Table of contents

1. Executive Summary .................................................................................................................. 2
2. Introduction .............................................................................................................................. 9
   2.1 Background and objectives of the review ........................................................................... 9
   2.2 Role of Community Legal Centres in legal assistance services ....................................... 10
   2.3 Other legal assistance services ......................................................................................... 10
   2.4 National Partnership Agreement on Legal Assistance Services ...................................... 11
      2.4.1 Funding contribution ................................................................................................. 11
3. Summary of Analysis ............................................................................................................... 13
   3.1 Strengths of the CLC’s and the current service system ..................................................... 13
   3.2 Case for change ................................................................................................................ 14
      3.2.1 Key Findings - Client related issues .......................................................................... 15
      3.2.2 Key Findings - Service related issues ....................................................................... 18
      3.2.3 Key Findings - Sector related issues ......................................................................... 23
4. Proposed Future State Community Legal Service Model ....................................................... 25
   4.1 Introduction ....................................................................................................................... 25
   4.2 Principles for service delivery ......................................................................................... 25
   4.3 High level benefits of a new Community Legal Service Model .................................... 26
   4.4 Community Legal Service - Proposed Future State Model .......................................... 27
   4.5 Key features of the proposed model ............................................................................... 28
      4.5.1 Demand management ............................................................................................. 28
      4.5.2 Service system stewardship .................................................................................... 28
      4.5.3 Client driven service access not centre-based ......................................................... 28
      4.5.4 Support for the provision of community legal services ........................................ 28
   4.6 Overview of required changes ....................................................................................... 30
5. Implementation planning ......................................................................................................... 32
   5.1 Implementation approach ............................................................................................... 32
   5.2 Implementation roadmap ............................................................................................... 32
   5.3 High level risks ............................................................................................................. 37
   5.4 Implementation capability requirements ....................................................................... 38
6. Appendices ............................................................................................................................... 39
   Appendix 1: Methodology Overview .................................................................................... 40
   Appendix 2: Overview of key reports informing the review ................................................ 43
   Appendix 3: Current State Assessment ............................................................................... 49
   Appendix 4: Demand model ............................................................................................... 50
   Appendix 5: Research and Literature Review ..................................................................... 51
   Appendix 6: Improvement initiatives ................................................................................ 52
   Appendix 7: Draft Service Specification Overview ............................................................. 84
   Appendix 8: Cost Assessment ............................................................................................. 90
   Appendix 9: Stakeholder List .............................................................................................. 95
   Appendix 10: Workshop Output Reports .......................................................................... 97
   Appendix 11: Stakeholder Submissions ............................................................................. 98
1. Executive Summary

From July 2015, Commonwealth funding allocations to Community Legal Centres (CLC’s) are governed by a new National Partnership Agreement (NPA) on Legal Assistance Services (2015-2020). The NPA objectives are underpinned by the Access to Justice Framework, which promotes inclusive, preventative and holistic service delivery to enhance access to justice for the most disadvantaged Australians and maximises service delivery through the provision of effective and efficient use of available resources.

For South Australia, the commencement of the new NPA provides an opportunity to review the current service delivery arrangements of the Community Legal Services sector and consider whether new models and approaches are required to build a contemporary and agile service delivery and practice framework that can meet the needs of the most disadvantaged and vulnerable citizens within available resources. There is a need to not only position the state to fulfil the NPA requirements but also to ensure that any reform to the sector is sustainable longer term and is flexible enough to meet future demands across the sector.

Given the need to develop a robust and sustainable service delivery model within available resources a comprehensive review has been undertaken to inform the design of a future model. The review incorporated the following elements to gather evidence and information to guide discussion with the Attorney Generals Department, CLC’s, other legal assistance service providers and client advocate proxies:

Current State Analysis (Appendix 3)
- Understand objectives and expected outcomes in the sector; analysis of user needs and service level demand, service system functionality and broader system connectivity

Demand Modelling and Projections (Appendix 4)
- Demand needs and future growth forecast through modelling projections and quantitative analysis

Research and Literature Review (Appendix 5)
- Research of contemporary service delivery models and practices in other jurisdictions and service sectors

By interrogating and analysing the information, data and research findings, coupled with insights and qualitative statements from all stakeholders an Interim Report was developed. The report outlined key findings and areas for service enhancement and recommended a preferred new model of service delivery. The preferred future model for service delivery has increased integration and coordination in key functional areas, as well as increasing ability to provide services across all of the state and target services towards those individuals that most need legal assistance due to their vulnerability or circumstance.

The main objective of the preferred model is to enable a sustainable, effective and efficient service delivery framework that is evidence based and is built on both, leading practices from other jurisdictions and sectors and the existing strengths of the community legal assistance sector in South Australia. The model is also strongly aligned with both the identified NPA and state priorities.

The decision to build an integrated approach to delivery of community legal services presents an opportunity for the South Australian Attorney General’s Department to ensure that:

- there is a main access channel for the provision of all legal information and resources to all citizens
- there is clear eligibility criteria and priority assessment to access advice and casework services and improve the management of demand and need for services
- that community legal services cater to the most financially disadvantaged and vulnerable clients with complex needs
that specialist expertise and services are in place to meet high priority client needs

there are opportunities to increase service supply by developing strategic alliances and partnerships

that services are client directed and locally provided through innovative outreach

standards and delivery requirements are prescribed and monitored through a rigorous contractual and performance management framework.

Some of the existing strengths of CLC’s that need to continue to be central in the preferred model include:

• connectedness with the local community, including close relationships with community organisations
• flexibility in service delivery, including after-hours service provision and diverse client assistance approaches
• provision of a wide spectrum of legal assistance services ranging from early intervention to representing clients in court
• integrated legal assistance services under one agency
• a commitment to social justice and supporting local communities
• capacity to deliver quality services within available resources and continue to do so as funding levels and program requirements change.

Key issues which were identified in the review are also addressed as part of the preferred delivery model to strengthen service responses, practice quality and consistency and improve cross sector co-ordination and service development.

These issues were identified and considered from the perspectives of the client accessing services, from the perspective of CLC’s delivering a range of legal assistance and support services, and from a strategic view of the sector, given a need for service development and continuous improvement as part of ongoing planning and system design.

The key themes that informed the development of the new model applying the perspectives of client, service, and system are summarised in the table below. Detailed analysis of the issues is provided in section 3.2 Case for Change.

<table>
<thead>
<tr>
<th>Client</th>
<th>Service</th>
<th>Sector / System</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Lack of effective demand management</td>
<td>• Current service practices do not consistently target priority clients</td>
<td>• Lack of evidence base for optimal funding allocation decisions</td>
</tr>
<tr>
<td>• Lack of consistent eligibility assessment</td>
<td>• Inconsistent service practices, processes and systems</td>
<td>• Limited formal inter-agency collaboration and case coordination</td>
</tr>
<tr>
<td>• Significant likelihood of unmet need</td>
<td>• Variability in usage of limited resources</td>
<td>• Potential future contribution by University Law Clinics has not been recognised</td>
</tr>
<tr>
<td>• Limited use of technology to enable service access</td>
<td>• Lack of clarity around CLC service scope</td>
<td>• Unexplored opportunities to improve efficiencies at the sector level</td>
</tr>
<tr>
<td>• Limited outreach activities and inter-agency coordination</td>
<td>• Duplication of effort in provision of information and generalist legal advice</td>
<td>•</td>
</tr>
<tr>
<td></td>
<td>• Lack of triage practices</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Some generalist services tend to focus on low priority matters</td>
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</tbody>
</table>
Analysis of the information provided by client advocacy groups and CLC stakeholders highlighted a difference in perspective between the two groups in regard to the level of outreach and technology based solutions, service connectivity and streamlining of services required to be in place to support improved access to services.

While acknowledging the different perspectives of client advocates and CLC’s the review found, supported by the literature and research review, that the legal assistance service system does not operate in isolation from other support service systems for disadvantaged citizens, such as services concerned with prevention of domestic violence, and services providing assistance to persons with a range of disabilities or those concerned with health issues. For this reason, the preferred model incorporates that the need for legal assistance services to work closely with other service providers to address all of a person's legal and non-legal problems as part of a more holistic approach to service delivery.

It is considered imperative to improving outcomes that the needs of clients are the focal point of the overall design and delivery of the service system. This includes ensuring that specialisation and expertise is maintained as a critical component of the preferred model to ensure targeted needs are met and priority populations receive services.

**Community Legal Service – Proposed Future State Model**

The preferred model has been designed to address the key opportunities raised above and to target some of the most critical areas for ongoing sustainability and service effectiveness and efficiency within resources available.

The model has been designed with a focus on improved demand management and streamlining access to services as part of a suite of standardised systems and processes and defined models and service specifications to address the provision of supply to meet identified needs. The model incorporates a program of continuous improvement and system planning and development to ensure that the model can grow and mature as the needs of SA citizens may change.
Statewide Delivery Model – Integrated services

The model aligns all activities and decisions related to the management of demand and eligibility for services into a single, integrated point of entry. The system has been designed to ensure that a standardised eligibility assessment is undertaken based on minimum criteria (location, priority client indicator, conflict, and income & asset test) and consideration of client characteristics and the nature of the legal matter.

The model incorporates a number of the integrated functions intended to be delivered as a statewide service. These integrated functions should include eligibility assessment, triage and referral management, and information support line. The preferred model is that the Legal Services Commission (LSC) provides these integrated support services given LSC’s expertise and high level of maturity in eligibility assessments and client triage, and the fact that LCS already provides a statewide Legal Helpline (information and advice support line) and develops resources and information on legal assistance for the broader legal assistance sector. This will provide one point of access for prospective clients, thereby facilitating effective demand management, and also free up CLC’s to focus on advice and casework rather than duplicating effort in provision of information.

The preferred model also has the LSC provide administrative functions on behalf of the Community Legal Services as part of a “back office” arrangement where all Community Legal Services operate on the same systems and platforms to enable improved coordination, consistency and performance reporting.

A formally agreed and detailed Memorandum of Understanding needs to be developed to describe the policy and operational frameworks that need to be in place to support the interface between the LSC and the Community Legal Services. The agreement will be co-developed with Community Legal Services to ensure that performance and systems are aligned to fully supporting the Community Legal Services.

Role of the Attorney General Department

The model requires that the South Australian AGD act as the accountable agency for the implementation of the NPA, Budget Holder and funder of services to build capability and capacity to coordinate and support the ongoing planning and development of the Legal Assistance sector (including the Community Legal Services) as part of the Collaborative Service Planning Framework identified in the NPA. Effectively this makes the AGD the Design Authority and no change to the service system would be undertaken without the consideration, input and approval of the AGD.

Specialist and Generalist service provision

Apart from ensuring that there is capacity to deliver generalist community legal services across the state based on primarily geographic locations (e.g., Regional Northern SA, Regional Western SA, Regional Southern and Central SA), the model identifies a requirement for targeted assistance through specialised services such as Women and Children and Welfare Rights Assistance.

The model also seeks to increase generalist legal service supply by including the development of University Law Clinics to cater more broadly for all citizens who would require legal assistance but may not be eligible under the criteria of financially disadvantaged or vulnerable and complex need. The expectation is that South Australian universities would invest in the delivery of community legal assistance by extending the services and the capacity of their existing University Law Clinics to enable sustainable provision of metropolitan community legal assistance.

From a university perspective, the Law Clinic model not only provides an opportunity for students to gain valuable practical training and contribute to the wellbeing of the community but also enables the development of strong alumni connections through engaging alumni students as professional volunteers, whilst promoting community legal services as an important legal service.

All service models will be defined by a detailed service specification that will form the basis for performance management as part of the contract with services. The service specification will detail...
the following but not limited to:

- Geographical area
- Client eligibility Criteria
- Identified Specialisation
- System design and interface with statewide services and integrated systems as well as between CLC’s
- Performance Indicators
- Service Exclusions / Inclusions
- Funding
- Contract tenure
- Other expectations

Community Legal Services - “client driven service access not centre-based”

The model is premised on agile and flexible service delivery. Outreach would be the primary mode of service delivery, coordinated and undertaken in partnership with other community based services in locations around the state, particularly in rural and remote areas.

The model significantly moves away from the provision of a centre based, fixed geographic approach to service delivery to one that focusses on reaching out to and supporting priority clients as close to their community as possible.

Community Legal Services Model Service Initiatives

The initiatives identified below form the basis of work that would be required to firstly establish the new Community Legal Services Model and secondly provide strategies to support enhancement to the system and processes in place that drive strong performance management, monitoring and continuous improvement. The table below provides a summary view of the Report’s improvement initiatives including ease of implementation and recommended timeframes.

Initiatives are grouped by the following themes:

- **System design** [processes, systems and frameworks that form the foundations to achieve the reform]
- **System development** [processes, systems and frameworks required to establish system planning and design principles as well as create continuous improvement and in built monitoring and review cycles]
- **System Management** [processes, systems and frameworks needed to manage and evaluate the success of the program, service delivery expectations, targets and performance]
- **Client focused service delivery** [processes, systems and frameworks that focus on the provision of quality clients services]
- **Whole of government responsiveness** [opportunities for AGD to collaborate with other government departments to develop, establish and implement joint approaches to more holistically meet the needs of the most disadvantaged and vulnerable citizens in South Australia]

<table>
<thead>
<tr>
<th>THEME</th>
<th>Improvement initiative</th>
<th>Recommended implementation timeframe</th>
<th>Implementation Effort</th>
<th>Essential / Desirable</th>
</tr>
</thead>
<tbody>
<tr>
<td>System design</td>
<td>1. Agree on common definitions of services categories, implement standard service activity reporting practices, and adopt consistent and more efficient delivery approach for each category of service</td>
<td>3 months</td>
<td>Moderate</td>
<td>Essential</td>
</tr>
<tr>
<td>THEME</td>
<td>Improvement Initiative</td>
<td>Recommended implementation timeframe</td>
<td>Implementation Effort</td>
<td>Essential / Desirable</td>
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<td>2. Agree on scope of services in terms of legal matters (including priority matters) and timing of CLC intervention (early vs crisis) and inform / educate client-referring organisations about their scope, preferred service access channels and client eligibility</td>
<td>3 months</td>
<td>Moderate</td>
<td>Essential</td>
</tr>
<tr>
<td></td>
<td>3. Standardise client eligibility and prioritisation criteria and centralise triage process</td>
<td>3-6 months</td>
<td>Moderate</td>
<td>Essential</td>
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<tr>
<td></td>
<td>4. Implement rigorous, ongoing and collaborative demand planning processes (including identification of legal needs and unmet demand)</td>
<td>6-12 months</td>
<td>Moderate</td>
<td>Essential</td>
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<tr>
<td></td>
<td>5. Increase overall participation rate of voluntary workforce across CLC's</td>
<td>6 months</td>
<td>Low</td>
<td>Desirable</td>
</tr>
<tr>
<td></td>
<td>6. Increase overall participation rate of students across CLC's</td>
<td>6 months</td>
<td>Low</td>
<td>Desirable</td>
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<tr>
<td></td>
<td>7. Expand the CLC sector to include University Law Clinics by increasing their existing capacity and spectrum of services</td>
<td>15-18 months</td>
<td>High</td>
<td>Essential</td>
</tr>
<tr>
<td></td>
<td>8. CLC review of staff employment conditions and incentives to increase retention rates and improve security of tenure</td>
<td>12-15 months</td>
<td>Low - Moderate</td>
<td>Desirable</td>
</tr>
<tr>
<td></td>
<td>9. Identify appropriate strategies and invest in targeted workforce development covering professional and specialist capability requirements for sector</td>
<td>3-6 months</td>
<td>Low - Moderate</td>
<td>Essential</td>
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<td></td>
<td>10. Research and identify investment, funding or sponsorship options for CLC's, including non-government sources</td>
<td>6-12 months</td>
<td>Moderate</td>
<td>Desirable</td>
</tr>
<tr>
<td></td>
<td>11. Consolidate, share and streamline support services across all CLC's</td>
<td>6-12 months</td>
<td>Moderate - High</td>
<td>Essential</td>
</tr>
<tr>
<td>System development</td>
<td>12. Mandate the use of the National Strategic Service Delivery Framework by all CLC's and evaluate all plans for alignment to identified client demand and needs and delivery of service models consistent with State requirements</td>
<td>3 months</td>
<td>Low</td>
<td>Desirable</td>
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<tr>
<td></td>
<td>13. Establish and formalise strategic partnership arrangements across the service system (government and non-government) to improve day to day management of service provision to client and other related issues</td>
<td>3-12 months</td>
<td>Moderate</td>
<td>Desirable</td>
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<tr>
<td></td>
<td>14. Establish an Innovation Development Fund (one off grants program)</td>
<td>3-12 months</td>
<td>Moderate</td>
<td>Desirable</td>
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<td></td>
<td>15. Leverage the existing regional, rural or remote Practical Legal Training Project, and relationships with South Australian Universities to place eligible graduate law students in community legal services in rural and remote areas</td>
<td>12-15 months</td>
<td>Low - Moderate</td>
<td>Desirable</td>
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<tr>
<td></td>
<td>16. Develop a central coordination mechanism to enable sector wide strategic capability and strengthen the collaborative service planning function required by the NPA</td>
<td>18 months</td>
<td>Low - Moderate</td>
<td>Essential</td>
</tr>
<tr>
<td>System management</td>
<td>17. Establish a Funding Allocation Model to better inform decisions about fund distribution across the state to address priority client groups</td>
<td>12-15 months</td>
<td>Low</td>
<td>Essential</td>
</tr>
<tr>
<td></td>
<td>18. Develop best practice procurement framework (including service specifications, performance framework and stated minimum requirements) to support the provision of high quality Community Legal Services</td>
<td>12-15 months</td>
<td>Moderate</td>
<td>Essential</td>
</tr>
<tr>
<td>THEME</td>
<td>Improvement Initiative</td>
<td>Recommended implementation timeframe</td>
<td>Implementation Effort</td>
<td>Essential / Desirable</td>
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<td>-------------------------------------</td>
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</tr>
<tr>
<td>Client driven service delivery</td>
<td>19. Review and improve service access and experience from the citizen perspective</td>
<td>12-15 months</td>
<td>Low</td>
<td>Desirable</td>
</tr>
<tr>
<td></td>
<td>20. Review and improve client pathway and referral practice from the citizen perspective</td>
<td>3-6 months</td>
<td>Moderate</td>
<td>Essential</td>
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<tr>
<td></td>
<td>21. Develop a practice framework applicable to all CLC's that formalises operational guidance and practices</td>
<td>3-6 months</td>
<td>Moderate</td>
<td>Desirable</td>
</tr>
<tr>
<td></td>
<td>22. Review and improve strategy, procedures and practice for client case coordination</td>
<td>6-12 months</td>
<td>Moderate</td>
<td>Desirable</td>
</tr>
<tr>
<td>Whole of government response</td>
<td>23. Establish and formalise approaches for complex case management across the justice / human service system (government and non-government) to improve ongoing management of clients with complex legal and related need.</td>
<td>18 months</td>
<td>High</td>
<td>Desirable</td>
</tr>
<tr>
<td></td>
<td>24. Government agencies support and establish formalised approaches for integrated case coordination between CLC’s and other service providers</td>
<td>12-15 months</td>
<td>High</td>
<td>Desirable</td>
</tr>
<tr>
<td></td>
<td>25. Government agencies support and establish formalised approaches for place based solutions to legal assistance service delivery</td>
<td>12-18 months</td>
<td>High</td>
<td>Desirable</td>
</tr>
<tr>
<td></td>
<td>26. Government agencies support and establish formalised approaches to support service delivery through multi-disciplinary co-located teams</td>
<td>18 months</td>
<td>High</td>
<td>Desirable</td>
</tr>
<tr>
<td></td>
<td>27. Government agencies support service delivery approaches that maximise early intervention and prevention of legal and associated issues</td>
<td>18 months</td>
<td>High</td>
<td>Desirable</td>
</tr>
</tbody>
</table>
2. Introduction

2.1 Background and objectives of the review

There are eight government-funded community legal centres (CLC's) in South Australia. Most of them are independent, standalone community organisations that operate within an agreed geographical catchment area. Their geographic coverage, governance structures, operating practices and service scope have evolved over time and vary considerably among CLC's.

Historically, block funding to CLC's had been allocated by the government (Commonwealth and State) annually. The evidence base for funding allocation decisions appears to have been limited due to variability in service definitions, reporting practices and limited information relating to service outcomes.

The last significant review of South Australian CLC's was undertaken nearly 20 years ago, in 1997.


The NPA objectives are underpinned by the Access to Justice Framework, which promotes inclusive, preventative and holistic service delivery to enhance access to justice for the most disadvantaged Australians. Another key objective of the NPA is to maximise service delivery through the effective and efficient use of available resources.

Historically, decisions relating to federal funding allocations to individual CLC's had been made by the Commonwealth. Under the new NPA, the South Australian government, through the Attorney General's Department (AGD), is responsible for the distribution and administration of Commonwealth funding allocated for CLC services in this state. This means the South Australian government and the Attorney General's Department now have responsibility for making all CLC funding decisions, which presents an opportunity to enable a more integrated, efficient and effective CLC sector in the state.

These new responsibilities pose two fundamental questions: (1) how should the AGD allocate NPA and State funding to realise NPA objectives for South Australia and (2) what changes to the SA CLC service delivery system are required to realise the NPA objectives?

This independent review was undertaken to assist the AGD in understanding current CLC services within the broader context of the South Australian community legal assistance sector and to recommend a target CLC service system model based on research of leading practices and future state demand projections.

The overarching objective of this review is to recommend a sustainable, effective and efficient service system model that provides an ongoing evidence base for sound decision-making of funding that builds on the existing strengths of the community legal assistance sector in SA.

In addition to the specific issues and opportunities identified as part of this review, a number of other drivers specific to South Australia's context are important considerations. These are:

- 20 years has passed since the last comprehensive review of the CLC sector by Keys Young in 1997
- imminent economic challenges in particular locations in South Australia
- increasing complexity of citizens' legal and associated issues and demand placed on all service providers
- continuing advances in technology as well as increasing community access and adoption of new technology
- reform and change across government and non-government services in many human service delivery areas including different ways of delivering services to community and
individuals e.g., NDIS client choice and consumer directed, Public Health Networks (PHN), Out of Home Care services

- South Australia's vision and strategy as articulated in its Strategic Plan 2011 including a focus on safe communities, families, housing security, volunteering, support for people with disability
- South Australia's commitment to community engagement (i.e., Better Together, Department of Premier and Cabinet) to ensure alignment with continued excellence in service delivery and good business practice, and
- related initiatives in South Australia that support priority client groups, such as the Disability Justice Plan - a three-year roadmap that sets out ways to make the state's criminal justice system more responsive to the needs of people with disabilities.

