHRC, the European Commission and the Home Office. She has written extensively on the role of the defence, the prosecution, the trial and sentencing, as well as on miscarriages of justice and terrorism. Key monographs include *Custodial Legal Advice and the Right to Silence* (1993), *Stand-*

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ing Accused (1994), Criminal Injustice (2000), French Criminal Justice (2005), Suspects in Europe (2007) and Inside Police Custody (2014). She has recently completed a major comparative empirical project on safeguards for juveniles during police interrogation, Interrogating Young Suspects (2016). She has also researched the work of the Criminal Cases Review Commission (the body that investigates miscarriages of justice) and Prisoners' Penfriends. She has contributed to policy reform through her research for the Royal Commission on Criminal Justice, her evidence to Parliamentary Select Committees (on Europe and on Justice) and a range of EU legislation Impact Assessments. Her expertise has also been sought in the Special Immigration Appeals Commission, a number of European Arrest Warrant cases and the Canadian extradition case of Diab. She held a British Academy/ Leverhulme Senior Research Fellowship for 2009–10 and was awarded the Social Science Faculty Impact Prize in 2013. In 2013 she was elected to the Council of JUSTICE, and in 2014 she was elected a Fellow of the Academy of Social Sciences.

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Dr Ana Aliverti is Associate Professor at Warwick Law School, University of Warwick. She holds a DPhil in Law (University of Oxford, 2011), an MSc (Distinction) in Criminology and Criminal Justice (University of Oxford, 2008), an MA in Sociology of Law (Oñati International Institute for the Sociology of Law, 2005) and a BA (Hons) in Law (University of Buenos Aires, 2002). Before joining Warwick, she was the Oxford Howard League Post-doctoral Research Fellow (2012–13) at the Centre for Criminology, University of Oxford. Her work examines the intersections of immigration and criminal law regulation in Britain; in particular, the functioning of criminal law in the policing of non-citizens. Her research has focused on the criminal courts. Her book *Crimes of Mobility*, an empirical and theoretical examination of immigration crimes, was co-awarded the 2014 British Society of Criminology Book Prize.

Professor Anne Barlow is Professor of Family Law and Policy and Associate Dean for Research for Social Sciences at the University of Exeter. Having previously practised as a solicitor in London, her academic research takes a socio-legal approach and has had a particular focus on the regulation and financial consequences of adult relationships, such as cohabitation and marriage. She has published widely in the field of family law and led the three-year Mapping Paths to Family Justice project on out-of-court family dispute resolution, funded by the Economic and Social Research Council. Anne was appointed a Fellow of the Academy of Social Sciences in 2013 and was a member of the Government Task Force on Family Mediation in 2014. She was also the academic member of the Family Justice Council until 2015 and her work aims to link academic research with the needs of policy and practice.

Liana Buchanan was appointed Commissioner for Children and Young People in April 2016 and is a part-time Commissioner of the Victorian Law Reform Commission. Prior to her appointment, Liana was the Executive Officer of the Federation of Community Legal Centres, the 'peak' body for Victoria's 50 community legal centres. Liana has previously worked in a range of legal and policy roles, including at the Women's Legal Service (South Australia) and the Equal Opportunity Commission. She was also responsible for monitoring and reviewing Victoria's corrections system as Director, Office of Correctional Services Review, from 2009 to 2013.

Natalie Byrom is Director of Research and Learning at the Legal Education Foundation, a grant-making trust that exists to promote legal education in order to improve people's understanding of the law and their ability to use it to secure fair

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treatment. Natalie is currently completing a PhD, examining the impact of cuts to legal aid in England and Wales on the ability of vulnerable individuals to access justice, focusing on Law Centres. This research is funded by the Economic and Social Research Council and supervised at the University of Warwick. In 2014, Natalie was awarded the early career research impact award for her work with civil society organisations around the cuts to legal aid. Her work has received coverage in the national and trade press.