2.2 Role of Community Legal Centres in legal assistance services

CLC’s are community based, not for profit organisations that provide a range of legal and related assistance services to people who are disadvantaged, those with special needs and / or those whose interest should be protected in the public interest. Historically, CLC’s also deliver community legal education, and advocate for policy and law reform, informed by their casework.

A number of commentators emphasise the orientation and vision of CLC’s towards social justice, inspired by community development, human rights, access to justice and the rule of law, and how this orientation is a key distinguishing feature between CLC’s and the private legal profession and government.

CLC’s are a key component of Australia’s legal assistance system and a distinctive form of service that complements services provided by legal aid commissions (LAC’s), Indigenous legal assistance providers (such as the Aboriginal Legal Rights Movement in South Australia (ALRM)), Family Violence Prevention Legal Centres and the private legal profession.

There are currently six generalist and two specialist CLC’s, plus a funded Mediation service in South Australia. Three of the CLC’s are regionally located - South East Community Legal Service (Mt Gambier), Westside Lawyers (Port Pirie) and Riverland Community Legal Service (Berri). There are four CLC’s based in the metropolitan area of Adelaide - Central CLS, Westside Lawyers, Southern CJC and Northern CLS. The two specialist services - Welfare Rights Centre and Women’s Legal Service are centrally located in Adelaide CBD but deliver services across the state. The Mediation Services is a statewide service auspiced by Southern CJC.

CLC’s primarily provide centre based services requiring clients to travel to their office as well as some level of outreach services at other locations within their geographical catchments areas. For more detail on individual CLC Services see Current State Assessment Report (Chapter 7) at Appendix 3.

2.3 Other legal assistance services

Government funded legal assistance service providers in South Australia operate independently in four distinct streams, namely:

- Community Legal Centres (CLC’s)
- The Legal Services Commission of South Australia (LSC)
- Legal services for Aboriginal and Torres Strait Islander peoples (ATSIL), provided by the Aboriginal Legal Rights Movement (ALRM)
- Legal services directed to prevention of family violence in Indigenous families, known as Family Violence Prevention Legal Services (FVPLS)

In addition to the four streams of government funded service providers noted above, some forms of legal assistance are provided through Courts and Tribunals and Ombudsman services. Legal assistance services are also provided by private legal practitioners, either pro bono, low bono or full or partial fees (for example services rendered by private practitioners in support of LSC clients at
less than standard fees) and through the support of the university sector. A full list of Legal Assistance services and a definition of their service mandates can be found in the Current State Assessment Report (Chapter 5) at Appendix 3.

Although not a legal assistance service provider, the Law Foundation of SA plays an important role in the legal assistance sector. The Law Foundation of SA is an incorporated body established in 1985, which provides scholarships and grants for legal research, public education on legal matters and/or training. Through its grants programme, the Law Foundation of SA provides funding for:

- the promotion and/or development of legal research in the reform of law;
- education and training of legal practitioners and/or their employees;
- education in law and the legal system for the broader community including programmes in schools and universities;
- assistance for legal services to the community.

2.4 National Partnership Agreement on Legal Assistance Services

The NPA provides Commonwealth funding to states and territories to distribute to community legal centres.

The objective of the NPA is a national system of legal assistance that is integrated, efficient and cost-effective, and focused on providing services for disadvantaged Australians in accordance with access to justice principles of accessibility, appropriateness, equity, efficiency and effectiveness.

A key requirement is that states use an evidence base to identify priority clients and geographic locations where people have the highest levels of legal need and to fund community based service providers to deliver the services. The NPA includes performance benchmarks for CLC’s in each state which are tied to funding. The performance benchmark for CLC’s in 2015-17 is ‘85% or more of total representation services are delivered to people experiencing financial disadvantage’. This increases to 90% from 1 July 2017.

To achieve its objective, the NPA emphasises the need for greater collaboration and cooperation between legal assistance providers and other service providers to ensure clients receive ‘joined-up’ service provision to address legal and other problems.

The NPA also requires all states to demonstrate and report on collaborative service planning - a requirement not stipulated in the previous NPA.

2.4.1 Funding contribution

The NPA specifies funding allocations to CLC’s state by state. Commonwealth funds provided for CLC’s must be used for the support and delivery of legal assistance services by CLC’s and are not permitted to be used for any other purpose by a state without agreement of the Commonwealth.

In South Australia total Commonwealth funding for CLC’s over five years of the NPA is $16.329m as shown in Table 1 (inclusive of funding for the Commonwealth’s share of the wages increase arising from Fair Work Australia’s decision on 1 February 2012 to grant an Equal Remuneration Order in the Social and Community Services (SACS) sector). On commencement of the NPA on 1 July 2015 funding for South Australian CLC’s decreased by $1,174,745 (24%).
During the term of the NPA, funding for South Australian CLC’s remain relatively constant for 2015-17 (at $3.78m and $3.91m respectively). However, funding levels drop from 2017-18 onwards to $2.78m in 2017-18, $2.87m in 2018-19 and $2.97m in 2019-20. From 2017-18, annual increases are minor indexation only. The decrease in funding in 2017-18 is $1,128,000 (29%), which is 4% greater than the overall decrease in the sector nationally.

Commonwealth funding of South Australian CLC’s will decrease by 21% from current 2015-16 funding levels compared with 2019-20. However, when compared with 2014-15 funding, Commonwealth funding for CLC’s in 2019-20 will have decreased by 40%.

The NPA does not prevent the states from providing additional funding to the CLC’s and the NPA strongly acknowledges that the states have a partnership role to support the delivery of legal assistance to the vulnerable and disadvantaged in each state. The National Association of Community Legal Centres (NACLC) has undertaken a review of state contributions to the legal assistance services sector and has identified that South Australia provides approximately 20% funding. Some states (VIC, NSW and QLD) provide 40-60% funding and TAS and NT contribute small or no state investment.

Total combined state and Commonwealth funding for South Australian CLC’s (inclusive of SACS) over the period of 2015-20 is shown in Table 2.

Table 1: NPA Commonwealth funding 2015-20
Source: Table 2: Estimated Commonwealth financial contribution for legal assistance services, NPA 2015-20

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<td>2.782</td>
<td>2.877</td>
<td>2.976</td>
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Table 2: CLC SA estimated total funding 2015-20
Note: State funding indicated in this table is a forward estimate only for the purpose of this report and should not be viewed as a commitment by State Government

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<td>3,917,000</td>
<td>4,061,000</td>
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3. Summary of Analysis

3.1 Strengths of the CLC’s and the current service system

CLC’s encourage and enable people to develop skills to be their own advocates. They have a strong focus on promoting human rights, social justice and community development by providing education and early intervention services within their local areas to build the capacity of the community to address issues early before a legal response is needed at a point of crisis.

As community based providers each CLC has developed unique service approaches to meet local client need and have evolved localised responses to deal with the ever increasing complexity of vulnerable clients seeking legal assistance.

CLC’s utilise the National Strategic Delivery Model that provides the tools and resources required to plan for and achieve quality services that are focussed on localised need identification. This planning methodology provides a sound basis for the ongoing identification and management of client and community needs at the local level as well as guides the delivery of legal practices and casework through assessment of service standards within a sector specific accreditation program. The main elements of the Strategic Model include:

- Service Accreditation Standards and Compliance Program
- Evidence Based Needs Assessment
- Service Planning Framework to match service responses to identified need
- Defining the suite of legal service responses including services to clients, law reform and policy advocacy, community legal education, strategic litigation and community development
- Planning Cycle incorporates regular review as of a continuous improvement process and realignment of service supply to changing demand and demographics over time.

The South Australian Legal Assistance Forum (SALAF) is an interagency forum for all legal providers in the legal assistance services sector in South Australia. The SALAF promotes a level of coordination in the sector with a focus on addressing service delivery issues to improve quality and consistency of information and support to clients across the sector. A South Australian Council of CLC’s (SACLCS) has also been established as a co-ordinating body to support the development of the CLC sector and achieve improved service responses and resources through collective power. These two co-ordination forums have been established and maintained within available funded resources and highlights the commitment the CLC’s have to leading and developing sector as part of their core responsibilities and functions.

It is recognised that the legal assistance system does not operate in isolation from other support service systems for disadvantaged Australians, such as services concerned with prevention of domestic violence, and services providing assistance to persons with a range of disabilities or those concerned with health issues. In this context, it is widely acknowledged that the desirability for legal assistance services to focus on working with other service providers to incorporate all of a person's legal and non-legal problems is critical to holistic service provision and reducing “service silos”.

The strength of coordination between CLC’s is reliant on relationships that can be built and the development of local arrangements. In many situations, coordination within the legal assistance services sector (e.g. with other CLC’s, private practitioners, ALRM or the LSC) or with other non-legal service providers is driven by a desire to deliver client-focused, case-driven solutions to a client’s legal and related problems. The review has identified that there is a significant level of localised arrangement and service connectivity that has been established over time in order to ensure a more coordinated and integrated approach to delivery.

Throughout the review South Australian CLC’s have also identified their key strengths as:

- connectedness with the local community;
- close relationships with community organisations and other agencies such as universities and community health services;
flexibility in service delivery including after-hours service provision and diverse client assistance approaches;
• provision of community legal education to support a preventative approach to addressing community legal needs
• provision of a wide spectrum of legal assistance services ranging from early intervention to representing clients in court;
• Integrated legal assistance services under one agency e.g. Mediation SA auspiced by Southern CJC and Financial Counselling provided from Northern CLS
• a commitment to social justice and supporting local communities;
• ability to provide services without a funded state co-ordination body to date;
• capacity to deliver quality services within available resources and continue to do so as funding levels and program requirements change

3.2 Case for change

This service review has considered a broad and comprehensive range of information, data and leading practice examples to inform the recommendation for a new service system model.

It is a recommendation of this review that community legal services should continue to be delivered by non-government community based and localised services that have the expertise and years of experience in delivering legal assistance services to disadvantaged groups and individuals. However, the provision of services needs to be more in line with contemporary practices and innovative solutions, rather than being based on historical arrangements with limited cross-agency coordination, development and strategic planning.

An analysis of information provided by the client advocacy groups against the CLC stakeholder comments highlights a disconnect between the two groups with respect to the developments required to support improved access to services, e.g., the level of client prioritisation, outreach and technology based solutions, service connectivity, and streamlining of services. Figure 1 outlines some of the commentary received from CLC stakeholders and client advocacy groups, and identifies current issues in the CLC service delivery model that could be addressed through a coordinated change program.

Figure 1

What we heard from CLC’s:

- “The most disadvantaged clients may not know how to access our services”
- “Factors like distance, disability, lack of education, language skills often prevent clients from accessing our service”
- “Our client base has expanded over time from the most underprivileged clients to other more active and resourceful people”
- “More of our clients have complex legal needs as well as complex health/social issues”
- “Everyone gets at least one free legal advice”
- “We need a funded state secretariat to coordinate us”
- “We need more funding to service more clients”

What we heard from client proxy groups:

- “Client access needs to be ensured, in particular for indigenous, disabled, and CALD clients”
- “Regionalised ‘bricks and mortar’ approach may no longer be appropriate”
- “Need to prioritise clients to focus on most vulnerable and disadvantaged and provide core services”
- “Nurturing and maintaining relationships between community organisations is key for addressing both legal and other underlying client problems.”
- “Bulk activities (i.e., information and simple advice) can be delivered more efficiently and consistently through leveraging centralised model and self-serve channels”
- “In a financially constrained environment, improvements will be necessary; the focus should be on flexibility, effectiveness and not exclusively on efficiency”

- Funding allocations are not linked to policy priorities nor are they informed by demand projections
- Limited inter-agency collaboration to address complex client needs
- Duplicated effort in development of information materials and individualised back office support

...but our priorities are not aligned and limited resources are not targeted

Clients in proximity receive service - high current need in rural, remote, regional areas
The following sub-sections summarise key issues and learnings identified through this review and categorise them in three areas: (1) issues from the perspective of potential clients in need of legal assistance, (2) issues related to the services delivery practices, and (3) issues related to the broader service system. Each category provides an overview of relevant research, data analysis and assessment findings, including the views and issues expressed by service providers and client advocacy groups. The identified key issues and learnings have informed the development of the recommended service delivery model.

3.2.1 Key Findings - Client related issues

Lack of effective demand management

The review revealed the lack of reliable data or information to support an assessment of client demand management. Though there are systems in place such as the National Strategic Delivery Model that CLC’s were reported to utilise, there has been no collation or analysis of this information to apprise a statewide approach to addressing known demand, or conversely, unmet demand. This has meant that a number of service delivery elements such as availability of information and resources, service access pathways, eligibility and prioritisation for services have been impacted and may not reflect or align to current and future program priorities or client needs.

The future service system will need to ensure that the most vulnerable citizens in South Australia are receiving priority access to services. Prioritisation should encompass the most marginalised groups who need extra support and expert assistance to address their legal needs. These groups should include those that are financially disadvantaged, experience domestic or family violence, have a disability or significant mental health concern, complex needs or experience potential hardship or exploitation leading to personal crisis or deprivation of liberties.

Lack of consistent eligibility assessment

Currently CLC’s provide services to a broad group of citizens primarily through the provision of free consultation sessions that are open to the public. During these sessions the centres determine what level of service the individual requires and whether ongoing assistance is required. These initial consultation appointments may result in the provision of information only, or could involve more time-consuming activities such as provision of advice based on client instruction or opening of casework depending on the complexity and specifics of the matter. No eligibility assessment is undertaken to qualify clients for information and advice services during these consultation sessions and little evidence of effective examination of substantiating proof of eligibility was identified when ongoing advice or casework is undertaken as the result of the initial consultation session.

Figure 2 below identifies the income levels of clients receiving services across each of the CLC’s. As can be seen there is a significant proportion of clients where details are not available.

Figure 2 - Clients by income level (all Centres), 2014-2015
The extent of use of free consultation sessions across CLC’s is estimated to be about 5,000 hours of lawyers’ time over a year, assuming conservative 30 minutes per consultation session for new entrants to the service system. Given limited availability of information to show that basic evidence is sought to apply eligibility criteria, it is questionable whether those who are the most financially disadvantaged are being prioritised for services.

Currently each CLC determines eligibility based on their individual practices. A review of CLC’s written eligibility criteria and service data analysis clearly highlight the variability of approaches to eligibility and differences in serviced client groups across CLC’s (see Current State Assessment Report (Chapter 7)).

Commentary from the client advocacy groups included:

- It is critical to understand who accesses / should access CLC services, how to access services, eligibility, availability of interpreter services
- Need to prioritise clients to focus on most vulnerable and disadvantaged and provide core services
- Many bulk type of activities (i.e., information and simple advice) can be delivered more efficiently and consistently through leveraging a centralised model and/or self-serve channels (“We’ve all learned how to use self-serve machines at Woollies and Coles - it’s just a matter of time”)

Significant likelihood of unmet need

The review has also highlighted that most clients receiving services tend to commonly reside in the proximity of the centre based service outlet. An assessment of CLC service data for the past three years also highlights that current client demand is highest in locations where there is a physical CLC presence. The data also identifies that individuals from rural and remote areas are accessing services however the numbers are small and is often reflective of where an outreach service has been deployed or an individual has accessed a statewide service. Geographical mapping of historical demand shows CLC’s largely service clients residing in postcodes in proximity to their office, indicating the likelihood of significant unmet need in rural, regional and remote areas.

Input received from client proxy groups suggests the need to change how CLC’s provide services. Some of the statements specifically made to the review team regarding this issue included:

- Many clients do not access services the way they used to - face-to-face access is no longer the only service delivery channel; clients want more flexible services and access points; regionalisation is a constraint; priority client access needs review
- Need to review the concept of ‘catchment’ - many vulnerable/disadvantaged clients are transient, move across postcodes and may not have permanent address
- In times of funding cuts, client outcomes-driven service design is paramount

Limited use of technology to enable service access

Given the size and geography of South Australia it could be assumed that the level of outreach services or access to technology, such as videoconferencing and chatrooms, would be readily available to support service access. However the review identified only a small percentage of outreach services being provided by CLC’s and minimal technology use to support provision of information, advice or casework. This is seen to be an area that requires significant investment and co-ordination to ensure that potential clients no matter where they reside can get access to CLC services in their local area rather than by attending centre based locations.

As information and communications technologies have rapidly developed since the mid-1990s, so too have organisations in developing and evolving their ICT usage for communication, client engagement and service delivery. While the vast majority of SA CLC service operations are dominated by provision of the face-to-face interactivity at a fixed address, other tools such as social media platforms, email, mobile apps, text messaging services, Voice over Internet Protocol (VoIP)
telephony, radio and web-based video conferencing are increasingly being utilised by other human services providers to engage with the community and provide services to clients.

The review identified limited innovation and use of technology and social media by CLC's, even for clients not in the immediate vicinity of a centre. None of the CLC's identified technology or innovative digital solutions to be a perceived strength in their service delivery model (see the list of perceived strengths by CLC in the Current State Assessment Report (Chapter 7)).

Information collected from stakeholder workshops identified the areas where CLC's could enhance their service practices related to the use of technology:

- Consolidate websites - increase common information and single content management solution
- Develop new Apps or share LSC App to provide information, register and communicate with clients, link to case management system and website
- Increase use of communication technologies where matches client circumstances (e.g., repeat clients or is enabling e.g., clients with disability): video conferencing (e.g., courts), Skype, online chat
- Use tools to manage appointments for efficiency and reminders
- Use technology that promotes safety (e.g., courts and GPs experience)

Input from the client advocacy groups on the need for improved technology and digital service access also included:

- Examples of “tele-law” exist: Domestic Violence Court Assistance Program uses technology daily to provide services (especially clients in remote / rural communities) including: Skype interviews, email advice, information and document transmittal (clients access scanners at local police station or other community organisations)
- For clients who are not as technologically literate or have difficulties using technology (e.g., CALD, mentally ill), other strategies are still required and client access and need must be considered, including role of technology to enrich service response, not replace it

In addition to using technology to engage with the community, the research identified CLCs in others states are increasingly using technology and IT systems to make their day-to-day operations run more efficiently. Examples include the development of software for the recording of client information and record keeping. This information can easily be stored and used by another solicitor that takes over the casework or could be used to store historical information regarding a client. While there have been systems that have done this in the past, the use of new storage facilities (i.e., cloud-based storage systems) have made recalling and sharing this information much more efficient. It is noted that consistent with the need for improved tools to manage CLC operations, NACLC is undertaking the redevelopment of CLSIS with a new version expected in late 2016.

Limited outreach activities and inter-agency coordination

The research undertaken into leading practice service delivery models for disadvantaged and vulnerable people highlighted the need to establish a more contemporary CLC service approach and to deploy a model where access to services is ‘client directed’ rather than ‘centre based’. This is particularly relevant to the servicing of rural and remote areas of the state.

In particular there is a need to ensure a greater use of outreach services and opportunities for co-location of CLC practitioners with other health and human services (on a temporary or permanent basis). Outreach is seen as a significant capability that should be further developed by CLC’s. Particular consideration needs to be given to ensuring disadvantaged groups can access legal system through entry points as part of a coordinated model, given priority clients often have considerable legal and underlying non-legal problems coupled with low capability to resolve problems on their own.
3.2.2 Key Findings - Service related issues

Current service practices do not consistently target priority clients

The issue that has been observed across all facets of the service review is the level of variability of operations and management of program requirements between all the CLC’s and the lack of targeted service delivery. Whilst there is value in having flexible service delivery approaches and responses for different client cohorts and communities, there is still a need to consistently deliver against stated program objectives, taking into account both national and state priorities.

The need to ensure that services are targeted for the right clients and can be accessible to all eligible clients is a critical area for improvement. This is not to say that CLC’s are not including priority client groups but they are not ensuring that the most disadvantaged receive services ahead of other perspective clients with similar legal issues but not necessarily the level of vulnerability or disadvantage. Given the level of resources available to deliver services going forward this becomes an important issue to develop guidance and systems around.

Inconsistent service practices, processes and systems

CLC’s have also established their own internal systems and processes to manage the day to day operations and reporting requirements within each CLC. There are currently no jointly agreed systems or practices that all CLC’s can access and use to improve consistency and operational effectiveness.

Another issue related to CLC service practices is the level of inconsistency in the way CLC’s collect, input and record the information required into the current national information and data service, CLSIS. This prevents the funding bodies from analysing CLC performance and holding them accountable for the effective and efficient use of government funding.

The new national system being developed by NACLC will address a number of these issues. However, there is still a need for South Australia to define and provide guidance around data collection and data requirements as part of the ongoing management of the South Australian CLC service system. Taking the opportunity to improve the consistency of collection of data, at the same time as CLSIS is improved, will place South Australia in a far stronger position to understand and interpret its performance results. Better quality data and a new IT system will both contribute to the depth and quality of analysis and, ultimately, to improved forward planning (demand model and service specification).

Variability in usage of limited resources

Table 4 below is an extract from the Current State Assessment Report which provides a quick reference overview of CLC’s activity levels and funding. A calculation of crude ratios has been undertaken as part of the summary. This reference is illustrative of the variability and scale of difference in the way each CLC operates and uses resources to deliver legal assistance services in their stated geographies. Another issue identified is the variability of the use of volunteers to assist in supporting service delivery. Volunteer numbers range from 1 to 45 as can be seen form table 4.

Such high degree of variability in the use of limited resources presents an opportunity for the funding body to utilise funding arrangements to re-focus and direct CLC resources towards the provision of core services, and motivate them to achieve operational efficiencies in non-core / support service areas and overhead expenditure.
### Table 3 – Extract from Current State Report

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<th>Women</th>
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<td>(as per 2014-2015 Budget)</td>
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<td>Labour costs per client (budget data)</td>
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<td># of Information activities per client (CLSIS data)</td>
<td>1.71</td>
<td>1.01</td>
<td>0.54</td>
<td>0.74</td>
<td>0.41</td>
<td>0.0</td>
<td>0.17</td>
<td>0.39</td>
<td>0.6</td>
</tr>
<tr>
<td># of Advice activities per client (CLSIS data)</td>
<td>0.94</td>
<td>1.85</td>
<td>0.72</td>
<td>1.19</td>
<td>1.78</td>
<td>0.63</td>
<td>1.24</td>
<td>3.29</td>
<td>1.5</td>
</tr>
<tr>
<td><strong>Scope</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Geographic scope</td>
<td>General - local Disability - Children &amp; Youth state</td>
<td>Local</td>
<td>Local</td>
<td>Local</td>
<td>Legal - local Mediation - state</td>
<td>State</td>
<td>State</td>
<td>Local</td>
<td>m/a</td>
</tr>
<tr>
<td><strong>Specialist service</strong></td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Partly</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>m/a</td>
<td></td>
</tr>
</tbody>
</table>

* Welfare Right Centre engaged and coordinated an additional 70 volunteer lawyers who provided pro bono legal assistance services to 600+ clients at the Centre’s Homeless Legal Clinic to the value of around $600 000 (these services and client numbers were not reported in the CLSIS database, nor were they included in the table above).

** All sources of funding were included. In some cases CLC funding was directed towards provision of services that were not necessarily reported in CLSIS (e.g., Central CLS received $410,000 of annual funding for 3 years for the provision of Consumer Credit Law services. Service and client statistics associated with this funding were not recorded in CLSIS and in the table above. Staff numbers associated with this service were also excluded from the table above).

Source: Budget, funding, service statistics (2014-2015 reports), staff numbers were obtained from CLC interviews and through the data validation process in November 2015.

### Lack of clarity around CLC service scope

Current scope of CLC services is broad, varied and not limited to legal assistance only. Some CLC’s provide mediation services and financial counselling support. Services are provided across a wide range of legal matters, and at various points of legal process (starting with prevention and early intervention activities and ending with dealing with crisis situations). Stakeholders representing client advocate organisations highlighted the lack of clarity around CLC scope and the need for CLC’s to inform and educate community organisations, government agencies, and legal/non-legal service providers about their services, client eligibility criteria, and service access channels in order to avoid inappropriate referrals and duplication of effort / services across providers.

Addressing the lack of clarity in nature and scope of services provides an opportunity to ensure that:

- CLC resources are not used to deal with non-legal issues that are better addressed by other providers
- legal issues better dealt with by other avenues other than CLC’s are directed appropriately
• the specialist legal capability and knowledge of CLC’s, accumulated over many years in specialist areas of law such as social security, is solely directed to delivery of legal services, and
• referrals between CLC’s and other service providers are timely and efficient

Duplication of effort in provision of information and generalist legal advice

The review identified significant duplication of effort in the development of resource materials and the provision of information and generalist legal advice across CLC’s and other legal assistance service providers. Given the nature and independence of CLC’s and other legal assistance sector services (LSC, ALRM, D&FV Services) there has been a significant amount of good work undertaken in the provision of quality information and resources, access to hotlines/support lines for potential CLC clients and training of other providers, agencies and communities in regard to access and provision of legal assistance and support. The LSC is funded to provide a statewide Legal Helpline service (Information and Advice service), that is equipped to be the central point of contact for all South Australians. The Commission has also developed and maintains a comprehensive on-line information resource – the Law Handbook, which contains an overview of the law in South Australia presented in everyday language. The Law Handbook outlines people’s rights and responsibilities in a range of legal areas and advises on where South Australians can go for more assistance.

However these information and advice resources have not been utilised in a planned and consistent manner across the CLC sector and are seen more as a supplement to the information and resources that have been established by CLC’s for their own constituency. For example, Women’s Legal Service also provides an information helpline which is open 5 days a week from 10am to 4pm and staffed with 4-6 volunteers per day. Volunteers manage the calls on 3 lines. There is strong risk management in place - volunteers are supervised by a person with over 5 years of legal experience. Women’s Legal Service emphasised they are often able to provide more in-depth and comprehensive advice to assist a woman with the next steps with respect to her legal issue(s) and can spend up to half an hour assisting a caller.

The current state analysis identified that a large proportion of all CLC work relates to the provision of information and advice, as seen from Figure 3 below. By crude count, the level of information and advice activities amounted to 91% of total CLC activities recorded in CLSIS in 2014-2015. Respectively, information was 25% and advice was 66% of count. It is important to note that this percentage does not reflect the work effort associated with completion of these activities as provision of information may take only 10 min of a person’s time whilst workload associated with managing a case may add up to a week of full-time effort.

Figure 3

Services by Activity Type (all centres), 2014-2015
The review has identified (even with limitations of data quality noted previously) that significant work should be done across the sector to streamline information and advice practices so that more time can be spent by CLC’s delivering individual legal support and assistance through a greater level of complex advice or casework provision, particularly in coordination with other non-legal service providers. New ways to provide information and less complex advice services should be established so that CLC’s can focus on appropriate levels of legal support for the highest priority clients, as directed by the NPA and the state.

Streamlining information and advice service delivery provides opportunities for CLC to consider more contemporary ways of delivering their services as well as responding to client preferences in how receiving and accessing information / advice and use of technologies such as Skype, information portals, one-stop telephone support etc.

**Lack of triage practices**

Given that the demand for services will nearly always be greater than the capacity to address the demand, many public service sectors now use a process of intake and triage to appropriately and effectively channel demand to the right response or services. For example, Health and Child Protection Services have built intake and triage processes into their “front end” decision making to determine which clients require and need a service and provide alternative pathways when a client does not meet the threshold or eligibility for services. Clear entry criteria are detailed and a single pathway (either centralised / regionalised or localised) is provided to assess each request for service. The assessment includes gathering the information needed to inform the assessment, verifying any mandatory conditions are met and using tools to determine eligibility and/or priority.

The current state assessment also identified that 35,000 referrals are made either between CLC’s or from other providers to CLC’s. A large proportion of these referrals are due to the issue of legal conflict. This issue could be identified as part of an initial eligibility and triage process and would provide clients with a more direct route to services.

**Some generalist services tend to focus on low priority matters**

Another issue of note from the current state data analysis is the type of matters that are currently being actioned as part of the CLC’s provision of legal services. This analysis has identified the breadth of work that CLC’s are undertaking. Currently 151 specific matter types can be coded into the CLSIS system ranging from assistance with parking fines to representation in Family Law related matters. For the purpose of this service review, the 151 matter types were aggregated into 28 higher level groupings. In doing this it can be seen in Figure 4 that the matter types with the highest count of services performed are Family Law related matters (including Child residency/contact, Property (family) and Divorce), Government pensions and benefits, Civil Law, Disputes (Relationship issues and Neighbourhood disputes) and Credit and Debt matters.

Figure 4 also identifies that both Women’s Legal Services and Welfare Rights Services are focused on addressing their areas of expertise and dominate the counts for matters that can be attributed to their area of specialization. That is Family Law, Child Protection and Domestic and Family Violence matters are the highest priority for Women’s Legal Services and Government Pensions and Benefits for the Welfare Rights Centre.

Figure 4 also demonstrates there is currently significant effort attributable to lower priority matters (e.g., Civil law matters other than Credit and Debt, or low priority Family law matters), such as Relationship issues, Neighbourhood Disputes, Motor Vehicle issues, Employment related matters and Wills and Probate.
Specialisation and expertise is a critical component for many service systems. The ability to ensure targeted needs are met and priority populations receive services needs to be embedded into a service system. The options available are either to ensure that all generalist providers quarantine parts of their service levels for these identified groups or establish specialist services to deliver the services directly. Specialist services can extend and expand the services provided in generalist centres by offering training, advice and support to staff on particular areas of expertise.

One of the priority areas of the South Australian Government is to decrease the occurrence and impact of Domestic and Family Violence. Research highlights that domestic violence is a gender issue and so having the ability to support women through these circumstances is of paramount importance. Stakeholders highlighted that having a strong women's legal focus provided the opportunity to establish close working relationships between regional domestic violence services and CLC's in providing targeted advice and services to women experiencing domestic violence, especially as CLC's are often the only avenue of legal advice and support for women. Working in partnership often assisted clients to crystallise their thinking and better utilise resources across both agencies.
3.2.3 Key Findings - Sector related issues

Lack of evidence base for optimal funding allocation decisions

Previous funding distribution across CLC’s has been historically based, with funds being largely allocated based on previous year amounts. There has been a lack of systematic demand planning to inform an optimal resource allocation model with clear requirements and targets, resulting in the likely sub-optimal allocation of funds and the limited ability, from a funder’s perspective, to direct services to the areas and clients with the most need.

Consistent with the approach taken by the Commonwealth NPA Funding Allocation Model, South Australia has the opportunity to invest in its understanding of overall demand for services and then design, fund and evaluate services based on stronger, quantitative evidence of forecast demand, actual demand, and the nature of services accessed. Over time, South Australia will build a more mature understanding of demand in the state enabling it to ensure its service delivery is targeted and based on demand trends.

Limited inter-agency collaboration and case coordination

Most of South Australia’s CLC’s operate as standalone, autonomous, and independent organisations. There is limited, formally documented collaboration and information sharing processes between CLC’s and with other related organisations (e.g., the LSC), although some CLC’s developed individual-based informal relationships with select community organisations. Each CLC established their own service model and operational practices that have grown progressively over time; there is no single practice framework that guides the roles and accountabilities of the services and there is no state-wide coordinated outreach program.

Most clients that are receiving legal assistance and support from CLC’s also have other identified vulnerabilities and issues that are the underlying reason that has led to the need for legal advice and representation. CLC’s have identified that they are not only assisting clients to access other support services but are needing to take on the primary casework role and coordination across agencies to ensure delivery of services. There is a need to consider how the legal assistance sector and other community based and government provided health and human services are working together on an ongoing basis. At this point the arrangements are informal and driven by individual client needs rather than by a formally agreed frameworks and protocols based on the need for multidisciplinary responses to clients with complex need.

Improvement in connectivity between CLC and other services provides the opportunity to leverage cross-sector knowledge, frameworks and operational practices to deliver enhanced effectiveness and efficiency in health, human services and legal services for disadvantaged South Australians.

Potential future contribution by University Law Clinics has not been recognised

One of the service models from the research that has informed the development of the new model has been the success of established Law Clinics within universities both across Australia and internationally. Law Clinics are usually provided from university buildings (owned or rented) and have resources and support from a Law faculty as part of the operational delivery. Law Clinics also provide the co-ordination and supervision of law students as volunteers as part of clinical placement course requirements. A number of benefits have been identified by researching existing and operational Law Clinics (e.g., Kingsford Legal Centre, University of New South Wales and Harvard Law School Clinic, Harvard University) including:

- involvement of students assists in building capacity and supply to address demand for services
- students have the opportunity to develop skills in community legal settings and gain an understanding of social and legal justice
- students may consider community legal service as a career avenue
- professional volunteering by alumni is fostered
Currently each of the three main universities in South Australia provides legal clinic services to the community. However their hours / days of operation as well as service scope are limited:

- Flinders Legal Advice Clinic operates at two locations once a week, with the On-Campus Clinic offering appointments on Tuesday mornings during the semester and the Cooinda Clinic being open every Wednesday morning throughout the year.
- The University of Adelaide Law School operates three legal advice services as part of their clinical education program: Adelaide Legal Outreach Services (is open each Friday during the University terms), Consumer and Credit Legal Advice Service (in collaboration with Central CLS), and the Magistrates Court Legal Advice Service.
- UniSA Legal Advice Clinic is based in the Law Building at UniSA’s City West Campus, offering services from this location Monday to Friday. Legal services are also offered at the Port Adelaide Magistrates Court on Fridays, and at the Elizabeth Magistrates Court each Tuesday. Free financial counselling is also available as part of the Elizabeth Magistrates Court service.

There is an opportunity to extend the scope of services and boost the capacity of the existing University Law Clinics to enable sustainable provision of metropolitan community legal assistance.

The Law Clinic model would assist in addressing the concerns raised by a number of CLC’s that there is limited capacity to include law students in daily service delivery, given the effort and resources required to coordinate and supervise them. From a university perspective, the Law Clinic model not only provides an opportunity for students to gain valuable practical training and contribute to the wellbeing of the community but also provides an opportunity to develop and maintain strong alumni connections through engaging alumni students as professional volunteers, as well as promoting community legal services as an important legal service.

Research has highlighted the success of co-operative arrangements with Law Clinics both nationally and internationally and this is seen to be a potential inclusion for the new South Australian service system to deliver both services directly and to provide greater level of co-ordination and supervision for law students as part of the volunteer workforce of the sector.

Unexplored opportunities to improve efficiencies at the sector level

Business Services are support functions that have historically been provided in house in most non-government service providers. Providers have established capacity to undertake Financial Management, Human Resource Management, Risk Management and Governance, IT systems development and support. Based on 2014-15 budget information, approximately 20% of all CLC funds ($1.1m of $5.5m) is spent on business and administrative support for CLC staff and activity.

Over the past number of years, and in response to funding reform (including outcomes focused and individualised funding arrangements), a number of other sectors have developed mechanisms to manage common systems and processes across a number of organisations to better support their capacity to deliver front line services. The focus has been on achieving efficiencies in support functions to enable greater focus on quality services from the point of service delivery to the client. An example of this change is the disability sector, given the introduction of the National Disability Insurance Scheme. Disability services in various locations are connecting and forming alliances to build financial and case planning systems and tools to support the move from block funded services to individual purchase packages.

There are some initiatives underway in the CLC sector in other states. The Community Legal Centres Association (WA) is exploring a range of opportunities to build the sustainability of the CLC sector. This has included a focus on potential alternative streams of revenue for CLCs as well as opportunities to achieve greater efficiency through co-location, amalgamation of functions and other partnerships. Similarly, NACLC has recently appointed a new position of Member Services Officer who is responsible for coordinating and delivering services that result in cost savings and/or greater efficiencies. This position is currently collecting information from across CLCs in NSW to inform initiatives in a range of areas including the potential for co-location and amalgamation, as well back office efficiencies such as bulk-purchasing of financial auditing services.
4. Proposed Future State Community Legal Service Model

4.1 Introduction

This review revealed that South Australian CLC’s operate as standalone, independent and autonomous organisations. Many examples of leading practices and organisational strengths were highlighted at an individual CLC level, including, for instance, responsiveness to legal needs of priority client groups, strong connectedness with the local community, and extensive engagement of pro bono volunteers and students to deliver critical community services by some centres. However, it was evident that there is a significant opportunity to build on these leading practices, whilst taking a system and a sector-wide approach to community legal services in order to implement a sustainable model for the future.

As a result of this review, a more integrated model has been identified to deliver community legal services across South Australia in a sustainable manner, within the context of NPA. The model is aligned with the identified NPA and state priorities, and provides for new service delivery approaches and mechanisms.

The structure of the service system can have an important impact on the community legal sector’s ability to deliver effective targeted services, promote the importance of collaboration and coordination and create an efficient operational framework. The implementation of proposed changes to the existing model for the delivery of legal support and assistance to disadvantaged South Australians will provide significant benefits.

A significant aspect of the model is to ensure that as much funding is provided for more direct community legal assistance to priority clients, by leveraging already existing functions and services in place. The aim is to ensure that more funds are targeted to client service delivery by streamlining and integrating some aspects of delivery.

An integrated model is different from a centralised model. Whilst there are opportunities to centralise some functions to drive economies of scale, functions that need to be delivered within or close to the client to ensure high quality service outcomes remains a significant driver for the design of the model.

4.2 Principles for service delivery

The following is an overview of the service principles that apply to the new model to ensure that South Australia can effectively, efficiently and sustainably meet the needs of disadvantaged people in need of legal assistance.

- **Available** - Clients are able to access timely services through multiple channels to best meet their individual requirements
- **Accessible** - Services are provided across the state and as needed by clients in locations that ensure localised service provision in the proximity of where the client resides
- **Agile** - Services for all eligible clients across the state, whilst also seeking to drive efficiencies in support systems and client access processes through standardisation and creation of state-wide pathways
- **Collaborative** - Services work together and develop multidisciplinary or joined up service approaches at the local level to achieve better outcomes for clients
- **Holistic** - Services are integrated to minimise multiple and access points and referrals pathways
- **Empowering** - Clients are given the opportunity to ‘have a voice’ enabling them to influence decisions regarding their service arrangements
- **Individualised** - Services are tailored to meet the clients’ specific needs including the use of new technologies to ensure all other client related principles are able to be met
- **Culturally proficient** - Services are sensitive to unique client needs arising from culture
• **Proportional** - Services are funded for and provide services in line with the varying intensity of client needs
• **Economy** - The state and its citizens receive ‘value for money’ for public funds, productivity is maximised improving the outcomes for clients
• **Sector capability** - Legal assistance service delivery models retain and support required capability, including specialist capability (e.g., social security specialisation or interpreter services)
• **Streamlined** - Services designed to minimise duplication as well as create a more structured and streamlined system that provides for operational consistency and a focus on standardised customer service
• **Continuous improvement and Performance-driven** - Legal assistance service delivery models are continuously reviewed for improvement and innovation and performance is measured at system, service and individual levels which promotes quality and efficiency in service delivery

### 4.3 High level benefits of a new Community Legal Service Model

The decision to build an integrated statewide approach to delivery of client services presents an opportunity for the South Australian AGD to ensure that:

- all services are directed to the most disadvantaged clients
- that a coordinated and planned approach is in place to focus the Community Legal sector on priority legal advice and casework
- equity of access is provided
- standards and delivery requirements are adhered to.

Appropriate standardisation and the integration of “front end” services will streamline service delivery and ultimately deliver a high quality and seamless service to citizens across the spectrum of legal assistance service delivery (Information, Advice, Casework and Community Legal Education) and will provide some opportunity to ensure that non-eligible clients are referred to other appropriate options. The high level benefits of the proposed model are described in Table 5.

<table>
<thead>
<tr>
<th>Table 4: High level benefits of proposed service delivery model</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Adopt a holistic approach to service delivery</strong></td>
</tr>
<tr>
<td><strong>Realise efficiencies and process improvements</strong></td>
</tr>
<tr>
<td><strong>Strengthen governance</strong></td>
</tr>
<tr>
<td><strong>Create a collaborative culture</strong></td>
</tr>
<tr>
<td><strong>Enhance client access</strong></td>
</tr>
<tr>
<td><strong>Improved equity of access</strong></td>
</tr>
</tbody>
</table>
4.4 Community Legal Service – Proposed Future State Model

- Demand Management
  - Attorney Generals Department
  - Budget Holder and funder
  - Memorandum of Understanding
  - Statewide Delivery Model
    - Information Support Line
      - Triage and Referral
    - Eligibility Assessment
      - Administrative Functions
        - HR/IR
        - Finance
        - Systems Reporting

- Funding Agreements in place with all Community Legal Services
  - Sector Wide Planning and Development
    - Demand Model
    - Service Specifications
    - Innovation and Development

- Supply and response
  - MEDIATION Specialist Service
  - WOMEN and CHILDREN Specialist Service
  - WELFARE RIGHTS Specialist Service
    - Generalist services (between 3 - 4 Geographical coverage areas determined through demand analysis)
      - Regional Northern SA
      - Regional Southern SA
      - Regional Western SA
      - Central (incl. CBD)
    - Alternative delivery models (including University Law Clinics)
    - Other including ALRM, D & FV, Victim Support Services
  - Service Specifications
    - Statewide includes outreach
    - Statewide includes Outreach
    - D&FV, Child Protection, Family
    - Free legal service for financially disadvantaged
    - Statewide includes Outreach
    - Welfare recipients in need of support to address administrative decision
    - Free legal service for financially disadvantaged

- Continuous Improvement and Development
  - Workforce
  - Training Calendar
  - Volunteer Coordination
  - Partnerships
  - Technology

- Integrated, flexible, multi-channel service delivering models with human services and health
4.5 Key features of the proposed model

4.5.1 Demand management

The model aligns all activities and decisions related to the management of demand and eligibility for services into a single, integrated point of entry. The system has been designed to ensure that a standardised Eligibility Assessment is undertaken based on minimum criteria (location, priority client indicator, conflict, and income & asset test) and consideration of client characteristics and the nature of the legal matter. The system also incorporates a mechanism for determining whether other alternative services exist to address the client need prior to referral to a Community Legal Service for legal assistance. The intake and triage process will need to be applied by each service where clients either directly access or are referred by a local community based service.

4.5.2 Service system stewardship

The model requires that the South Australian AGD act as the accountable agency for the implementation of the NPA, Budget Holder and funder of services to build capability and capacity to coordinate and support the ongoing planning and development of the Legal Assistance sector (including the Community Legal Services) as part of the Collaborative Service Planning Framework identified in the NPA. Effectively this makes the AGD the Design Authority and no change to the service system would be undertaken without the consideration, input and approval of the AGD.

4.5.3 Client driven service access not centre-based

As stated above, the model is premised on agile and flexible service delivery. Outreach would be the primary mode of service delivery, coordinated and undertaken in partnership with other community based services in locations around the state, particularly in rural and remote areas. Outreach would be supplemented with technological solutions to improve communication and access. The model significantly moves away from the provision of a centre based, fixed geographic approach to service delivery to one that focusses on supporting the client as close to their community as possible. It is noted that advances and penetration of technology solutions, since the last review of CLC’s in South Australia, now makes technological changes in service delivery far more achievable and amenable for client groups.

Apart from ensuring that there is capacity to deliver generalist community legal services across the state based on primarily geographic locations (e.g., Northern SA, Western SA and Central SA), the model identifies a requirement for targeted assistance through specialised services such as Women and Children and Welfare Rights Assistance. It is envisaged that these services will need to also reflect more agile and flexible service delivery, with the need for colocations and collaboration with other service providers. These CLC service models would also need to align to new approaches in place for front end service delivery, in line with new state approaches and specifications for delivery of services for these client groups. However, it should be noted that given the nature and needs of the clients that utilise the Welfare Rights Service that this service will have a high level of self-referrals and “walk-ins” compared to other community legal services.

4.5.4 Support for the provision of community legal services

The model incorporates a number of the integrated functions intended to support the provision of core CLC services and to be delivered as a statewide service. The support functions that are identified to be undertaken as a statewide service include Eligibility Assessment, Triage and Referral management, Information Support Line and Administrative functions.

The following table identifies critical elements for integration and centralisation as part of the overall model.
The preferred option for the delivery of these integrated statewide support service functions would be the Legal Services Commission. This is based on the following rationale:

- The LSC is identified as the provider of these functions given they currently have these functions within their organisational structure and this would provide a level of efficiency and greater collaboration and coordination between the LSC and the CLC’s.

- The LSC structure and organisational design includes access to quality business services such as Finance, Human Resources and IT system support. These service lines can be enhanced to take on board the management of CLC business and administrative functions at low cost therefore reducing the need for each CLC to establish their own internal capacity, institutes a unified support function that can deliver across the sector and provide improved capacity for performance reporting through integrated data and information systems.

However, if this option is not viable to pursue then it is considered having a Community Legal Services Collective established with all successful providers identified through a statewide procurement exercise would provide a more strategic framework for the services to jointly agree, develop and implement in consultation with the Attorney Generals Department to ensure integrity to the overall aims and objectives of the model.