Professor Ed Cape is Professor of Criminal Law and Practice at the University of the West of England, Bristol. A former criminal defence solicitor, he has a special interest in criminal justice, criminal procedure, police powers, defence lawyers and access to justice. He is the author of the leading practitioner text Defending Suspects at Police Stations (Legal Action Group, 7th edn, forthcoming), and is a contributing author of Blackstone's Criminal Practice (Oxford University Press, published annually). Ed has conducted empirical research in England and overseas, including Evaluation of the Public Defender Service in England and Wales (2007), Suspects in Europe: Procedural Rights at the Investigative Stage of the Criminal Process in the European Union (2007), Effective Criminal Defence in Europe (2010), Effective Criminal Defence in Eastern Europe (2012), Inside Police Custody: An Empirical Account of Suspects' Rights in Four Jurisdictions (2014) and Effective Criminal Defence in Latin America (2015). He co-authored with Richard Edwards, 'Police Bail without Charge: The Human Rights Implications' (2013), which appeared in the Cambridge Law Journal, and he has recently published a major pamphlet, What if Police Bail Was Abolished?, which was commissioned and published by the Howard League for Penal Reform. He was commissioned by the United Nations Office on Drugs and Crime to write a handbook on implementing the UN Principles and Guidelines on Access to Legal Aid in Criminal Justice Systems, entitled Early Access to Legal Aid in Criminal Justice Processes: A Handbook for Policymakers and Practitioners (2014). He has recently completed, with Tom Smith, an empirical study of pre-trial detention decision-making, which was published as The Practice of Pre-trial Detention in England and Wales (2016).

Dr Jan Ewing is a Research Fellow at the University of Exeter on the Creating Paths to Family Justice research project, working with a number of agencies to draw on research findings to develop online and offline family mediation services. She was a Research Associate on the preceding Mapping Paths to Family Justice project, and prior to that, worked as a family law solicitor in private practice for 20 years. She is also a Family Law Lecturer on the Legal Practice Course at BPP University. For her PhD at the University of Cambridge, she interviewed 52 couples three times over the first four years of marriage to examine what drives thriving marriages and what leads to the erosion of marital satisfaction in the first few years after marriage. Her research interests are in family law and policy, particularly in strengthening couple relationships.

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Professor Jeff Giddings has extensive practice experience as a solicitor and mediator in Victoria and Queensland. He teaches and researches in areas related to legal education, dispute resolution, access to justice and legal ethics. He has written extensively on legal aid and clinical legal education and established the Griffith Law School clinical programme in 1995. In 2010 he completed his PhD on the sustainability of clinical legal education programmes. His thesis was subsequently published as a book, *Promoting Justice through Clinical Legal Education*. Jeff received a National Teaching Fellowship from the Australian Office for Learning and Teaching in 2013 for the Effective Law Student Supervision Project. He also received the Australian Award for University Teaching in Law and Legal Studies in 1999, along with multiple awards from Griffith University (Queensland). For the period 2013–15, he served as an International Scholar for the Academic Fellows Program of the Open Society Foundation, working extensively with the American University of Central Asia in Bishkek, Kyrgyzstan.

Professor Rosemary Hunter is Professor of Law and Socio-Legal Studies at Queen Mary, University of London, where she teaches family law, jurisprudence and research methods. Her research includes feminist socio-legal work on family court processes and out-of-court dispute resolution, access to justice and domestic violence. She has recently completed the Mapping Paths to Family Justice project, an Economic and Social Research Council-funded project with colleagues at the University of Exeter, which examined public awareness, experiences and outcomes of different forms of family dispute resolution; and she has also been involved in studies of mediation and litigants-in-person in private family law cases commissioned by the Ministry of Justice.

Dr Samuel Kirwan is a Research Associate working on the New Sites of Legal Consciousness project. His research examines the process of money advice and the moral language of debt and credit that surrounds it. Samuel has a longstanding interest in the concept of the commons and has recently co-edited a book on the subject entitled *Space*, *Power and Commons: The Struggle for Alternative Futures*.

Ryan Kornhauser is a Research Associate at Victoria University and a government lawyer. Previously, he practised as a solicitor at a commercial law firm and at a community legal centre. Ryan's research interests include criminal law policy and, in particular, sentencing and attitudes towards punishment. He has published articles in the Australian and New Zealand Journal of Criminology, Punishment & Society and Crime, Law & Social Change, and holds degrees in law and criminology.

Professor Kathy Laster is the Director of the Sir Zelman Cowen Centre, and Professor in the College of Law and Justice at Victoria University in Melbourne. The Sir Zelman Cowen Centre is the home of the Courts and Tribunals Academy and also conducts 'community governance' training for leaders exercising decision-making responsibility, as well as community outreach and engagement activities

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Carolyn McKay is a Lecturer at the University of Sydney. She recently completed her doctoral thesis in Criminology, Audio Visual Links from Prison: Prisoners' Experiences of Video Technologies for Accessing Justice, at Sydney Law School. Her thesis draws on fieldwork undertaken in two prisons and has been funded by the John O'Brien Memorial Research Scholarship in Criminal Law and Criminology, and the Cooke, Cooke, Coghlan, Godfrey and Littlejohn Top-Up Scholarship. Carolyn has completed a BCom/LLB at the University of New South Wales as well as a Master of Studio Art and a Master of Visual Arts at Sydney College of the Arts (University of Sydney). In 2014 she was a Visiting Scholar at the Oñati International Institute for the Sociology of Law, Basque Country.