This would require the selected Community legal services (in consultation with other legal assistance providers) to develop and submit a coordinated package of services that will address each of the elements and be provided either centrally within resources or as part of distributed functions across a number of centres of excellence (e.g., A single CLC is identified to provide integrated functions for all other CLC’s)

### Table 6 - Statewide service elements

<table>
<thead>
<tr>
<th>Current issue</th>
<th>Current issue</th>
<th>Evidence</th>
<th>Evidence</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Significant CLC effort spent on provision of Information and Advice&lt;br&gt; • “Brick and mortar” model is not well placed to service disadvantaged clients in regional, remote, rural areas, indicating significant unmet legal need&lt;br&gt; • Duplication of effort in developing and maintaining information materials</td>
<td>• There is a lack of focus on priority client groups and priority legal matters&lt;br&gt; • Significant CLC effort is spent on referring clients to other service providers and agencies&lt;br&gt; • There is a lack of written prioritisation procedures or guidelines</td>
<td>• Information and Advice account to 91% of all CLC activity (by count)&lt;br&gt; • Geographical mapping of historical demand shows CLC’s largely service clients residing in postcode in proximity to their office, indicating that rural and remote clients do not receive enough CLC service coverage&lt;br&gt; • Limited use of technology to reach remote clients&lt;br&gt; • Each CLC develops and maintains information materials</td>
<td>• CLC comments: “our client base has expanded over time from the most underprivileged clients to other more active and resourceful people, potentially leaving the most disadvantaged clients under-serviced”&lt;br&gt; • Service statistics show that volumes of low priority matters exceed significantly the volumes of priority matters</td>
</tr>
</tbody>
</table>
4.6 Overview of required changes

Below is an overview of the key elements that form the basis of CLC service delivery and a description of the changes proposed from the current state to the new model.

<table>
<thead>
<tr>
<th>Element</th>
<th>Current Service Delivery mode</th>
<th>Future Service Delivery mode</th>
</tr>
</thead>
<tbody>
<tr>
<td>Information and Resources</td>
<td>▶ All CLC’s provide an information and resource service</td>
<td>▶ Access to statewide service for the provision of initial information and resources is a pre-requisite</td>
</tr>
<tr>
<td></td>
<td>▶ CLC’s provide open access to consultation sessions in which information and resources are provided and where follow up action (if needed) is identified</td>
<td>▶ CLC’s collaborate on the library of resources required to address enquiries</td>
</tr>
<tr>
<td></td>
<td>▶ Some CLC’s have information lines in place to support telephone enquiries from clients or other service providers</td>
<td>▶ Resources are available on an online portal and if required CLC’s provide information to clients who “walk in”</td>
</tr>
<tr>
<td></td>
<td>▶ Some use is made of National funded legal hotlines or the LSC Information line but this is ad-hoc and not required before a CLC provides a service</td>
<td>▶ Identification of potential clients for CLC services is undertaken, eligibility assessment applied and referral is made for service</td>
</tr>
<tr>
<td>Eligibility Assessment</td>
<td>▶ Each CLC undertakes an eligibility assessment however there are no standardised assessment tools or verification processes</td>
<td>▶ Standardised tools and assessment process in place</td>
</tr>
<tr>
<td></td>
<td>▶ Potential clients access and attend service outlets as first point of contact</td>
<td>▶ Statewide capability established to undertake eligibility assessment given initial point of contact is through the centralised Information and resource line</td>
</tr>
<tr>
<td>Triage and Prioritisation</td>
<td>▶ CLC’s provide open access to consultation sessions in which information and resources are provided and where follow up action (if needed) is identified</td>
<td>▶ Potential clients access and attend service outlets as first point of contact where eligibility assessment is applied as a pre-requisite to service</td>
</tr>
<tr>
<td></td>
<td>▶ Data on legal needs and unmet demand is not consistently collected</td>
<td>▶ This could be completed at either the statewide or local level utilizing the standardised tools</td>
</tr>
<tr>
<td>Administrative Functions</td>
<td>▶ Each CLC establishes and operates administrative service functions including:</td>
<td>▶ Centralised administrative functions provided as “back office” support for all CLC’s</td>
</tr>
<tr>
<td></td>
<td>o Finance</td>
<td>▶ Consistent systems and practices in place to support an integrated business management function and improved statewide reporting</td>
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<tr>
<td></td>
<td>o HR / IR</td>
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<td></td>
<td>o IT Systems and Support</td>
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<td></td>
<td>o Performance Reporting</td>
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<tr>
<td></td>
<td>o Information and training resources</td>
<td></td>
</tr>
<tr>
<td>Service Delivery Model</td>
<td>▶ Centre based service models</td>
<td>▶ Increased outreach and outpost services to focus on client directed access rather than centre based driven access</td>
</tr>
<tr>
<td></td>
<td>▶ Outreach is limited</td>
<td>▶ Alternative delivery model that require collaboration and co-location with other providers or</td>
</tr>
<tr>
<td>Direct Service Provision</td>
<td>Provided by CLC’s</td>
<td>Provided by CLC’s</td>
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</tr>
<tr>
<td>Operational Practices and Framework</td>
<td>Each CLC has a self-designed operational model and practice guidelines</td>
<td>Statewide Practice Framework that guides service provision</td>
</tr>
</tbody>
</table>

- **multidisciplinary service**
  - Limited use of technology in supporting clients

- **service hubs, such as health and human services agencies, to deliver joined up and coordinated services for clients with needs other than legal assistance and also considers expansion of university based law clinics**
  - Multidisciplinary and joined up delivery with other human services and health services
  - Improved use of technology (including videoconferencing and skype, Mobile apps, chat rooms and increased use of social media)
5. Implementation planning

The implementation of the recommended Community Legal Services Model should be managed as a program that considers and aligns all significant change activity.

The approach to implementation should be benefits and client outcomes driven, prioritising activities with highest benefits potential. It is critical that all initiatives are aligned with the new model implementation to realise target outcomes through:

- Provision of a clear vision and journey for CLC leadership and staff and for other impacted community service providers, showing how each initiative progresses sector participants on the journey
- Delivering clear messages and active coordinated management of change to all parts of the legal assistance sector
- Utilising a robust procurement framework to provide aligned and consistent incentives to embed leading service practices in CLC operations and improve client outcomes
- Focusing on both efficiency and effectiveness across the end-to-end client journey, from first point of contact with CLC or referring agencies to post-service support and guidance (e.g., CLE)

5.1 Implementation approach

The implementation approach focuses on two time horizons:

First 6 months (Jan 2016 – Jul 2016)

- Perform detailed 12-month implementation planning
- Prepare 2016-17 funding agreements
- Commence process for service procurement for the period of 2017-20
- Work with stakeholders and LSC to agree the model for statewide support services
- Design CLC performance management framework
- Agree Scope of services and drive common definitions of services categories and delivery approaches across CLC’s
- Facilitate discussion and document formalised agreement with the universities around potential scope of engagement
- Drive improvements in client pathway and referral practices from the citizen perspective

The following 12 months (Jul 2016 – Jul 2017)

- Implement rigorous, ongoing and collaborative demand planning processes
- Manage service procurement for the period of 2017-20, facilitate transition
- Manage CLC performance in line with the performance framework
- Increase overall participation rate of voluntary workforce across CLC’s
- Standardise client eligibility and prioritisation criteria and centralise triage process
- Facilitate identification of investment, funding or sponsorship options for CLC’s, including non-government sources
- Drive consolidation and streamlining of support services across all CLC’s
- Drive the establishment of formalised strategic partnership arrangements across the service system
- Continue to provide system stewardship

5.2 Implementation roadmap

The implementation roadmap together with supporting detail below provides an overview of activities across three workstreams that should form a part of the change program. Three workstreams are: Service Procurement, Service System Changes and Service System Stewardship.
Implementation roadmap

- Essential activity
- Desirable activity
- Acquisition plan approved
- Milestone
- Higher priority clients receive service
- Outcome

- Critical success factors:
  - Consistent service delivery
  - Higher priority clients receive service
  - Higher risk appropriate referrals

- UCL and CLC’s are positioned to:
  - Deliver more efficient, less costly & consistent service delivery
  - Ensure priority clients receive service
  - Improve consistency of CLC practices

- 6-month performance analysis presented
- 12-month analysis demonstrates:
  - 5% improvement in efficiency
  - 10% increase in output activity

- Service System Change
  - Plan A:
    - Negotiate provision of information, training and support services with UCLC
    - Draw M&U (scope, cost, timing)
  - Plan B:
    - Facilitate detailed design and consultation with CLC’s
    - Agree student placement strategy with universities to support sustainable service provision

- Design of CLC Performance Management Framework for 2017-18
  - AGD to be the designated manager of CLC performance
  - Manage CLC’s performance in line with the Framework
  - Annual analysis of service data to assess Leadership
  - UCLC’s need to implement targets & performance indicators (new funding agreements)

- Implementation of the Whole of Government coordination activities
  - Reduce unit net
  - Improved outcomes for clients with complex needs

- Improved consistency across CLC actions

- Service System Development
  - Establish Innovation and Development Fund
  - Allocate funds/negotiate for innovation projects
**Service Procurement – key workstream activities (essential initiatives only)**

### 2016-17 Funding Agreements:
1. **Develop detailed service specs & reporting requirements**
   - Define objectives, outcomes, outputs and inputs
   - Develop Service principles
   - Detail System non-negotiables
   - Define geographical coverage
   - Outline eligibility criteria and process
   - Confirm Service description and delivery requirements
   - Develop performance measures
   - Develop contract monitoring and reporting requirements

2. **Determine funding allocations, negotiate 2016-17 funding agreements and execute agreements**
   - Define individual CLC funding levels based on the analysis of past performance and demand projections
   - Draft agreements, obtain approvals and release to CLC's
   - Consult/negotiate with CLC's on conditions and targets (collectively and individually)
   - Execute agreements, distribute signed copies

### 2017-20 Funding Agreements:
1. **Develop Acquisition Plan for approval**
   - Procurement Method
   - Contract Term, Conditions and objectives
   - Quadrant assessment
   - Value and Life Cycle costs
   - Funding levels and scope
   - Governance
   - Policies and Regulations
   - Market Analysis (internal and external)
   - Risk and opportunity analysis
   - Market Approach
   - Specifications Overview
   - Sustainability Impact Assessment
   - Industry Participation/Policy requirements
   - Contract implementation and management
   - Probity and Evaluation
   - Procurement Timeframes
   - Financial Approval
   - Procurement Approvals

2. **Develop tender**
   - Develop draft Service Specifications
   - Develop tender documentation
   - Develop Evaluation Plan
   - Establish Evaluation Panel and Evaluation Panel Support Team
   - Submit Tender Documentation for approval

3. **Tender and Evaluation process**
   - Pre-tender briefing
   - Release Tender

4. **Review and Approve**
   - Conduct clarification meetings
   - Evaluate further information provided during clarification meetings
   - Shortlist service providers
   - Negotiate contract details with selected shortlisted providers
   - Evaluation Panel members endorse recommendations

Obtain ministerial approval and inform providers:
1. Develop briefing paper
2. Submit for approval
3. Develop Communications Plan
4. Debrief successful and unsuccessful providers
5. Announce new program and providers

**Contract Implementation and Transition**
1. Establish formal arrangements between new providers and LSC Support Hub to develop Practice Framework and detail operational interfaces
2. Finalise Service Specification to include details from Practice Framework and statewide Support Hub systems and processes
3. Finalise Performance Framework
4. Develop Reporting tools
5. Submit documentation for review and AGD endorsement
6. Review contract negotiations and finalise any changes if required
7. Execute new contracts
8. Establish AGD Program Management Unit including Design Authority
Service System Changes - key workstream activities (essential initiatives only)

**Plan A:**
- Negotiate provision of Information, Triage and Support services with LSC and facilitate detailed design and consultation with CLC's
- Agree on SC's understanding model
- Implement agreed practices at individual CLC level, inform referring agencies of scope & eligibility
- Ensure CLC's are utilising and maintaining a single set of shared Information materials

**Plan B:**
- Facilitate detailed design and consultation with CLC's
- Agree alternative approach and timing to centralise provision of Information, Triage and Support services
- Centralisation ready to commence
- Implement consolidated Information, Triage and Support services

**Plan B (in case Plan A is not feasible / partly feasible):**
- Agree future scope, implement remote funding arrangements for University Law Clinics
- Assist Universities to expand capacity and capability of existing UniLaw Clinics
- Discuss the components of the service delivery proposed for consolidation and centralisation with CLC's
- Discuss / negotiate alternative service delivery approaches for these components
- Document agreed approach: overview of the services to be provided, timing of implementation, and the process for development of detailed operational requirements
- Facilitate detailed design of processes, systems, tools, governance and reporting requirements for the centralised provision of:
  - Information services
  - Triage service (Eligibility assessment incl. means testing, vulnerability assessment, referrals)
  - Support services (e.g., administering client appointments, IT, procurement, recruitment, payroll, HR/AR, training, finance and accounting, general administration, recordkeeping, reporting)
  - Work with successful providers for the new services to detail the operational interface requirements
  - Define ongoing management and governance arrangements between the CLC's and LSC
  - Establish data linkage and reporting requirements

**Service System Changes**
- Key workstream activities (essential initiatives only)
- Draft MoU (scope, cost, timing)
- ACD and CLC's agree on approach and timing
- Discuss the Target Service Delivery Model and explain the proposed LSC's role and scope of support services
- Develop draft Memorandum of Understanding that provides an overview of the services to be provided, timing of implementation, and the process for development of detailed operational requirements
- Facilitate detailed design of processes, systems, tools, governance and reporting requirements for the centralised provision of:
  - Information services
  - Triage service (Eligibility assessment incl. means testing, vulnerability assessment, referrals)
  - Support services (e.g., administering client appointments, IT, procurement, recruitment, payroll, HR/AR, training, finance and accounting, general administration, recordkeeping, reporting)
  - Work with successful providers for the new services to detail the operational interface requirements
  - Define ongoing management and governance arrangements between the CLC's and LSC
  - Establish data linkage and reporting requirements

**Service System Changes - key workstream activities**
- Agree CLC's role and scope of services, definitions, priority clients, data recording rules, develop referral pathways manual, consolidate information manuals
- Facilitate multiple CLC working sessions to agree:
  - the scope of generalist services
  - service category definitions
  - priority clients
  - consistent data recording rules
- Facilitate the development of a shared referral pathways manual
- Facilitate consolidation of individual CLC information manuals into a shared set of materials
Service System Stewardship - key workstream activities (essential initiatives only)

- Design CLC Performance Management Framework for 2016-17 (update existing document, if available)
  - Develop a document that defines objectives, outcomes and governance structure to enable contract performance management
  - Detail the following elements:
    - performance standards, including contract Service specifications documented in a clear and measurable way;
    - clear performance measures that relate directly to the standards and Service specifications;
    - a regular review meeting schedule that allows discussion of Service provider performance;
    - arrangements for monitoring and assessment;
    - requirements for collecting and analysing information to provide assurance to AGD that progress is being made towards achieving outcomes and targets set out in the contract;
    - documented processes to address issues raised and set actions, targets and responsibilities of improvements;
    - incentives and sanctions that allow the performance manager to motivate Service provider(s);
    - relationship management processes that enable constructive problem / dispute resolution.

- Determine AGD roles & responsibilities, train/recruit staff
  - Determine additional performance management requirements for AGD arising from the adoption of recommendations of the CLC Service Review
  - Detail additional skills required to effectively manage CLC contracts and present ongoing analysis of service performance to AGD leadership
  - Undertake staff skills assessment
  - Train staff/recruit (if required)

- Manage CLC performance in line with the Performance Framework, provide analysis of service data to AGD leadership
  - Conduct performance management activities in line with the Performance Management Framework
  - Undertake and present analysis of CLC service data and performance measures to AGD leadership to inform funding allocations for the next period (2017-20)

- Utilise data to inform targets & performance indicators in new Funding Agreements
  - Determine objectives, outcomes and outputs for the 2017-20 funding agreements
  - Analyse 2016-17 CLC service data to draw insights and make recommendations on the most effective performance measures for the 2017-20 funding agreements
  - Use this data to formulate individual CLC targets for 2017-20

- Manage collaborative demand planning (incl state outreach program) and input supply / outreach targets into Funding Agreements (2016-17)
  - Request CLC’s to submit their demand projections (supported by evidence)
  - Facilitate demand planning sessions (collective and individual) to inform targets in the 2016-17 funding agreements
  - Request CLC’s to make a proposal of the statewide outreach program
  - Facilitate a working session to work through the detail of the proposal and agree outreach locations and draft targets for 2016-17
  - Input demand projections and outreach targets into the 2016-17 funding agreements

- Discuss potential scope for Whole of Government coordination to address complex and unmet client needs
  - Engage with relevant government and non-government agencies (collectively and individually) to discuss/formalise:
    - potential approaches for complex case management across the justice / human service system to improve ongoing management of clients with complex legal and related need
    - potential approaches to work together in order to identify and address unmet legal need for disadvantaged South Australians
### 5.3 High level risks

The table below sets out the main implementation risks. Further detailed risk analysis (including identification, impact assessment, costing and rating and mitigation planning) will need to be undertaken as part of the work to establish program governance and management.

<table>
<thead>
<tr>
<th>Risk Category</th>
<th>Description and potential impact</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Service delivery</strong></td>
<td>▶ NGO sector lacks capability and capacity to adapt to scale and complexity of changes required, resulting in service failure  &lt;br&gt;▶ AGD led Strategic Initiatives (Statewide service system negotiations, Procurement Planning and Go to Market Strategy) are not implemented fully or in time to meet contractual requirements of providers  &lt;br&gt;▶ Interdependencies are unaccounted for and impact on service quality and/or ability of providers to deliver</td>
</tr>
<tr>
<td><strong>Implementation</strong></td>
<td>▶ AGD procurement capacity and capability is insufficient to deliver the re-contracting implementation plan on time/budget  &lt;br&gt;▶ Governance arrangements are not sufficiently clear or strong to ensure evidence based decision making and tight management of risks and issues and integrity against reform design  &lt;br&gt;▶ Performance reporting and monitoring systems, including IT, are not ready in time to enforce new contracts, resulting in delays to implementation and/or inability to hold providers to account for contractual terms and conditions</td>
</tr>
<tr>
<td><strong>Procurement</strong></td>
<td>▶ NGO sector lacks capacity to respond to procurement processes</td>
</tr>
<tr>
<td><strong>Reputational</strong></td>
<td>▶ Stakeholder backlash in response to (a) changes to contracts; and/or (b) loss of contracts  &lt;br&gt;▶ LSC inability to deliver integrated services to align to CLC needs on a day to day basis and creates system “bottlenecks” that slow timely service responses</td>
</tr>
<tr>
<td><strong>Financial</strong></td>
<td>▶ Inaccurate analysis and/or forecasting results in budget blow-outs (e.g. over-payment of incentives) or unfunded demand (e.g. increase in new cases)</td>
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</table>
5.4 Implementation capability requirements

We understand AGD will maintain a dedicated project person to undertake the management of the ongoing contracts and performance reporting. However, based on our experience advising on other human services procurement of a similar scale and timeframe - as well as evidence from the research and literature review - we anticipate that additional resource and skills would be required to achieve the tasks and timelines set out in the implementation roadmap.

In particular we suggest the following capabilities and experience are available to support the AGD achieve success with the overall reform program and delivery of a new Community Legal Services Program:

- **Program management and co-ordination** - the market engagement and procurement processes will require significant co-ordination by AGD with providers. The team will also need to manage service continuity and implementation risks across the program, as well as managing interdependencies with other legal assistance programs and services.

- **Economic analysis** - actuarial and economic modelling skills will be required to understand demand, as well as financial and quantitative analytics capability to benchmark and model new funding, pricing and payment regimes.

- **Policy and operational expertise** - deep knowledge of the legal assistance system and the CLC operating environment will be critical to developing new policy and operating models to be reflected in the next round of contracts. In addition, understanding of the particular needs of vulnerable groups and priority clients (e.g. victims of domestic violence, Young people, people with a disability, Aboriginal, financially disadvantaged) and ability to consider strategies to address the challenges in legal assistance service provision will be essential.

- **Outcomes setting, performance measurement and payment mechanisms** - knowledge of sustainable processes to measure social justice outcomes and experience designing appropriate performance indicators and payment by results mechanisms will be needed for the new contracts.

- **Market engagement and development** - exceptional stakeholder management, communication and negotiation skills will be required throughout the market engagement work, in addition to knowledge of co-development approaches.
6. Appendices
Appendix 1: Methodology Overview

The methodology applied to this service review includes the following core elements:

- Current state analysis
- Demand modelling
- Literature review
- Future state service model options

A thorough analysis and assessment of all the information collected as part of the above stages and inclusive of testing and validating potential solutions with identified stakeholder groups (as outlined below) has been undertaken.

EY has applied its best practice future state assessment process to identify all the critical or significant issues to be addressed, as well as areas where there are opportunities for improvement. This process has been informed by research and understanding of best practice and contemporary service models that may apply to the South Australian context.

The analysis has been undertaken by EY specialists in the area of Legal Service Provision, Non-Government and community based service provision, Service Planning and System design, Demand Modelling and business analysis, Organisational Design and Service Procurement practices.

Stakeholder engagement and consultation

This service review has involved extensive stakeholder engagement and consultation. Multiple engagement mechanisms were deployed to seek stakeholder input, including stakeholder workshops, group forums, one-on-one interviews and site visits. The following section provides an overview of the extent of consultation and engagement with stakeholders.

Current State Analysis

A half-day group workshop was conducted to establish a common understanding of the legal assistance services sector in South Australia and to:

- provide a high-level overview of CLC service statistics
- discuss client barriers to access CLC services
- understand the degree of service coordination between service providers and common referral pathways (in particular when addressing complex client needs)
- seek input into the demand modelling and literature review components of this review

Workshop participants included government-funded CLC representatives as well as the following organisations:

- Aboriginal Legal Rights Movement (ALRM)
- Legal Services Commission
- JusticeNet
- Commonwealth Attorney-General’s Department, Community Legal Services Program
- Commonwealth Attorney-General’s Department, Legal Assistance Branch
- Department of Communities & Social Inclusion, Office for Women
- Northern Domestic Violence Service
- Women with Disability South Australia
- Brain Injury South Australia

A workshop output report was distributed to all participants for validation and feedback. Most participants provided commentary and submissions complementing and expanding on the information captured during the workshop. One-on-one phone interviews were conducted with the
representatives of two CLC's who were unable to attend the workshop (i.e., Riverland Community Legal Service and Welfare Rights Centre).

One-on-one interviews were also held with the Legal Services Commission (LSC), NACLC, South Australia Council of Community Legal Services (SACCLS), ALRM, the Law Society of South Australia, and the Commonwealth Attorney-General's Department to gain input into the current state analysis.

Two site visits were conducted at the Welfare Rights Centre and the Southern Community Justice Centre. The site visits involved interviewing members of staff and management in a structured format in order to gain deeper understanding of CLC service delivery processes and design and usage of the Community Legal Service Information System (CLYSIS).

In addition to the group workshop and site visits, phone interviews were conducted with each CLC to obtain their feedback on a data book that was developed based on CLSYS statistics. Each CLC had the opportunity to review the data book and provide specific comments on data related to their organisation and aggregated state statistics. In addition to data validation, these interviews followed the same structure as the site visit conversations with the purpose of obtaining each CLC's views on their perceived strengths, good practice examples, issues and barriers, and potential improvement opportunities for the legal assistance services sector in South Australia.

It should be acknowledged that each CLC was co-operative in participating in the current state analysis workshop and interviews, and provided timely validation of data and individual service delivery overview documents that were prepared as part of this review.

Individual service delivery model overview documents compiled from a comprehensive mapping of all services were reviewed and validated by each CLC. A desktop review of documentation, coupled with stakeholder interviews, supported an assessment of existing support mechanisms for legal assistance services system connectivity in South Australia.

Research, demand model and solutions development

The future state solutions development relied upon input gained through structured stakeholder consultation and engagement. Two workshops were held to engage legal assistance sector representatives and client advocate groups in the co-designing of service model elements for the future.

The first workshop included CLC's and other relevant legal assistance sector representatives (i.e., LSC, JusticeNet, NACLC, Commonwealth Attorney-General's Department and Family Violence Legal Service) and involved a combination of individual reflection activities, group discussions and a plenary session. The workshop's objective was to obtain participants' input into the design of critical elements of the CLC service delivery model, with a particular focus given to:

- Demand management
- Provision of information and advice services
- Technology enablement
- Organisation and business services
- Sector and workforce capability development
- Engagement of pro bono lawyers and volunteers

The second workshop was conducted with client advocate organisations in order to provide them with an overview of the review, to update them on the progress to date, and to seek their input, from a client advocate perspective, in relation to current design and operation of South Australian legal assistance and services and key considerations, from a client perspective, for design of future options for the legal assistance services system.

Concurrently, predictive demand modelling and a literature review were undertaken to provide projections on future CLC demand and to identify leading practice service models. The findings and
considerations resulting from the current state analysis, coupled with the demand modelling projections and the literature review were synthesised to identify the opportunities and areas for improvement that can be addressed and built into a future state service system design. Both groups of stakeholders had the opportunity to comment on the demand modelling projections to assist the review team validate both current demand and the future demand model projection. It should be noted however that the data available to support the development of a comprehensive demand model was not readily available and then provided only for three years and with a selection of data available from the Client Information System (CLSIS).

A workshop discussion summary was prepared after each workshop and distributed to participants for validation and feedback. It should be acknowledged that workshop participants were very cooperative and their input was greatly appreciated.

Further submissions were also received by a number of agencies and an open invitation to contact the Review team with any additional comments was reaffirmed.

Following consideration of the interim report by the AGD and confirmation of the selected option to deliver the preferred service system model going forward, a final report will be prepared including benefits and costing analysis, detailed service specifications (including number of geographical coverage areas and footprint) and a transition plan to progress implementation.
Appendix 2: Overview of key reports informing the review

1. Current State Assessment

The Current State Assessment Report (Appendix 1) provides detailed descriptions and analysis of the current environment and operations of CLC’s in SA, and incorporates comments and input from CLC’s following delivery of the initial draft.

Section 8 of the Current State Assessment identifies a number of key themes and areas for future consideration. These areas were identified as being important to support SA and the Commonwealth achieve the NPA’s objective of ‘a national legal assistance services sector that is integrated, efficient and effective, focused on improving access to justice for disadvantaged people and maximising service delivery within available resources’.

The main themes and areas for consideration directly impacting CLC’s were validated with CLC representatives and client advocates at separate workshops in early December. Feedback from client advocates indicated that client access was important and should be included.

The main themes and areas for consideration that have informed the development of the Interim Report are indicated below.

<table>
<thead>
<tr>
<th>Main themes and areas for consideration</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Theme</strong></td>
</tr>
<tr>
<td><strong>Area for consideration</strong></td>
</tr>
<tr>
<td><strong>Description</strong></td>
</tr>
<tr>
<td>Sector coordination</td>
</tr>
<tr>
<td>Awareness and understanding of sector services and connectivity</td>
</tr>
<tr>
<td>Awareness and understanding levels of service providers, legal and non-legal, that enable coordination of service delivery</td>
</tr>
<tr>
<td>CLC coordination</td>
</tr>
<tr>
<td>Requirement for coordination between CLC</td>
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<tr>
<td>Referrals pathway</td>
</tr>
<tr>
<td>Referrals pathway within system across legal and non-legal service providers, including multiple client referrals, referral duplication, gaps or other options for improvement</td>
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<tr>
<td>Service delivery coverage and equity</td>
</tr>
<tr>
<td>Service delivery duplication, gaps, geographical coverage, other issues and opportunities to ensure service coverage and equity, including opportunity for 'joined-up' service delivery, consistent with the NPA objective</td>
</tr>
<tr>
<td>Partnerships, relationships and volunteers</td>
</tr>
<tr>
<td>Strategic partnerships</td>
</tr>
<tr>
<td>Identification and development of formal strategic partnerships to increase impact within legal assistance services sector, building on current partnership arrangements within sector</td>
</tr>
<tr>
<td>Relationship with university / TAFE sector</td>
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<tr>
<td>Enhancement to relationships with university / TAFE sector to leverage knowledge, expertise and resources of higher education sector</td>
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<tr>
<td>Student volunteers</td>
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<tr>
<td>Student volunteer input to sector, enhanced coordination of volunteers and methods to leverage knowledge, expertise and resources</td>
</tr>
<tr>
<td>Professional volunteers</td>
</tr>
<tr>
<td>Professional volunteer input to sector (e.g., pro bono or low bono assistance provided by legal professionals), role of JusticeNet SA and barriers preventing input or incentives to increase input</td>
</tr>
<tr>
<td>Client access</td>
</tr>
<tr>
<td>Approach to ensure culturally appropriate client access to CLC services (who accesses and how) and availability of particular services (e.g., interpreter)</td>
</tr>
</tbody>
</table>
### Main themes and areas for consideration

<table>
<thead>
<tr>
<th>Theme</th>
<th>Area for consideration</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Client priority assessment and mechanism</td>
<td>Review and refinement of client eligibility for services to align to predictive model of demand and service levels funded. Identify approaches to streamline and consistently apply eligibility criteria, including assessment of complex need and client-focused service delivery.</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Theme</th>
<th>Area for consideration</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CLC management and administration</td>
<td>Governance, management, back office</td>
<td>CLC governance, management and back office (e.g., IT, HR, Finance, procurement, back office administration) for consistency, economies of scale and innovation.</td>
</tr>
<tr>
<td></td>
<td>Service delivery procedures and practices</td>
<td>CLC service delivery procedures and practices for consistency, economies of scale and innovation.</td>
</tr>
<tr>
<td>Innovation and better practice</td>
<td>Better practice or innovative service delivery models</td>
<td>Examples of better practice service delivery and innovation in legal assistance services or other community support services.</td>
</tr>
<tr>
<td></td>
<td>Early intervention</td>
<td>Strategies and mechanisms for early intervention in legal and non-legal problems, including the role of information and community legal education.</td>
</tr>
<tr>
<td></td>
<td>Alternative dispute resolution</td>
<td>Role of CLC and South Australian AGD and other government agencies in advancing alternative dispute resolution mechanisms within government.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Theme</th>
<th>Area for consideration</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workforce development</td>
<td>Capability development</td>
<td>Professional and specialist capability requirements for sector and individual workers in legal and non-legal workforce streams.</td>
</tr>
</tbody>
</table>

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### 2. Demand Model

As part of the review commissioned by the South Australian AGD a current state analysis (Appendix 2) was performed to understand service system functionality and broader system connectivity, assess current client priority groups and service models to address needs and inform the future mix of services required. This analysis was completed on activity volumes and CLC’s considering various splits such as client demographics, client location and problem type.

A current state demand model was utilised to develop a detailed understanding of client demographics, client locations (by postcode), and of the types of legal problems they experience. Detailed historical data at a “matter” level for each matter within the three year period from July 2012 to July 2015 was used to develop a view of historical CLC demand in SA.

Initial current state demand analysis was performed to understand service system functionality and broader system connectivity, to assess current client priority groups and problem types, and to inform the future mix of services required. This analysis was completed on activity volumes by CLC’s considering various splits, such as client demographics, client location and problem type.

To inform the planning and development of new service delivery options, a future state analysis was also performed to assess demand needs and future growth forecasting through modelling projections and quantitative analysis.

There is an absence of any reliable ‘legal needs’ data which is essential to future planning of service delivery to meet these needs across the State. This is significant area to be included as part of collecting statewide data to be able to rebase the demand model for more accurate projections.

### 1. Data Sources

The Community Legal Service Information System (CLSIS) data reports provided by SA AGD used in the current state analysis include:
Individual Data Report – contains details of each matter such as problem type and client demographics, with advice and casework activity information by CLC for the report period FY13–FY15. A matter is defined as a problem or group of problems about which a person seeks assistance from a community legal service provider. Advice is the provision of legal advice to a client, whilst casework is the provision of casework services to a client.

Information Report – contains details of information activity by CLC. Information activity is the provision of ‘service related’ information to a person.

In addition to these data reports, the following sources were retrieved from the Australian Bureau of Statistics (ABS) for use in the demand projection analysis:

- Postcode 2011 to Local Government Area 2011 – contains a mapping of postal codes to local government areas from 2011 (including the proportion of each Postcode in a particular LGA).

2. Summary of key findings

2.1 Historical trends

Based on historical activity and reporting, there are noticeable trends in the nature of activity undertaken by CLC’s which may need to be adjusted in a new service delivery model to ensure the optimal services are provided to priority clients.

Historical trends include:

- an increase in the number of new matters (covering ‘advice’ and ‘casework’) but lower overall number of casework than advice
- some CLC’s providing high volume of information compared to advice (when CLC’s are compared as a sector)

2.2 Geographical hotspots

Three dominant, geographical hotspots for legal assistance services exist, representing the client locations associated with the largest number of matters (200+). The top three hot spots identified are:

- Port Pirie (postcode 5540);
- Salisbury (postcode 5108); and
- Adelaide CBD (postcode 5000)

For Port Pirie, there is an over-representation of 15-24 year olds, males, low income earners and those who are not living in a family compared to all matters. For new matters in Salisbury there is a high representation of low income earners. And finally, for a significant portion of new matters in the Adelaide CBD, the clients age is unknown (74%) and there is also an over-representation of clients that are disabled, earn a low income or classify their family structure as ‘Family Type Other’. This aligns with stakeholder confirmation that a relatively high proportion of the clients in this area are homeless.

These locations continue to be hotspots for demand in 2020 and 2025.

2.3 Types of legal matters

In relation to types of legal matters ‘Child residency/contact’ is the dominant problem type, followed by ‘Property (family)’ and ‘Government pensions/benefits allowances’. Of these problem types, ‘Child
residency/contact’ problems are frequently part of multiple problem types. A large proportion of divorce, relationship and family or domestic violence issues are also part of multiple problem types. However, ‘Government pensions/benefits’ issues are predominantly single problem types with little correlation with any other problem types.

2.4 Future growth in demand

Growth in the number of matters accelerates compared to the growth in overall population for the later period from 2020 to 2025 but for the period to 2020 is relative to population growth.

In addition to the three hotspots of Port Pirie, Salisbury and Adelaide three additional locations, One Tree Hill (Post Code 5114), Elizabeth (Post Code 5112) and Davoren (Post Code 5113) indicate large growth in demand with 48%, 37% and 39% increase in the number of matters by 2025. The growth in demand is attributed to large growth in the 35-44 age range for both males and females, with this age bracket almost doubling in population in 10 years when compared to current populations. The 25-34 age range also experiences large growth in demand, with this age range for both males and females experiencing nearly 50% growth on current populations.

Apart from identifying the future hotspots, the demand model was unable to provide reliable ‘legal needs’ data for all of the state, which is essential to future planning of service delivery to meet these needs across the State. This is a significant area of focus that should be included as part of collecting statewide data to be able to rebase the demand model to enable more accurate future demand projections.

3. Research and Literature Review

A desktop literature review was undertaken to examine and investigate the benefits of existing service delivery models, funding arrangements and service delivery systems in the community legal assistance sector. This was supplemented by a review of literature and research from the human services sector, and non-government providers in other sectors, to assist in informing potential service delivery model options. The purpose of the literature review was to identify leading practice models and workable solutions in order to inform potential options for future service system design.

In reviewing literature from these sources, a snowball methodology was applied to conduct further research from references provided within the literature material. The literature review also includes insights and findings from primary, qualitative research. A total of six interviews with Australian CLC’s from other states were conducted between 17 and 25 November 2015. Contact details of these CLC’s were provided by the national representative body of CLC’s, NACLC.

The Literature and Service Model Review (Appendix 3) examines a number of service delivery models employed by CLC’s, other legal assistance services and related Human Services and Justice agencies around Australia and overseas. In addition to reviewing these service delivery models, current methods of engaging with the community, client service delivery and practices, service design principles as well as funding models and procurement models are also considered.

It is clear from the review that there is not a standard model for the provision of Community based legal services and that most service design has been driven by business decisions made by local board committees, service management and personnel, community forums and client needs. This means that a range of variable arrangements, processes and systems have been put in place to answer a myriad of variable issues and requirements.

However, some of the more successful programs are those that have consistently defined and detailed service principles, agreed client mandates/ priorities and standardised operational practices. This is usually also coupled with a robust procurement and purchasing cycle that incorporates service system planning and design, service development and continuous improvement, performance management framework and monitoring and review against agreed standards and delivery approaches.
The primary areas of focus that have been researched for the purposes of this Service review and the key findings from each area are identified in Table 1.

Table 1 (Findings of Literature and Service Model Review)

<table>
<thead>
<tr>
<th>Focus area</th>
<th>Findings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Delivery Models</td>
<td>• CLC’s vary in the range of services they offer, their structure and staffing, the focus of their work and geographic reach. They offer a range of legal and related services to their clients and the wider community.</td>
</tr>
<tr>
<td></td>
<td>• Overall, there is no one CLC service delivery model. Models have included:</td>
</tr>
<tr>
<td></td>
<td>o Generalist</td>
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<td></td>
<td>o University-based centres/ Law Clinics</td>
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<tr>
<td></td>
<td>o Interagency Collaboration (One-Stop Shops)</td>
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<td></td>
<td>o Specialist Centres</td>
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<td></td>
<td>o Collaborative Partnerships</td>
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<td></td>
<td>o Hub and Spoke</td>
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<td></td>
<td>• Outreach is seen as a significant capability that should be incorporated into CLC service provision. Particular consideration needs to be given to appropriate ways of ensuring disadvantaged groups can access these legal system entry points, given their considerable legal and non-legal problems and their poor legal capability to resolve these problems on their own. Moreover, improving access to justice for disadvantaged groups is seen as one important route to tackling social exclusion.</td>
</tr>
<tr>
<td>Use of Technology and Social Media</td>
<td>• The vast majority of CLC’s still provide for face-to-face interactivity. However, social media platforms, email, mobile apps, text messaging services, Voice over Internet Protocol (VoIP) telephony, radio and web-based video conferencing are some of the tools that CLC’s are increasingly using to engage with their communities and provide their services.</td>
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<tr>
<td></td>
<td>• CLC’s are increasingly utilising technology and IT systems to make their day-to-day operations run efficiently and effectively to meet the needs of the business and provide contemporary services.</td>
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<tr>
<td></td>
<td>• CLC’s have also provided improved services to rural or remote parts of Australia by providing services with technology. The use of websites, webinars and video conferences allows staff at CLC’s to directly interact with their clients, provide training to workers in remote or rural areas.</td>
</tr>
<tr>
<td></td>
<td>• CLC staff who travel to remote parts as part of any outreach services are able to communicate back with their home base easily and regularly.</td>
</tr>
<tr>
<td>Procurement and Purchasing</td>
<td>• There are a number of key questions and considerations that need to be taken into account should a mature procurement program / commissioning model be pursued. These considerations are the result of Australian and international experiences with service commissioning public services and infrastructure:</td>
</tr>
<tr>
<td></td>
<td>o A need to tailor the service model to the desired outcome</td>
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<tr>
<td></td>
<td>o Rethinking the service model to deliver and unlock better outcomes for the community</td>
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<tr>
<td></td>
<td>o Develop a deep understanding of the demand model</td>
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<td></td>
<td>o Where demand exceeds affordability, seek new funding models</td>
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<tr>
<td></td>
<td>o Understand the limitations of the users of the services</td>
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<td></td>
<td>o Create a sustainable market</td>
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<td></td>
<td>o Understand all the costs associated with providing the service</td>
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<td></td>
<td>o Manage performance and incentives</td>
</tr>
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<td></td>
<td>o Invest in new capabilities and knowledge management</td>
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<tr>
<td></td>
<td>• The process for funding and managing community services can be represented as a ‘Funding Agreement Life Cycle which incorporates the following areas:</td>
</tr>
<tr>
<td></td>
<td>o Policy context, planning and evaluation processes</td>
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<td>o Procurement processes</td>
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<td></td>
<td>o Development and negotiation of Agreements</td>
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<td></td>
<td>o Agreement management</td>
</tr>
<tr>
<td>Focus area</td>
<td>Findings</td>
</tr>
<tr>
<td>------------------------------------------------</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
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</tbody>
</table>
| Characteristics of effective service delivery planning and design | • Elements embedded into best practice service design include:  
  o Planning Principles  
  o Planning Framework / Process  
  o Practice definition and frameworks  
  o Case Management and joined up service delivery  
  o Integrated systems to support consistent operations and decision making  
  o Client engagement and input  
  o Coordination and Collaboration  
  o Complex needs  
  o Strategic partnerships and service coordination  
  o Accessibility  
  o Efficient administrative functions and processes |
| Partnerships, Relationships & Volunteers        | • Establishing clear strategies to guide the work that is required to build up numbers in the areas required  
  • Coordination and service wide management and support to coordinate and deliver training, certification and ongoing development of cohorts  
  • Free (Volunteer) Practicing Certificates is a useful tool to encourage professional volunteers to support the work of CLC’s |
Appendix 3: Current State Assessment

See separate attachment
Appendix 4: Demand model

See separate attachment
Appendix 5: Research and Literature Review

See separate attachment
Appendix 6: Improvement initiatives

Detailed review of initiatives

This section provides detailed description of the review’s themes and improvement initiatives as well as recommended implementation timeframe between February 2016 and June 2017. Each initiative is supported by an analysis of the following:

- Case for change provides a summary of supporting evidence and inputs that support the recommendation
- NPA alignment indicates how and the extent to which the recommendation supports the objective and outcomes of the NPA
- Better practice provides examples of existing approaches or programs that demonstrate a model of how the recommendation could be implemented to adopt better practice and innovation
- Benefits identify the potential high level gains (financial and non-financial) of implementing the recommendation from both perspectives of delivery (government and service providers) and clients
- Ease of implementation provides an estimate of the effort involved to implement the recommendation

As the initiatives are closely related and interdependent, any implementation approach would need to consider implementation of all initiatives (not selective implementation) to ensure that the intended system management outcome is achieved and benefits delivered.

1. System design

Establishment of the frameworks and structures required to build the foundations of the integrated and front end services that will support the new Community Legal Services to deliver to individuals and communities in line with stated priorities and service delivery specifications.

Categories of Service

Categories of services and corresponding service delivery approaches are proposed in Figure 4 to enable consistency in the way CLC services are defined, delivered and reported.
The proposed categories of core CLC services include Information (including referral), Advice, Casework/Representation, and Community Legal Education/Advocacy. A prospective CLC client may access one or a combination of these services. Clients eligible for ongoing assistance may experience a full lifecycle across these categories of service (e.g., a client may attend a particular CLC for information, then receive legal advice, qualify for ongoing representation in court, and also attend a community legal education event).

It is important to note that typical delivery approaches vary across the proposed categories of service. To gain efficiencies in service delivery and to reduce existing duplication of effort, CLC’s may benefit from a more centralised and coordinated approach, leveraging economies of scale and utilising technology solutions in provision of Information, Community Legal Education/Advocacy and some less complex areas of Advice services.

### Improvement Initiative 1

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System design</td>
<td>Agree common definitions of services</td>
<td>Enable consistency in the way CLC services are defined, delivered and</td>
<td>3 months</td>
</tr>
<tr>
<td></td>
<td>categories, implement standard service</td>
<td>reported by adopting common definitions of service categories and</td>
<td></td>
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<tr>
<td></td>
<td>activity reporting practices, and adopt</td>
<td>implementing proposed service delivery approaches.</td>
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<tr>
<td></td>
<td>consistent and a more efficient delivery</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>approach for each category of service</td>
<td></td>
<td></td>
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</tbody>
</table>

#### Figure 4 Proposed categories of CLC services and delivery approaches

- **Information (incl. referral)**
  - Perform repeatable, routine, rule-based activities (i.e., client triage, referral, information provision).
  - The nature of enquiry is general and circumstantial are not detailed.
  - Typically does not require a lawyer.
  - Complete high volume, low complexity, brief activities.
  - Use defined inputs to deliver defined outputs (e.g., brochures, fact sheets, FAQ; standard triage process, referral guidelines).

- **Advice**
  - Apply professional judgement to advise clients on their specific problems (low-to-medium complexity).
  - Includes mediation and legal advice.
  - Requires legal / mediation training (social work training in WRC case).
  - Involves interpretation of law.
  - Requires client instructions.
  - Requires problem solving and consideration of different options when addressing complex needs.

- **Casework / representation**
  - Requires identification of priority clients’ legal needs, collaborative planning and design of local and state-wide CLE programs.
  - Involves co-development of shared CLE materials and delivery of training (both locally and state-wide).
  - Network-based delivery (incl. outreach), maximising utilisation of specialist skills - for complex matters.
  - Centralised delivery (self-service or contact centre) - for less complex matters.

- **Community Legal Education & Advocacy**
  - Applying professional judgement to manage casework and represent clients in courts/tribunals.
  - Medium-to-high complexity.
  - Requires mediation / legal training (or social worker training – in WRC case).
  - Involves interpretation of law.
  - Requires client instructions.
  - Requires problem solving and consideration of different options when addressing complex needs (incl. partnering with non-legal services).