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Dr Janet Smithson is a researcher in social psychology. She has worked on a variety of United Kingdom- and European-funded research projects, using both qualitative and quantitative research methods. Current research projects include the use of online forums and interventions for health and mental health support, and interactions in therapy and mediation sessions. Other research interests include gender and discourse, life course transitions, qualitative methodologies, and internet-mediated discourse and communication.

Her Honour Pauline Spencer was appointed a Judicial Officer to the Magistrates' Court of Victoria in 2006. Pauline currently sits at the Dandenong Magistrates' Court. This is a busy mainstream court in the south-east outer suburbs of Melbourne (Victoria), which deals with criminal, family violence and civil cases. Prior to her appointment, Pauline worked in the community legal sector including as a lawyer with Fitzroy Legal Service and as Executive Officer of the Federation of

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LIST OF ABBREVIATIONS

ABS Australian Bureau of Statistics

ACOSS Australian Council for Social Services

ACT Australian Capital Territory

ADR Alternative Dispute Resolution

AJAC Access to Justice Advisory Committee

ALAO Australian Legal Aid Office

ALSWA Aboriginal Legal Service of Western Australia

ATO Australian Taxation Office

ATSILS Aboriginal and Torres Strait Islander Legal Services

AVL Audiovisual link

BAME Black, Asian and minority ethnic

BVT Best Value Tendering

CAB Citizens Advice Bureau

CABx Citizens Advice Bureaux

CBA Criminal Bar Association

CERD Convention on the Elimination of All Forms of Racial Discrimination

CLC Community legal centre

CLSA Criminal Law Solicitors Association

CNS Custody Notification Service

CPR Collaborative Planning Resource

CPS Crown Prosecution Service

CRPD Convention on the Rights of Persons with Disabilities

CSA Child Support Agency

DIY Do-it-yourself

DLA Disability Living Allowance

List of Abbreviations

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DoJ Department of Justice

DWP Department for Work and Pensions

ECHR European Convention on Human Rights

ECtHR European Court of Human Rights

ESA Employment and Support Allowance

EU European Union

GMMAP Greater Merseyside Money Advice Project

GP General practitioner

ICCPR International Covenant on Civil and Political Rights

ICESCR International Covenant on Economic, Social and Cultural Rights

IFVPLS Indigenous Family Violence Prevention and Legal Services

ILNP Indigenous Legal Needs Project

JD Jurisdictional Data

JSA Jobseeker's Allowance

LA Local authority

LAA Legal Aid Agency

LAB Legal Aid Board

LAC Legal Aid Commission

LACV Legal Aid Commission of Victoria

LANSW Legal Aid New South Wales

LASPO Legal Aid, Sentencing and Punishment of Offenders Act 2012

LAQ Legal Aid Queensland

LCCSA London Criminal Courts Solicitors Association

LSB Legal Service Bureaux

LSC Legal Services Commission

LSOA Lower layer super output area

MCA Magistrates' Courts Act 1980

MIAM Mediation Information and Assessment Meeting

MNCC Mid North Coast Correction Centre

MoJ Ministry of Justice

NAO National Audit Office

NGOs Non-Governmental Organisations

NHS National Health Service

NLAAC National Legal Aid Advisory Committee

NPA National Partnership Agreement on Legal Assistance Services

NSW New South Wales

NSWALS New South Wales Aboriginal Legal Service

NT Northern Territory

PCT Price-Competitive Tendering

PDS Public Defender Service

PIP Personal Independence Payment

PLP Public Law Project

PSO Protective Service Officer

PSOs Public Solicitors Offices

PTSD Post-Traumatic Stress Disorder

QC Queen's Counsel

QLD Queensland

SP Service Planning

TJ Therapeutic jurisprudence

UC Universal Credit

UDHR Universal Declaration of Human Rights

UK United Kingdom

UN United Nations

US United States

VHCC Very high cost cases

VLA Victoria Legal Aid

WA Western Australia

WLSV Women's Legal Service Victoria

WRA Welfare Reform Act 2012

TABLES AND FIGURES

Table 1: Top five legal information service matters

Figure 1: Nexus between unmet legal need and social/economic problems Figure 2: Poor outcomes for women unable to access the justice system