**Typical delivery approach**
- Centralised delivery (self-service or contact centre), leveraging standardisation and automation.
- Delivered off-site, benefiting from scale.

**Network-based delivery** (incl. outreach), maximising utilisation of specialist skills - for complex matters.
- On-site service delivery, leveraging technology (VC, phone, email).

**Centralised, coordinated delivery utilising a common vision, approach and materials**.

**Combination of on-site and off-site delivery leveraging technology (incl. outreach)**.
<table>
<thead>
<tr>
<th>Additional explanation</th>
<th>Centralised delivery of less-complex and routine activities (e.g., information, referral and some advice) via self-serve channels as a first point of contact and via a contact centre as a second point of contact. This allows for resourceful clients who are capable of using technology to obtain information/advice and enables CLC’s to focus on more vulnerable priority clients and priority legal matters.</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>Community Legal Education (CLE) program should be designed at the CLC sector and the broader legal assistance sector level based on emerging and persistent legal needs of priority client groups. This should redirect limited CLC resources to the development of shared CLE materials and remove duplication of effort in the development, planning and delivery of CLE sessions (e.g., a CLC specialising in domestic violence matters may develop and maintain materials and training packages for the shared use of all CLC's).</td>
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<tr>
<td></td>
<td>Similarly, planning, design and delivery of Advocacy work (incl. strategic litigation) should occur in a coordinated manner at the sector level given the time-intensive nature of these activities.</td>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Case for change</th>
<th>Provision of information and less complex advice services at individual CLC level is not the most efficient service delivery approach, considering that many current clients have access to technology and the face-to-face approach is no longer the only vehicle of service delivery for community assistance.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Duplication of effort identified with respect to the development and maintenance of information and CLE materials at individual CLC level.</td>
</tr>
<tr>
<td></td>
<td>Stakeholders representing client advocate organisations highlighted the need for extending CLC focus to provide legal assistance to disadvantaged members of community in areas with unmet need (e.g., regional, remote, rural) and that a regionalised, “brick and mortar” service delivery model is not well-placed or practical to provide needed assistance to these communities. Greater use of technology and a state-wide coordinated outreach program should therefore be adopted.</td>
</tr>
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<table>
<thead>
<tr>
<th>NPA alignment</th>
<th>Maximises service delivery through the effective and efficient use of available resources.</th>
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</table>

<table>
<thead>
<tr>
<th>Better practice</th>
<th>Clear categorisation of services and communication of clear scope of legal matters/problem types to clients and client-referring organisations and agencies.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Use of technology to deliver services (e.g., self-service portals, mobile applications, online referral and enquiry tools, video-conferencing, telephone advice, “live chat”, emails, etc.)</td>
</tr>
<tr>
<td></td>
<td>Development of shared materials</td>
</tr>
<tr>
<td></td>
<td>Sector-wide coordinated design, planning and delivery of CLE/Advocacy work</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>Benefits</th>
<th>Clarity on scope and consistent service definitions</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Consistent reporting practices and data will enable cogent analysis of community legal needs and robust demand planning</td>
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<tr>
<td></td>
<td>Implementing consistent and efficient service delivery channels will enable efficiencies of scale, improve client experience, extend services to a larger group of clients, create opportunities to better utilise legally trained CLC staff in the provision of more complex Advice and Casework/Representation services to priority clients</td>
</tr>
</tbody>
</table>

| Implementation effort | Moderate |

Service scope and delivery approach

Feedback received from client advocate groups highlighted the need for greater clarity around the scope of CLC service regarding categories of services and types of legal matters. It was also emphasised that government agencies, and other community organisations and legal assistance providers, that refer clients to CLC’s need to be educated about the scope of CLC services, ways to access services and client eligibility criteria. It was submitted that this is critical for ensuring a smooth and effective referrals process and for reducing the incidence of inappropriate referrals and clients’ “referral fatigue”.

Figure 5 on the following page illustrates the complexity in the nature of CLC services, which involves delivering services across a myriad of legal matters and multiple service categories. This diagram also highlights the proposed service delivery approaches for each CLC service category. It is recommended that the delivery of less-complex and routine activities should be centralised with access to the service provided via self-serve channels as a first point of contact and via a contact centre as a second point of contact. This approach should enable resourceful clients to obtain the required information and advice themselves, freeing up CLC capacity to focus on providing complex advice and casework services to the most disadvantaged members of community.
Figure 5 – Service Scope and Delivery approach (illustrative)

CLC priority clients

- Information (incl. referral)
  - Centralised delivery (off-site)
  - Self-service (online)
  - On-site delivery

- Advice
  - Centralised delivery (off-site)
  - Self-service (online)
  - On-site delivery

- Casework / representation
  - On-site delivery

- Community Legal Education & Advocacy
  - Centralised delivery
  - Online (webinars)
  - On-site delivery

Key: General service
NPA priority area*
SA priority area

Advice
- Information (incl. referral)
  - Child living / parenting / custody arrangements*
  - Child safety and welfare (abduction)*
  - Child support (financial support)*
  - Divorce, separation, annulment, relationship breakdown (incl. de facto)

- Civil Law
  - Child protection*
  - Consumer complaints*
  - Credit and debt (bankruptcy, credit rating, guarantees, repayment)*
  - Discrimination and Human Rights*
  - Police complaints*
  - Domestic violence protection orders*
  - Emerging areas e.g. natural disaster legal response*
  - Employment (unfair dismissal, redundancy, pay and conditions, discrimination, harassment, victimisation)*
  - Environment matters
  - Government complaints

- Criminal Law
  - Abduction, harassment, and other offences against person
  - Injury to others, dangerous or negligent acts towards others
  - Domestic / family violence*
  - Fraud, deception and related offences
  - Property damage (incl. motor vehicle property damage*)
  - Public order offences
  - Robbery, extortion and related offences
  - Unlawful entry with intent / burglary, break and enter

- Family Law
  - Family law property (property settlement)*
  - Family / domestic violence*
  - Surrogacy
  - Spouse maintenance

- Other civil law
  - Guardianship for adults
  - Health (mental health, long term illness, clinical negligence, disability)
  - Tenancy & Housing
  - Immigration*
  - Injury compensation
  - Neighbourhood disputes
  - Insurance complaints*
  - Social security*
  - Veterans entitlements
  - Wills and estates (superannuation, burial, child custody)
  - Other civil law

- Other criminal law
  - Other services for victims of violence
  - Sexual assault and related offences
  - Theft and related offences
  - Robbery, extortion and related offences
  - Unlawful entry with intent/burglary, break & enter
  - Traffic and vehicle regulatory offences
  - Miscellaneous offences
  - Other criminal law

Self Service

CLC Contact centre

Civil Law

Family Law

On-site delivery (incl. outreach)
Self-service (online)
Centralised delivery (off-site)

Service outcomes management, escalation, relationship with other community service providers

Individual CLC leadership

State level CLC leadership

Alternative service delivery approaches
- Centralised delivery (off-site)
- Self-service (online)
- On-site delivery (incl. outreach)
<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System design</td>
<td>CLC’s to agree on scope of services in terms of legal matters (including priority matters) and timing of CLC intervention (early vs crisis) and inform / educate client-referring organisations about their scope, preferred service access channels and client eligibility</td>
<td>Enable more effective referral practices and increased collaboration within the community assistance sector through the development of standard referral guidelines, and other materials detailing service scope, client eligibility and prioritisation criteria, as well as service access channels.</td>
<td>3 months</td>
</tr>
</tbody>
</table>

### Options

**1. State based delivery framework**

**Additional explanation**
- This standard package should be leveraged by all CLC’s to inform and educate other community organisations, government agencies, and legal/non-legal assistance sector providers about the scope of CLC services and available service delivery approaches.
- There is also an opportunity to use a technology platform to provide such information in a self-service format for clients who access other related services (e.g., ipads (mobile app) with easy-to-navigate guidelines can be installed in other community organisation and government agency offices, allowing clients to search for information on CLC services, input basic personal parameters and legal matter type to check their eligibility and to understand alternative referral pathways.

**Case for change**
- Stakeholders representing client advocate organisations highlighted the need for CLC’s to inform and educate community organisations, government agencies, and legal/non-legal service providers about the scope of their services, client eligibility criteria, and service access channels in order to avoid inappropriate referrals and duplication of effort/services across providers;
- Provision of information and less complex advice services at the individual CLC level is not the most efficient service delivery approach, in particular given that many clients have access to technology and the face-to-face method is not the sole vehicle of service delivery for community assistance.

**NPA alignment**
- Encourages working together to improve access to justice and resolve legal problems for the most disadvantaged Australians;
- Supports a holistic approach to addressing legal need through collaboration with, and coordinated service delivery between, legal and non-legal sectors, including by delivering appropriate and timely services to best meet people’s legal needs; and
- Maximises service delivery through the effective and efficient use of available resources.

**Better practice**
- Related service providers and community organisations have access to CLC services catalogues, understand CLC scope of services and available access channels and client eligibility criteria, enabling greater sector connectedness
- Providing technology platforms at related organisations’ offices to create opportunities for more client self-service and touch points with CLC information, creating more informed and better served clients.

**Benefits**
- Improved access to justice for priority client groups through more effective and efficient referral practices, and the reduction of “referral fatigue”
- Increased collaboration between community service providers and relevant government agencies
- Consistent, single source information about the spectrum of CLC services scope, client eligibility and prioritisation criteria, service access channels, etc. that can be leveraged by all CLC’s and related organisations – which should lead to reduced duplication of services
- The use of technological solutions would provide able clients opportunities to obtain information about CLC services and their eligibility, thereby reducing effort to provide such information directly by CLC’s.

**Implementation effort**
- Moderate
Eligibility, prioritisation and triage

One of the key areas for consideration identified through the Current state analysis includes client priority assessment. The analysis revealed different client eligibility criteria applied by CLC’s and a lack of written prioritisation procedures and guidelines.

The current state workshop participants highlighted that the most disadvantaged clients (e.g., homeless, mentally ill, disabled) are not provided services unless they know how to access them, whilst lower priority clients, who are often more resourceful and informed, receive services. There is an opportunity to refine client eligibility criteria and prioritisation processes to align service provision with priority demand and the service levels funded. CLC’s need to identify approaches to streamline and consistently apply eligibility criteria.

The diagram below (Figure 6) proposes an elementary standard prioritisation and triage approach that consists of four key steps:

1. Determining a person’s basic eligibility based on minimum criteria (location, priority client indicator, conflict, and income & asset test)
2. Assessing for serious vulnerabilities, taking into consideration client characteristics and the nature of legal matter
3. Determining whether appropriate alternative pathways exist
4. Assessing the matter against CLC competing priorities

**Figure 6 – Prioritisation and Triage approach**

1. **Determine basic eligibility**
   - Determine person’s basic eligibility by taking into consideration:
     - Geographic location (catchment area);
     - CLC’s priority client group(s) – if any (e.g., Centrelink clients – Welfare Rights Centre, Women – Women’s Legal Service);
     - Conflict;
     - Financial resources (conduct income and asset tests*).
   - Action if eligible:
     - Proceed to vulnerability assessment (Step 2)
   - Action if not eligible:
     - Provide general information and/or refer to appropriate agency (incl. other CLC’s) and/or legal practitioner
     - If any (e.g., Welfare Rights Centre) – “warm” referral to appropriate agency (incl. other CLC’s and non-legal service providers).
     - Note: where the person did not pass income/asset test, but there is a perceived risk of serious vulnerability and high urgency to act, make a “warm” referral or provide service at discretion.

2. **Assess for serious vulnerabilities**
   - Identify main legal issue(s) and urgency of response required
   - Undertake vulnerability assessment, considering whether the combination of client characteristics and the legal issue(s) are likely to create a risk if deprivation of liberty (i.e., risk of imprisonment);
   - violence and exploitation (e.g., domestic violence, prostitution, child abuse, elder abuse);
   - homelessness;
   - significant hardship (e.g., loss of work and ability to care for family due to suspended licence).
   - Action if vulnerable:
     - Provide legal services and / or make a “warm” referral to appropriate agency (incl. other CLC’s and non-legal service providers)
     - Proceed to determining alternative pathways (Step 3)
   - Action if not vulnerable:
     - Proceed to determining alternative pathways (Step 3)

3. **Determine alternative pathways**
   - Determine the Centre’s capability and capacity to provide legal assistance – if not, make a referral;
   - Determine whether assistance from other specialist agencies is available (incl. LSC) – if so, make a referral;
   - Determine the person’s ability to manage the matter themselves, especially with the help of another agency – if so, make a referral.
   - Action if alternative pathways available:
     - Refer to appropriate agency (incl. other CLC’s specialising in relevant matters)
   - Action if alternative pathways not available / appropriate:
     - Proceed to assessment of the Centre’s competing priorities (Step 4)

4. **Assess against competing priorities**
   - Assess the matter against Centre’s current priorities, including:
     - SA and NPA priorities;
     - existing and upcoming workload;
     - relative vulnerability of clients on the waitlist;
     - urgency of other clients’ matters
   - At Centre’s discretion, provide services, considering these competing priorities.

**Alternative triage delivery approaches**

- Centralised delivery (off-site / contact centre)
- Self-service (online)
- Decentralised / On-site delivery (incl. outreach)

* Income / asset test: no/low / medium income earners

---

Further elaboration on the prioritisation and triage approach is provided in the accompanying diagram (Figure 6). The diagram outlines a four-step process designed to help CLC’s efficiently allocate resources based on client needs and agency capacity. The steps include determining basic eligibility, assessing for serious vulnerabilities, determining appropriate alternative pathways, and assessing against competing priorities. This approach aims to ensure that priority clients are served promptly while other clients receive assistance based on need and resources.

The diagram also highlights alternative triage delivery approaches, which may include centralized, self-service online, and decentralized on-site delivery methods. These approaches vary in terms of resource allocation and accessibility, allowing CLC’s to tailor their service delivery to meet the diverse needs of their client base.
## Improvement Initiative 3

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System design</td>
<td>Standardise client eligibility and prioritisation criteria and centralise triage process.</td>
<td>CLC’s to adopt a standard set of client eligibility criteria, standard prioritisation and triage process for Advice and Casework/Representation services.</td>
<td>3-6 months</td>
</tr>
<tr>
<td>Options</td>
<td>1. Triage process should be centralised to enable consistency and efficiencies of scale</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| Additional explanation     | • There is also an opportunity to use a technology platform to enable clients to complete the first 3 steps in triage process in a self-service format by inputting basic personal parameters and their legal matter type to check their eligibility and to understand alternative service access pathways. Such technology enablement could be facilitated through websites (online eligibility, prioritisation and referral tools), mobile apps, and online chats.  
  • A centralised approach should be utilised to provide efficient triage services. A triage function could take the form of a centralised contact centre or be outsourced to the LSC, leveraging and building on the Commission’s scale and existing expertise in the eligibility determination and triage processes. |             |             |
| Case for change            | • CLC client base has expanded from the most underprivileged clients to other more active and resourceful people in the community wanting to access subsidized legal assistance, potentially leaving the most disadvantaged clients (e.g., homeless, mentally ill, and disabled) under-serviced  
  • Service data analysis demonstrated the lack of focus on priority legal matters. Service statistics show that volumes of lower priority matters - e.g., neighbourhood disputes, property matters, consumer complaints - exceed significantly the volumes of priority matters - e.g., domestic and family violence, disability, child protection, and sexual assaults.  
  • A diverse set of client eligibility criteria apply across CLC’s and there is a lack of written prioritisation procedures and guidelines. |             |             |
| NPA alignment              | • Improves access to justice and resolves legal problems for the most disadvantaged Australians  
  • Targets legal assistance services to people experiencing disadvantage who have the greatest legal needs, including people experiencing, or at risk of, family violence  
  • Maximises service delivery through the effective and efficient use of available resources  
  • Legal assistance services are appropriate, proportionate and tailored to people’s legal needs and levels of capability |             |             |
| Better practice            | • Centralised and efficient triage process, including income and asset testing, to enable prioritisation of CLC effort to the most disadvantaged clients and priority matter types  
  • Standard and transparent eligibility and prioritisation criteria, applied consistently across CLC’s  
  • Client-referring organisations are educated about CLC eligibility and prioritisation criteria, enabling more effective referral practices  
  • Providing technology platforms to create opportunities for more client self-service |             |             |
| Benefits                   | • Improved access to justice for priority client groups  
  • Centralised triage process would provide funding agencies with greater certainty that funded priority matters and clients are provided with services  
  • The use of technological solutions would provide able clients opportunities to obtain information about their eligibility and about CLC priority areas, thereby reducing effort to provide such information directly by CLC’s |             |             |
| Implementation effort      | Moderate                                                                   |                                                                        |             |
Demand planning and management

Consistent methods of anticipating and managing demand for legal assistance need to be embedded both at the sector level and at the individual CLC level. The funding body has an important role to play in the system-level demand planning in order to determine where best to direct its limited funding and how best to design and develop approaches to address all citizen legal needs and should be done as part of Collaborative Service Planning. The demand planning needs to include the identification of legal needs as part of the overall design. However, the demand planning exercise should not be performed in isolation, applying solely a top-down approach. CLC’s need to undertake an analysis of community legal needs on an ongoing basis and communicate their demand projections to the funding body as part of their annual or bi-annual business planning activity. This two-way collaborative planning of demand between CLC’s and the funding body should form a part of any funding agreement negotiations.

Given limited funding and resources available to CLC's, the proficient use of available resources becomes critical to provide access to legal services for disadvantaged community members. For this reason, ongoing demand planning is an important practice that works to guide the efficient allocation of limited resources to facilitate access to legal assistance. Rigorous, ongoing and collaborative demand planning and resource allocation would perform a number of critical functions, including:

- Informing the efficient targeting of resources to meet priority client needs
- Ensuring areas of likely disadvantage are identified and serviced
- Improving the ability to foresee and respond to changes in short-term demand
- Increasing the likelihood and effectiveness of identifying unmet need and providing timely and appropriate responses (e.g., targeted outreach or in-reach programs)

CLC representatives highlighted the critical role that the community and sector-connectedness plays in the effective planning and management of demand. It was submitted that there is a need for CLC’s to reach out and educate the community, community organisations and referring agencies about their scope and eligibility requirements in order to increase community connectedness. This, in turn, should help predict and manage demand, but should also divert and prevent inappropriate demand. It was also emphasised that if predictable disadvantage could be proactively addressed, then demand for CLC support may be reduced. References were also made to industry closures and increasing refugee numbers, both requiring better support by other agencies and community organisations to prevent later problems and increased legal assistance demand.
## Improvement Initiative 4

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System design</td>
<td>Implement rigorous, ongoing and collaborative demand planning processes</td>
<td>AGD need to implement system-level demand planning processes in order to determine where to direct limited funding. CLC’s to undertake an ongoing analysis of community legal needs and feedback their demand projections (in particular their knowledge around unmet needs) to AGD as part of the annual or bi-annual business planning activity.</td>
<td>6-12 months</td>
</tr>
</tbody>
</table>

### Options

1. **Program level demand model supported by localised planning and identification of other need areas**

### Additional explanation

- In addition, CLC’s should utilise ongoing demand planning practices to develop individual and sector-wide strategies to enhance prevention and early intervention by more efficiently and comprehensively resolving legal and non-legal problems in target demand areas (by geography and matter type) before they escalate, multiply and resonate in numerous life areas. Such proactive and demand-based early intervention and prevention practices would help address the needs of clients and are likely to reduce the flow-on costs related to legal and broader human services, and reduce the need for expensive court litigation.

### Case for change

- Existing demand planning is ad hoc and not coordinated at the sector-level, likely resulting in duplication of services on the broader legal assistance sector level
- Availability of data on unmet legal needs is limited
- Current state demand model demonstrates that current and historical CLC demand is limited to the areas surrounding CLC locations (even for state-wide services, such as Welfare Rights Centre)
- CLC outreach activities are not planned and coordinated at the sector level and there is no clear evidence to suggest outreach efforts are targeting the areas of most disadvantage
- Current CLC funding allocations are not linked to projected demand volumes and indicators, including unmet need indicators

### NPA alignment

- Improves access to justice and resolve legal problems for the most disadvantaged people in Australia
- Targets legal assistance services to people facing disadvantage who have the greatest legal needs, including people experiencing, or at risk of, family violence
- Legal assistance services are appropriate, proportionate and tailored to people’s legal needs and levels of capability

### Better practice

- Robust, proactive and ongoing demand planning
- Embedding demand planning into the business planning cycle
- A holistic approach to demand management that incorporates a variety of strategies to cater for the needs of different sections of the community, including integrated service provision for the most vulnerable groups.

### Benefits

- Improved access to justice for the disadvantaged members of the community
- Informing the efficient allocation of resources and funding to meet priority client needs
- Ensuring areas of likely disadvantage are identified and serviced
- Improving ability to foresee and respond to changes in short-term demand
- Increasing likelihood and effectiveness of identifying unmet need and providing timely and appropriate responses (e.g., targeted outreach or in-reach programs)

### Implementation effort

Moderate
Increase supply and capability – Volunteers

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System design</td>
<td>Increase overall participation rate of voluntary workforce across CLC</td>
<td>This recommendation will increase the supply of human resources to CLC’s to undertake general administrative functions, core legal and non-legal support services.</td>
<td>6 months</td>
</tr>
</tbody>
</table>

**Options**

1. Statewide coordination of Volunteers

**Additional explanation**

- The volunteer workforce could be drawn from any individual in the community with relevant qualifications or experience, both legal and non-legal.
- A volunteer program could be centralized with volunteers provided to CLC on a rotating basis and managed by a volunteer with experience in managing volunteer programs.
- Qualified volunteer lawyers may require practicing certificates: From 1 July 2015, free volunteer practicing certificates are available in Australian Capital Territory, Queensland, Victoria, Western Australia and New South Wales. Introducing free volunteer practicing certificates in SA could encourage young lawyers without practicing certificates to volunteer in CLC.

**Case for change**

- Use of volunteers with a range of experience and skills in community and non-profit organisations is widespread, however SA CLC currently have low use of voluntary workforce that is not comparable to national equivalents or other non-profit organisations and volunteer participation has decreased since 1997 Keys Young review.
- Volunteering promotes connection with community and provides opportunities for younger and older volunteers with relevant experience.
- NACLC’s National Census of Community Legal Centres - 2014 National Report identified the 3 main types of work undertaken by volunteers as reported by 125 CLC’s were: involvement in direct legal service delivery (91.2% or 114 CLC’s), administrative support (70.4% or 88 CLC’s), and policy advocacy and law reform (61.6% or 77 CLC’s).

**NPA alignment**

Supports efficient operation and maximises delivery of legal services, drawing on the private legal profession and other services.

**Better practice**

Models of better practice use of volunteers exist nationally including extensive long-term programs operated by Kingsford Legal Centre and Fitzroy Legal Centre. In SA, Welfare Rights has a successful model of 70+ volunteer lawyers who provided probono legal assistance services to 600+ clients at the Homeless Legal Clinic to the value of around $600,000, Westside use probono lawyers for after hour services and Women’s Legal Service use volunteers to man their Legal Information Helpline.

**Benefits**

- Young qualified lawyers can develop core legal skills and experience in community setting including understanding of professional values and commitment to those values, pursuit of justice, foster respect for the rule of law, and gain experience dealing sensitively with diverse clients and colleagues.
- For non-legal volunteers, a range of administrative functions and lower level legal tasks or other preliminary support in financial advice, social work, counselling, warm referrals etc can be undertaken at minimal ongoing cost to CLC.
- Relieves full time staff of administrative or lower level legal tasks to focus on value add legal services such as core casework or systemic policy and law reform initiatives.
- Volunteers can undertake preparatory work such as case law/background research, take client instructions, undertake literature reviews and comparative jurisdictional analysis and initial drafts.
- Volunteer management models can be adopted from other CLC without needing to reinvent approach in SA.
- Volunteers increase the capacity of CLC’s to provide a legal safety net for vulnerable and disadvantaged people.

**Implementation effort**

Low
## Increase supply and capability - Students

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System design</td>
<td>Increase overall participation rate of students across CLC's</td>
<td>This recommendation will increase the supply of human resources to CLC to undertake general administrative functions, core legal services and non-legal support services.</td>
<td>6 months</td>
</tr>
</tbody>
</table>

| Options        | 1. Statewide coordination of Volunteers |  |

| Additional explanation | 1. A student volunteer program could be centralized with volunteers provided to CLC on a rotating basis and managed by a volunteer with experience in managing volunteer programs  |
|------------------------|----------------------------------------|----------------|
|                        | 2. Students with knowledge in both legal and non-legal areas such as social and community service, finance, health, marketing etc could be engaged |  |

| Case for change | 1. Some CLC engaged student volunteers in collaboration with tertiary institutions but the practice is not consistent or entrenched and overall use of student volunteers is not comparable to national equivalents or other non-profit organisations and volunteer use has decreased since 1997 Keys Young review  |
|-----------------|--------------------------------------------------|---------------|
|                  | 2. Use of student volunteers in community and non-profit organisations is widespread  |
|                  | 3. Student volunteering promotes connection with community and provides opportunities for student volunteers to develop practical, on the job experience |  |

| NPA alignment | Supports efficient operation and maximises delivery of legal services drawing on volunteer capability |  |

| Better practice | 1. CLC have existing relationships with SA tertiary institutions (e.g., Welfare Rights Centre and Central with University of Adelaide Law School) which can be further enhanced to create more targeted and sustained use of student volunteers for the benefit of all CLC  |
|-----------------|---------------------------------------------------------------------------------------------------------|---------------|
|                  | 2. Final year law students assist in the provision of information and some advice at the Magistrates Court or  |
|                  | 3. SA intends to promote use of volunteers with appropriate training and experience to assist with communication for persons with disability in the criminal justice system |  |

<table>
<thead>
<tr>
<th>Benefits</th>
<th>1. Student volunteers can undertake both administrative functions and lower level legal and non-legal activities at minimal ongoing cost to CLC</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2. Student volunteers can undertake preparatory work such as case law/background research, take client instructions, undertake literature reviews and comparative jurisdictional analysis and initial drafts</td>
</tr>
<tr>
<td></td>
<td>3. Relieves full time staff of administrative or lower level tasks to focus on value add legal services such as core casework or systemic policy and law reform initiatives</td>
</tr>
<tr>
<td></td>
<td>4. Volunteer management models can be adopted from other CLC without needing to reinvent approach in SA</td>
</tr>
<tr>
<td></td>
<td>5. Volunteers increase the capacity of CLC's to provide a legal safety net for vulnerable and disadvantaged people</td>
</tr>
</tbody>
</table>

| Implementation effort | Low |  |

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### Notes:
- **System design**: Increase overall participation rate of students across CLC's.
- **Options**: 1. Statewide coordination of Volunteers.
- **Additional explanation**: A student volunteer program could be centralized with volunteers provided to CLC on a rotating basis and managed by a volunteer with experience in managing volunteer programs. Students with knowledge in both legal and non-legal areas such as social and community service, finance, health, marketing etc could be engaged.
- **Case for change**: Some CLC engaged student volunteers in collaboration with tertiary institutions but the practice is not consistent or entrenched and overall use of student volunteers is not comparable to national equivalents or other non-profit organisations and volunteer use has decreased since 1997 Keys Young review.
- **Better practice**: CLC have existing relationships with SA tertiary institutions (e.g., Welfare Rights Centre and Central with University of Adelaide Law School) which can be further enhanced to create more targeted and sustained use of student volunteers for the benefit of all CLC.
- **Benefits**: Student volunteers can undertake both administrative functions and lower level legal and non-legal activities at minimal ongoing cost to CLC.
- **Implementation effort**: Low.
### Improvement Initiative 7

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System design</td>
<td>Expand the CLC sector to include University Law Clinics by increasing their existing capacity and spectrum of services</td>
<td>This recommendation will enable the expansion of the CLC sector to include full-time operational University Law Clinics that would provide a sustainable CLC model in the metropolitan area and could service a significant portion of the legal assistance demand in South Australia</td>
<td>12-18 months</td>
</tr>
</tbody>
</table>

#### Options

1. Implement one metropolitan Law Clinic managed by a consortium of three Universities
2. Implement individual University Law Clinics (each could specialise in one area of law)

#### AGD comments

Engage with the existing University Law Clinics to sound out potential partnership arrangements. We do not see a need to indicate a preference for either option 1 or 2, but would rather engage with the Universities and develop a coordinated model, which may, in the end, be led by one particular university.

#### Additional explanation

- AGD would need to engage with the three Law schools, the Law Society of SA, and the Law Foundation of SA to facilitate the process and to secure funding as well as the political and legal profession support to establish well-functioning University Law Clinics
- Can be partially funded by the Commonwealth, State, Universities, and donations

#### Case for change

- Currently each of the three main Universities in SA provide legal clinic services
- However hours/days of operation and service scope are currently limited:
  
  - Flinders Legal Advice Clinic operates at two locations once a week, the On-Campus Clinic offers appointments on Tue mornings during the semester; and the Cooinda Clinic is open every Wednesday morning throughout the year.
  
  - The University of Adelaide Law School operates three legal advice services as part of the clinical education program: Adelaide Legal Outreach Services (is open each Friday during the University terms), Consumer and Credit Legal Advice Service (in collaboration with Central CLS), and the Magistrates Court Legal Advice Service.
  
  - UniSA Legal Advice Clinic is based in the Law Building at UniSA’s City West Campus, offering services from this location Monday to Friday. Legal services are also offered at the Port Adelaide Magistrates Court on Fridays, and at the Elizabeth Magistrates Court each Tuesday. Free financial counselling is also available as part of the Elizabeth Magistrates Court service.
- There is an opportunity to extend the scope of services and boost the capacity of the existing University Law Clinics to enable sustainable provision of metropolitan community legal assistance

#### NPA alignment

- Contributes to the overall objective of maximising service delivery within available resources
- Supports a holistic approach to addressing legal need through collaboration with, and coordinated service delivery between, legal and non-legal sectors

#### Better practice

- Kingsford Legal Centre in NSW is located on the University of NSW campus, with some outreach services provided within the local catchment area. FY13 statistics:
  
  - 9 solicitors
  
  - 3 administration staff
  
  - 110 (approx.) law students
  
  - 60 (approx.) volunteers
  
  - 4,800 (approx.) client activities
  
  - $380,000 (approx.) of funding (Commonwealth, State and University)
  
  - Harvard Law School Clinics in USA provide law students with hands-on legal experience under the supervision of attorneys who are trained in educating and mentoring students.
  
  - The clinic has placements in more than 30 areas of the law, in both public and private sectors, and the opportunity for students to create their own independent projects
  
  - 920 law students across the 30 clinics
  
  - 15 Clinical Professors of Law and more than 60 Clinical Instructors and Lecturers in Law are responsible for the supervision of the law students
  
  - Funded by Harvard University, Law practices and private donations

#### Benefits

- Ensuring ongoing, sustainable supply of qualified workforce to deliver community legal assistance (law students and graduates)
- Providing law students, graduates, and junior lawyers with opportunity to gain needed practical experience while serving the community
- Shifting demand to more efficient service provider, leveraging scale and integration with Clinical legal education programmes
Security of tenure and incentives

<table>
<thead>
<tr>
<th>Improvement Initiative 8</th>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System design</td>
<td>CLC review of staff employment conditions and incentives to increase retention rates and improve security of tenure</td>
<td>This recommendation will ensure that CLC employment conditions promote retention of skilled and capable staff within the CLC sector</td>
<td>12-15 months</td>
<td></td>
</tr>
</tbody>
</table>

Additional explanation
- Increasing overall capability and a predictable supply of human resources for CLC can be improved by ensuring that incentives are built in to retain staff and improve security of tenure, to prevent loss of corporate and specialist skills and knowledge from the CLC sector.

Case for change
- CLC’s rely on their ability to retain skilled, professional staff whose pay and employment conditions are generally less favourable than other forms of legal practice.
- Appropriate incentives such as improved access to professional training and development, secondments or rotations with other organisations such as the Legal Services Commission or private law firms and improved peer support may be attractive incentives to increase retention.

NPA alignment
- Supports efficient and effective operation of sector by maximising retention of general and specialist skills and knowledge.

Better practice
- Human resource practices for retention and incentives for community workers, including guidance from NACLC.

Benefits
- Tangible incentives provided for CLC staff.
- Reduced management costs from staff turnover and retraining.

Implementation effort
- Low – moderate – depending on incentives to be introduced.

Workforce development

<table>
<thead>
<tr>
<th>Improvement Initiative 9</th>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System design</td>
<td>Identify appropriate strategies and invest in targeted workforce development, covering professional and specialist capability requirements for sector and individual workers in legal and non-legal workforce streams</td>
<td>This recommendation will ensure that appropriate investments are planned and made to ensure that the CLC workforce, including volunteers, develop capability in critical areas that support legal assistance service delivery</td>
<td>6-12 months</td>
<td></td>
</tr>
</tbody>
</table>

Additional explanation
- Investment in workforce development for all workers, including volunteers, should target:
  - core/target legal areas based on future demand model, prioritized client groups and legal needs
  - approaches to respond to complex client need (e.g., specific development in how to manage client vulnerabilities and cross-training with other legal and non-legal service providers), and
  - leadership and management capability
  - The role of government agencies in supporting workforce development and career paths for the sector can be considered as part of this initiative.

Case for change
- CLC allocate their own budget for workforce development on an annual basis, which varies between CLC.
- Workforce development across the sector is not coordinated to ensure consistent access, development and benefit for all CLC workers or the sector.

NPA alignment
- Supports efficient and effective operation of sector by maximising overall workforce capability.
- Contributes to delivery of high quality legal assistance services that appropriately support priority clients with legal and related problems.

Better practice
- Meeting the training and development needs of workers in legal assistance services, Final Report, December 2015, Queensland Association of Independent Legal Services.
- Human resource practices to improve workforce development.
Benefits

- Improves sustainability of sector through qualified, capable and more flexible workforce
- Increases employee engagement, morale and commitment to sector and CLC
- Improved retention and reduced cost in managing employee turnover
- Lower cost than cost of managing employee turnover

Implementation effort

Moderate

Other investment and funding avenues

<table>
<thead>
<tr>
<th>Improvement Initiative 10</th>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System design</td>
<td>Research and identify investment, funding or sponsorship options for CLC’s, including non-government sources</td>
<td>This recommendation will enable the CLC sector to identify and secure additional investment or funding beyond traditional government sources with the aim of promoting less reliance on single-source, government funding and longer term sustainability of the sector</td>
<td>15-18 months</td>
<td></td>
</tr>
</tbody>
</table>

Options

- 1. Each CLC to identify internal capacity to develop investment plans and strategies
- 2. State based coordination of investment planning options and proposal development

AGD comments

We agree that pursuing alternative revenue streams is something for service providers to be encouraged to do.

We also believe that the South Australian Legal Assistance Forum could be better utilised to promote alternative funding opportunities.

Depending on the essential service improvement initiatives, there may be some capacity within AGD to assist Service Providers identify alternative revenue streams - but at this stage, a State coordinated effort is unlikely to be resourced.

Additional explanation

- Exploring additional streams of funding, investment or sponsorship for CLC will reduce risks for the sector from reliance on a single-source of funding (i.e., government), increase resilience and financial sustainability
- Further consideration of guiding principles and options for client co-payments is included in this improvement initiative.

Case for change

- Limited use of alternative sources of funding by CLC and no coordinated approach for the sector
- Welfare Rights Centre secured additional funding over 10 years when dedicated expert fundraiser employed
- NPA permits legal assistance service providers to seek client contributions to improve their financial sustainability and to fund additional front-line services.
- Community Legal Centres Association (WA) is exploring a range of opportunities to build the sustainability of the CLC sector, including a focus on potential alternative streams of revenue for CLC’s

NPA alignment

- Contributes to overall objective of maximising service delivery within available resources

Better practice

- Non-profit fundraising strategies and approaches

Benefits

- Identification of alternative funding and investment options for CLC to inject one-off or longer term funding sources
- Reduces vulnerability to changes in government funding arrangements and promotes long term financial sustainability
- Improved funding arrangements including security, contributes to ability of CLC to improve security of tenure for workforce

Implementation effort

Low
### Improvement Initiative 11

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
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</thead>
<tbody>
<tr>
<td>System design</td>
<td>Consolidate, share and streamline support services across all CLC's</td>
<td>This recommendation will enable the CLC sector to consolidate and share support services, leveraging economies of scale and reducing overhead costs. Support services should include administering client appointments, IT, procurement, recruitment, payroll, training, finance and accounting, marketing, general administration, recordkeeping and reporting.</td>
<td>6-12 months</td>
</tr>
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</table>

#### Options

1. Centralised services providing support for all CLC’s (managed by CLC’s)
2. Centralised services providing support for all CLC’s (performed and managed by LSC for a fee)
3. Decentralised model with CLC specialisation (e.g., one CLC does financial reporting and accounting for all CLC’s, another CLC provides HR support - recruitment, on-boarding, training, payroll)

#### AGD comments

The LSC is our preferred provider for State Wide Support services. Priority should be given to the information line, central referral and triage services. Back office support should be pursued, however given an open market approach is anticipated, new or current providers may have their own mechanism for achieving efficiencies in this area.

#### Additional explanation

- Leveraging efficient and shared administration to facilitate coordination between partners and other agencies, marketing the service and linking with target client groups, booking in and referring clients, coordinating recruitment and training, and managing funding and reporting requirements

#### Case for change

- Currently each CLC has their own individual support services, provided at the expense of individual CLC’s and utilising funds that could be otherwise directed to the provision of frontline services to priority clients
- There is an opportunity to take a state-wide and sector-wide approach to the provision of CLC support services

#### NPA alignment

- Contributes to the overall objective of maximising service delivery within available resources

#### Better practice

- Support services are consolidated and shared, leveraging economies of scale (e.g., IT, procurement, recruitment, payroll, training, finance and accounting, general administration, reporting)
- Centralised client appointment coordination (resourcing function)

#### Benefits

- Enables CLC’s to focus on the delivery of core services
- Effective, efficient and consistent provision of CLC support services and coordination of client bookings
- Cost savings due to reduced duplication of effort and economies of scale

#### Implementation effort

Moderate - High

### 2. System development

As part of the continuous improvement of the CLC’s and legal assistance sector it will be essential to ensure that systems and processes are in place to guide and inform future refinements according to changing need and priorities, best practice and supplementation of resources and services to improve support to clients and communities. System development improvements will also be achieved by improved coordination and collaboration to achieve improved pathways and service delivery practices to meet the diverse and individual needs of clients.
# Service system planning and development

<table>
<thead>
<tr>
<th>Improvement Initiative 12</th>
<th>Summary</th>
<th>Timeframe</th>
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| **System Development**    | A South Australian revised Strategic Service Delivery Framework model includes:  
                          - Service Accreditation Standards  
                          - Evidence Based Needs Assessment  
                          - Service Planning Framework  
                          - Legal Assistance Sector outcomes measurement  
                          - Defining legal service responses  
                          - Regular review  
| **Theme** | **Initiative** | **Summary** | **Timeframe** |
|---------------------------|---------|-----------|
| **System Development**    | Mandate the use of the National Strategic Service Delivery Framework by all CLC's and evaluate all plans for alignment to identified client demand and needs and delivery of service models consistent with State requirements  
                          Revise the tools to ensure that they capture SA identified priorities and outcomes  
| **Options** | 1. Mandate the use of the National Strategic Service Delivery Framework  
                          | Additional explanation | The level of detail and completeness of the current CLC plans are variable  
                          | | No evidence base is provided as to how strategies have been identified or link to demand / need  
                          | | No coordination of strategies across CLC's as part of strengthening the service system and developing consistent responses or approaches  
                          | | No oversight or review is undertaken to ensure plans and resources are aligned to State service expectations  
                          | | NPA alignment | Supports a holistic approach to addressing legal need through collaboration with, and coordinated service delivery between, legal and non-legal sectors, including by delivering appropriate and timely services to best meet people’s legal needs; and  
                          | | Maximises service delivery through the effective and efficient planning and use of available resources  
                          | | Better practice | Annual Planning is an essential tool to support the understanding and implementation of services to meet identified needs  
                          | | NACLC designed and developed the Strategic Service Delivery Framework and is described as:  
                          | | Identifying legal needs using evidence based assessment  
                          | | Looking at who the centre is currently servicing; where these clients are from; and who the clients are that the CLC is not seeing  
                          | | Planning and developing service responses  
                          | | Considering the range of potential services (from 3 below), identifying what kind of service is best for each identified client group/ legal area. This also includes analysing what other services are available for clients which may include establishing new outreach locations in order to access those client groups not currently using the centre; it may mean developing new partnerships or referral protocols or to be clear about which legal service is appropriate (e.g. LSC for criminal advice)  
                          | | Delivering legal and related services  
                          | | Drawing from a range of service types including advice, information, referral, casework, community legal education, policy and law reform, strategic litigation  
                          | | Constant review  
                          | | Starting the process again in order to keep up with changing demographics and legal needs.  
                          | | NSW and Victoria have an evaluation and review process in place to QA and identify areas for coordination and collaboration  
                          | | Benefits | Improved access to justice for priority client groups through improved planning and understanding of needs and changes over time  
                          | | Increased collaboration between community service providers and relevant government agencies  
                          | | The use of technological solutions can assist in improving access and delivery as part of innovative solutions within resources  
                          | | Implementation effort | Low  
|---------------------------|---------|-----------|
## Strategic partnerships

<table>
<thead>
<tr>
<th>Improvement Initiative 13</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>System Development</strong></td>
<td>Establish and formalise strategic partnership arrangements across the service system (government and non-government) to improve day to day management of service provision to client and other related issues.</td>
<td>3 - 12 months</td>
</tr>
<tr>
<td></td>
<td>In order to operate effective joined up service delivery and having priority access or agreed pathways into services is important to providing timely and targeted services to meet individual needs. Establishing formal MOU’s or Protocols will secure services and provide guidance on management of services in a coordinated and planned way.</td>
<td></td>
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</tbody>
</table>

### Options

1. Identify the Strategic Partnerships at a State level and AGD coordinate arrangements
2. Identify the Strategic Partnerships at a State level and SALAF coordinate arrangements

### AGD comments

We agree that as the funder, AGD have a role to play in identifying strategic partnerships (a requirement of a modern legal assistance sector), and perhaps requiring activity at this level from within funding agreements. However, partnerships should be driven and secured by Service Providers.

### Additional explanation

- Memoranda of Understanding (MOUs) are established to provide a framework to support identified client groups and cohorts to access the best possible services via collaboration between government and non-government agencies.
- Commits agencies to work together to provide a seamless service to clients and work collaboratively to meet their complex needs and outlines accountabilities and roles to address this.

### Case for change

- No formal arrangements are in place at a strategic or state level with primary agencies such as Child Protection, Disability, Health
- Limited partnerships are in place to support co-location or joint service approaches
- Variability in client access to services

### NPA alignment

- Supports a holistic approach to addressing legal need through collaboration with, and coordinated service delivery between, legal and non-legal sectors, including by delivering appropriate and timely services to best meet people’s legal needs; and
- Maximises service delivery through the effective and efficient planning and use of available resources

### Better practice

- In WA there has been general recognition that co-location options for generalist CLC’s in the metropolitan area, as well as CLC’s in regional, rural and remote areas are more likely with other community service organisations.

### Benefits

- Improved communication and consultation on joint client matters
- Improved access to services for clients
- Improved capacity to develop multidisciplinary approaches to meet needs
- Opportunities to develop “one stop shops”, clinic sessions and multi-channel delivery is increased

### Implementation effort

Moderate
## Innovation funding

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System Development</td>
<td>Establish an Innovation Development funds (one off grants program)</td>
<td>Given that recurrent funds will be tied to the delivery of direct services then the capacity and opportunity to innovate and refine or redevelop systems, technology, service delivery is limited.</td>
<td>3 – 12 months</td>
</tr>
</tbody>
</table>

### Options

1. AGD to create a pool of one off funds from Law Foundation Interest Fund to establish a grants program for CLC Innovation and Development
2. Identify a percentage of each CLC’s funds that can be used for Innovation and Development as part of contractual agreements

### AGD comments

We should work with the SA Law Foundation to ensure their current grant operations are promoted to and accessible by CLCs.

### Additional explanation

- Provision of funds to seed new projects or fund innovation and development projects as part of a continuous improvement strategy will assist in ensuring that CLC’s remain contemporary and up to date with new ideas, projects and initiatives

### Case for change

- No formal arrangements are in place at a strategic or state level with primary agencies such as Child Protection, Disability, Health
- Limited partnerships are in place to support co-location or joint service approaches
- Variability in client access to services
- Seed funds required to establish new models of service delivery and set up standardised and statewide systems

### NPA alignment

- Supports a holistic approach to addressing legal need through collaboration with, and coordinated service delivery between, legal and non-legal sectors, including by delivering appropriate and timely services to best meet people’s legal needs; and
- Maximises service delivery through the effective and efficient planning and use of available resources

### Better practice

- In WA there has been general recognition that co-location options for generalist CLC’s in the metropolitan area, as well as CLC’s in regional, rural and remote areas are more likely with other community service organisations.
- Homelessness Reform NSW – provision of seed funds to develop innovative models of service delivery
- Disability NDIS Reform in Victoria – Industry development fund established to support ongoing service and workforce enhancements as part of reform change management program

### Benefits

- Improved capacity to develop multidisciplinary approaches to meet needs
- Opportunities to develop “one stop shops”, clinic sessions and multi-channel delivery is increased
- Industry development
- Enhanced capability to undertaken change management and reform across the sector

### Implementation effort

Moderate
## Improvement Initiative 15

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System Development</td>
<td>Leverage the existing regional, rural or remote Practical Legal Training Project, and relationships with South Australian Universities to place eligible graduate law students in community legal services Enhance the use of technology to provide legal services by distance for rural and remote clients</td>
<td>This recommendation will increase the supply of professional legal services in regional, rural and remote location in SA</td>
<td>12-15 months</td>
</tr>
</tbody>
</table>

| Options                    | 1. CLC coordination and delivery                                           |                                                                                                   |           |
|                            | 2. State based coordination and CLC delivery                              |                                                                                                   |           |
|                            | 3. State based coordination and delivery                                  |                                                                                                   |           |

| AGD comments               | The Rural Remote and Regional legal placement project run by NACLC is one option for increasing volunteer placement in rural and remote locations. We agree that Service Providers should be encouraged to utilise this project, as one potential option. However, Service Providers, not AGD is responsible for any coordination of volunteer input. Consider placing volunteer utilisation targets/outcomes into funding agreements. |           |

### Additional explanation
- Rural South Australian CLC’s are able to benefit from the NACLC project - Practical Legal Training for Rural, Remote and Regional legal assistance services (RRR PLT Project) which places eligible graduate law students in publicly funded legal assistance services in regional Australia. CLC’s which have accessed this project include Riverland, South East community legal centre and Westside Lawyers. Flinders University and the University of Adelaide have referred students to the scheme for placement.
- While some CLC’s such as the Welfare Rights Network and the Women’s Legal Service have strong volunteer support, there appears to be limited capacity for sector wide coordination and resourcing for student placements and managing strategic partnerships with the universities.

| Case for change            | Lack of supply of trained staff in rural and remote legal services provision is compounded by lack of incentives and support to attract and retain professionals and students |           |

| NPA alignment              | Increased reach to disadvantaged clients to meet state NPA performance benchmarks |                                                                                                   |           |
|                            | Demonstrates improvements to targeting of CLC services to people with high legal assistance need |                                                                                                   |           |
|                            | Strengthened partnerships with universities contribute to collaborative service planning |                                                                                                   |           |

| Better practice            | Formalised arrangements to enhance participation in RRR PLT project will better support opportunities, avoid duplication and provide protocols to support student placement. |                                                                                                   |           |
|                            | A coordinated and shared practice framework could create a pool of supervising lawyers (drawn from any CLC), who support placements from a sector perspective rather than an individual CLC responsibility |                                                                                                   |           |

| Benefits                   | Career pathway opportunities (with benefit of greater exposure to the community legal sector) for law graduates are increased |                                                                                                   |           |
|                            | Disadvantaged clients in rural and remote areas have greater access to legal services |                                                                                                   |           |
|                            | Pool of professionals with an understanding of the CLC sector is expanded to enhance long term engagement with CLC sector by the legal profession |                                                                                                   |           |

| Implementation effort      | Low - Moderate - dependent on attractiveness of scheme to law students and strength of partnership arrangement with universities |                                                                                                   |           |
## Improvement Initiative 16

### Theme

**System Development**

**Initiative**

Develop a central coordination mechanism, led by, or in close consultation with the sector, to enable sector-wide strategic capability and service development

**Summary**

This recommendation will increase and support coordination between CLC’s and other legal assistance providers across South Australia

**Timeframe**

18 months

### Options

1. Establish a Program Unit within AGD to support the coordination and development of the sector as part of contractual agreements
2. Require CLC’s to undertake service coordination and development as part of their accountabilities to achieve quality client outcomes across the sector
3. Provide funds for a legal assistance sector coordination function post 2016/17 as part of the new designed system

### AGD comments

SA AGD chairs the Collaborative Service Planning Forum (CSPF), which is a required process under the NPA. We agree that CLC activity requires further coordination and that SA AGD as funder has a lead role in this through the CSPF forum as the method for sector coordination. Working groups can be established from within the CSPF to progress specific projects if and as required.

### Additional explanation

- The CLC sector in South Australia is fragmented, and lacks a strong shared vision
- The sector needs greater incentive to formalise sector-wide relationships to develop a coherent, integrated service offering to clients, other agencies and government as a community legal sector in South Australia
- Enabling the CLC sector to develop practice and policy based on local experience and local conditions creates a single reference point for government and other stakeholders to more easily access a representative view and commission evidence based practice research

### Case for change

- Lack of funded CLC secretariat in South Australia in comparison with all other states where some degree of funded coordination to support policy and practice exists
- SACCLC endorses the NACLC Service delivery model, however has limited capacity to develop specific sector strategy and policy and practice for South Australia
- Limited coordination and development of formal strategic system-wide approaches has occurred without a mandate coordination mechanism in place

### NPA alignment

- Enhanced sector coordination creates efficiencies for collaborative service planning, such as information sharing and developing an evidence base

### Better practice

- Sector-developed protocols will support better practice in service delivery and develop interrelated approaches by independent providers
- Induction of new staff will be underpinned by a sector-wide approach to practice
- Services will contribute to quality assurance and continuous improvement with a local function to assist with state-wide accreditation

### Benefits

- Increased collaboration and information sharing between CLC’s
- A greater focus on the client, rather than on the centre
- Increased learning and development activities
- Advice and support on administration, data management, strategic planning, service delivery and accreditation
- Support for centres wishing to co-locate, share back-office resources (e.g., finance, IT, office supplies) or amalgamate – CLCNSW and the Victorian Federation of CLC’s are both currently working on these issues
- The ability to leverage project funds from other sources
- Improved collaboration and cooperation with other legal assistance providers and justice system stakeholders
- Improved collaboration with government including policy advice about the needs of disadvantaged people

### Implementation effort

Low - Moderate
3. System management

System management covers the provision of frameworks to establish equitable service arrangements underpinned by evidence. The design supports the development of tailored performance management systems.

Funding allocation model

<table>
<thead>
<tr>
<th>Improvement Initiative 17</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System Management</td>
<td>Establish a Funding Allocation Model to better inform decisions about fund distribution across the state to address priority client groups</td>
<td>A Funding Allocation Model will ensure a fair, efficient and transparent allocation of the CLC budget across the state.</td>
<td>12-15 months</td>
</tr>
</tbody>
</table>

Options

1. State based demand and Funding Allocation Model

Additional explanation

- The base for the Funding Allocation Model will be the inclusion of demand data (refer to 7.1.2.2) that will identify where the primary location of services will be required to meet priority client group needs across the state.
- Other factors that will need to be incorporated in the build of a robust funding allocation model includes:
  - Geographical and place based parameters
  - Measurement of unmet need
  - Account for funds in place as part of the delivery of the overall system (Information Chanel, Eligibility and Triage, Administrative functions, Coordination)
  - NPA and State based priorities
  - Identification of the legal types to be provided by CLC’s
  - Other funding for allied services or support services (LSC, ALRM, Domestic and family Violence Services, Court Support arrangements)
  - Equity loadings (Interpreters, Communication Specialists, Aboriginal Liaison)
  - Provision of “Extra Support” funding to support communities that will impacted by potential economic disadvantage due to business closures
  - Testing and validation of results to mitigate and unintended consequences

Case for change

- Current funding arrangements are historically based and are not necessarily aligned to current demand and need
- Limited information is available for effective data analysis on identification of unmet need across the system
- Development of new systems and processes in 2015-2017 will need to be accounted for as part of overall funding available for the service system
- Considers all the points of alignment across the system rather than fund for single agency service provision

NPA alignment

- Improves access to justice and resolve legal problems for the most disadvantaged people in Australia
- Targets legal assistance services to people facing disadvantage who have the greatest legal needs, including people experiencing, or at risk of, family violence
- Legal assistance services are appropriate, proportionate and tailored to people's legal needs and levels of capability
- Supports the delivery of service based on robust planning and decision making

Better practice

- Robust, proactive and comprehensive funding allocation decision making process
- Embedding demand planning and funding allocation into the business planning cycle
- A holistic approach to demand management and funding allocation that incorporates a variety of strategies to cater for the needs of different sections of the community, including integrated service provision for the most vulnerable groups.
- Funding allocation models have been developed and utilised in Health services (Unit cost and allocation methodology), Specialist Homeless services (Population based allocation), Child Protection (Casework Resource allocation) given set budgets, need for equity and parity in distribution and ability to revise as changes are forecasted in the system.

Benefits

- Improved access to justice for the disadvantaged members of the community
- Informing the efficient allocation of resources and funding to meet priority client needs
- Ensuring areas of likely disadvantage are identified and serviced
- Improving ability to foresee and respond to changes in short-term demand

Implementation effort | Low |
### Improvement Initiative 18

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>System Management</td>
<td>Develop best practice procurement framework (including service specifications, performance framework and stated minimum requirements) to support the provision of high quality Community Legal Services</td>
<td>Establish policies and guidelines that form part of the overall Procurement Framework that’s is based on the AGD requirements and expectations of the services being procured as part of the broader service system and delivered by viable high quality providers selected competitively and on merit</td>
<td>12-15 months</td>
</tr>
</tbody>
</table>

#### Additional explanation

The policies and procedures required to form part of a rigorous Procurement Framework include:
- Overview of Funding allocation and methodology to define the geographical footprint
- Overview of the service system structure and framework and describe how new Community Legal Services are expected to align their models of delivery and operational interface
- Program level results logic and identification of service level outcome requirements
- Defined client priorities and target groups including process to access specialist support (interpreters and communication aides)
- Go to market approach - procurement approach, timeframes, EOI content and templates to be completed by respondents
- Evaluation Criteria
- Financial Assessment “value for money”
- Identification of minimum requirements for applicants (e.g., accredited, collaborative and consortia arrangements, client driven service access model of delivery, provision of free legal services)
- Clarification of length of contract e.g., 3-5 year contracts
- Performance Framework including annual monitoring and review requirements based on service level outcome measures
- Strategic Partnerships and arrangements in place requiring involvement and commitment.

#### Case for change

- Current contracts have limited accountabilities built in to manage the delivery of services
- Performance indicators are variable and targets are set by providers
- Current arrangements are based on historical funding decisions and not in line with current need or designed on contemporary service principles
- No current program level guidance or results logic for evaluative purposes and review of success of funding arrangements in delivery of services
- Development of a legal needs database (similar to the NSW Law and Justice Foundation) will be needed to drive future funding and contractual arrangements.

#### NPA alignment

- Improves access to justice and resolve legal problems for the most disadvantaged people in Australia
- Targets legal assistance services to people facing disadvantage who have the greatest legal needs, including people experiencing, or at risk of, family violence
- Supports the delivery of service based on sound decision making

#### Better practice

- A CLC needs to be accredited (and maintain accreditation) under the NACLC National Accreditation Scheme (NAS). This is an industry-led quality assurance partnership between NACLC and the eight state and territory CLC associations. Developed in 2011 the scheme provides an industry based certification process that supports organisational development and recognises good practice
- Comprehensive guidance for potential proponents to determine if they will opt in for the procurement process
- Embedding targets and performance indicators into contracts to enable open and transparent monitoring and review systems and establishment of practice improvement initiatives
- A holistic approach to the provision of services with a focus on client services and outcomes for all SA citizens

#### Benefits

- Clear and transparent funding guidelines and contractual arrangements
- Open and competitive approach to encourage new providers and joined up collaborative arrangements to deliver services in an agile and flexible client driven framework rather than centre based services with limited reach to other areas
- Coordinated service delivery in line with defined SA requirements and service level outcome measures
- Identification and view of legal needs across the state

#### Implementation effort

Moderate - given the level of detail and work required to complete a comprehensive package
4. Client focused service delivery

The initiatives in this section are intended to ensure that legal assistance services are provided in a way that is client driven (or focused) and promotes and supports a focus on the overall desired client outcome, including:

- design and management of the legal assistance service system so that it facilitates access for citizens, and
- developing a pathway for citizens to access and obtain services from both legal and non-legal service providers that is transparent, consistent and designed to meet the overall needs of an individual

Service access

<table>
<thead>
<tr>
<th>Theme</th>
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<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Client Focused Service</td>
<td>Review and improve service</td>
<td>Analysis of the effectiveness of current client access/entry for legal assistance services and identification of improvements to facilitate access, in particular indigenous, disabled, CALD clients and those in rural and remote locations. It should also consider what is needed to ensure that services are culturally appropriate for specific client groups, how to balance service coverage and equity of access as well as impacts and options to address solicitors’ conflict in advising multiple parties.</td>
<td>12-15 months</td>
</tr>
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</table>

| Additional explanation         | Consider how to increase the level of awareness and understanding of CLC services by other service providers (legal, non-legal and government) e.g., the nature and scope of services provided, how to access services, what ongoing access is available, eligibility etc. |
| Case for change                | As CLC operate independently citizens seeking legal assistance may approach any CLC; access is not determined by geography. Citizens may also seek legal assistance from other legal providers such as LSC or a non-legal provider and may be subsequently referred to a CLC |
|                               | Significant referrals occur to and from CLC to other services: available data indicates that there were approximately 35,406 referrals within the legal assistance services system in 2014-15 comprising 20,770 inbound to CLC’s from other organisations and 14,636 outbound from CLC’s to other organisations. Information about the source of 11,000 (approx.) inbound referrals is not known. CLC undertaken 4000-5000 (approx.) outbound referrals to non-legal services. |
|                               | Stakeholders indicated that CLC’s need to better educate the community, community organisations and referring agencies about their scope and eligibility requirements |
|                               | In WA, VIC and NSW CLC are exploring a range of opportunities to build sustainability, achieve greater efficiency through co-location and other partnerships taking into account client needs (reviews underway are described further in Case Coordination) |
| NPA alignment                  | Supports all of the outcomes of the NPA by seeking to target services to priority clients, encouraging collaboration between service providers, providing appropriate and tailored services, focus on identifying legal needs and promoting understanding by citizens |
| Better practice                | LawAccess NSW provides a model of a single entry point for citizens seeking legal assistance services. It is a free government telephone service that provides legal information, referrals and in some cases, advice for people who have a legal problem in NSW. It is designed as a starting point for assistance with legal problems. |
|                               | The LSC existing Legal Help Line and App could be extended across all legal assistance services. |
| Benefits                       | CLC services will be better targeted to assist priority groups |
|                               | CLC will reduce effort associated with inappropriate inbound and outbound referrals |
|                               | Improved understanding by individuals and other service providers about access / entry and eligibility will assist CLC better predict and manage demand |

Implementation effort Low
## Improvement Initiative 20

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
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<tbody>
<tr>
<td>Client Focused Service Delivery</td>
<td>Review and improve client pathway and referral practice from the citizen perspective</td>
<td>Discovery and documentation of typical current pathways taken by citizens between CLC, other legal assistance services and non-legal services and consideration of impact of multiple referrals, duplication, gaps, and impact of solicitors' conflict in advising multiple parties. Identification of improvements in access and service pathways that are designed with a client perspective and will particularly support high priority client groups, such as those with multiple, related problems or clients in specific groups aligned to SA or NPA priorities such as disabled, families experiencing domestic violence, homeless.</td>
<td>3-6 months</td>
</tr>
</tbody>
</table>

| Additional explanation       | • Consideration of how clients with either complex needs or multiple problems (legal / non-legal) can be best assisted by available service providers to resolve interrelated / multiple problems in a holistic approach, or by 'joined-up' service delivery, consistent with the NPA objective. | • Development of agreed referral protocols and guidance for use by all service providers, including additional guidance for legal assistance services on how to manage conflict of interest. Increase the level of awareness and understanding of CLC services by other service providers (legal, non-legal and government). Appropriate design and management of access / entry to the legal assistance system, involving both CLC and other community agencies, will promote service delivery that is client focused and seeks to promote a consistent and positive citizen experience. | • Selective use of appropriate technology will also assist in promoting access by delivering the right channel at the right time |

| Case for change              | • Significant referrals occur between and from CLC to other services: available data indicates that there are approximately 35,406 referrals within the legal assistance services system in 2014-15 comprising 20,770 inbound to CLC’s from other organisations and 14,636 outbound from CLC’s to other organisations. Information about the source of 11,000 (approx.) inbound referrals is not known. CLC undertaken 4000-5000 (approx.) outbound referrals to non-legal services. | • Stakeholders indicated that CLC’s need to better educate the community, community organisations and referring agencies about their scope and eligibility requirements. • There is limited evidence to suggest that referrals are followed up to ensure service uptake. This means that the citizen may never receive other important services that may address underlying vulnerabilities. The current system relies on the individual following up on the referral and not necessarily the service provider. • There is no point of coordination for the referrals which means that support services are no informed of other agencies working with the individual. • Referrals need to be made with an understanding of the other services capacity and capability to appropriately support the individual. There is no evidence that suggests that referrals are made based on this standard approach. | • Significant referrals occur between and from CLC to other services: available data indicates that there are approximately 35,406 referrals within the legal assistance services system in 2014-15 comprising 20,770 inbound to CLC’s from other organisations and 14,636 outbound from CLC’s to other organisations. Information about the source of 11,000 (approx.) inbound referrals is not known. CLC undertaken 4000-5000 (approx.) outbound referrals to non-legal services. • Stakeholders indicated that CLC’s need to better educate the community, community organisations and referring agencies about their scope and eligibility requirements. • There is limited evidence to suggest that referrals are followed up to ensure service uptake. This means that the citizen may never receive other important services that may address underlying vulnerabilities. The current system relies on the individual following up on the referral and not necessarily the service provider. • There is no point of coordination for the referrals which means that support services are no informed of other agencies working with the individual. • Referrals need to be made with an understanding of the other services capacity and capability to appropriately support the individual. There is no evidence that suggests that referrals are made based on this standard approach. |

| NPA alignment                | • Supports all of the outcomes of the NPA by seeking to target services to priority clients, encouraging collaboration between service providers, providing appropriate and tailored services, focus on identifying legal needs and promoting understanding by citizens. | | |

| Better practice              | Examples of integrated service delivery in SA include: | • In domestic violence services during the first appointment legal and non-legal specialists work together to unbundle legal and non-legal client issues as well as DV and non-DV issues, which results in unbundled issues being referred to /pursued by either a lawyer or client support worker. • In WA, VIC and NSW CLC are exploring a range of opportunities to build sustainability, achieve greater efficiency through co-location and other partnerships taking into account client needs (reviews underway are described further in Case Coordination). • Uniting Communities: bundled health, counselling and legal assistance services co-located for young clients (12-24 yo). | |

| Benefits                     | • CLC services will be better targeted to assist priority groups and client focused service delivery increased. • CLC and other service providers will reduce effort associated with inappropriate inbound and outbound referrals. • Less effort on referrals and more effort on collaborative and core services will increase overall resources available to assist citizens and drive citizen focused outcomes. • Connectivity with other service providers will be increased through agreed referral protocols. | | |

| Implementation effort        | Moderate | | 75 |
## Practice framework

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
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</thead>
<tbody>
<tr>
<td>Client Focused Service Delivery</td>
<td>Develop a practice framework applicable to all CLC’s that formalises operational guidance and practices in relation to all services provided by CLC</td>
<td>This recommendation will develop a South Australian practice framework to formalize operational guidance and practices for all CLC’s. It will align with practice requirements of the NPA, the NACLC National Accreditation Scheme and any other operating or performance conditions specific to South Australia (as required by the SA AGD services procurement framework)</td>
<td>3-6 months</td>
</tr>
</tbody>
</table>

### Additional explanation
- CLC’s in SA do not have a single practice framework although all CLC’s in SA are NACLC accredited
- The practice framework would provide standardized guidance and practices applicable to all areas of operation and services of a CLC including:
  - Application of eligibility principles and guidelines
  - Management of client triage
  - Case-coordination management with other agencies
  - Outreach delivery
  - Marketing and linking with citizens
  - Appointments and referrals
  - Training for legal and other staff
  - Recruitment and training, and
  - Managing funding and reporting requirements
- The practice framework would require regular review and updating as services and operations evolve and mature

### Case for change
- A practice framework supports effective administration of CLC and is a key characteristics of effective service delivery, planning and design (Forell & Gray 2009)

### NPA alignment
- Supports the overriding objective of the NPA of a legal assistance sector that is integrated, efficient and effective

### Better practice
- Disability sector planning framework: supported centrally through policy and procedures and best practice guidance and regionally through governance arrangements.

### Benefits
- Single resource applicable and available to all CLC
- Reduces effort of individual CLC in developing and maintaining separate practice frameworks and delivers economy of scale for CLC
- Enables sharing of better practice between CLC (through regular updates and review)
- Enables planning guided by governance, informed by data and evidence, underpinned by rigorous analysis and decision making, citizen focused and built on broad participation

### Implementation effort
- Moderate
## Improvement Initiative 22

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Client Focused</td>
<td>Review and improve strategy, procedures and practice for client case coordination</td>
<td>This recommendation will include a review by CLC and other support services of current strategy, procedures and practices in relation to client case coordination. It will lead to improvement of current practices with an aim of developing an approach that integrates multiple agency responses e.g., one client plan covering all the work done by/with all agencies and actions and responsibilities of the client, that is not limited to legal assistance services.</td>
<td>6-12 months</td>
</tr>
</tbody>
</table>

### Additional explanation

- Appropriate case coordination (as well as Service access improvement) involving both CLC and other community agencies, will promote service delivery that is client focused and seeks to promote a consistent and positive citizen experience.
- Case coordination generally has the following elements:
  - inter-agency commitment including allocation of resources with adequate experience and authority
  - allocation of a lead case manager
  - case conferences on an “as needed” basis or when the client’s needs and circumstances are complex and involve a number of agencies
  - use of streamlined processes and common tools to provide seamless client service i.e., assessment process and tools, case handling etc to promote consistency
  - Selective use of appropriate technology will assist in case coordination such as facilitating sharing of client information and improved understanding of related issues and problems by service providers
  - The CLSIS replacement in 2016 will facilitate improved legal case management transferability of information

### Case for change

In addition to the commentary provided at Service access, Client pathway and referral, case coordination and case management across agencies is being recognised as the preferred management response where clients have multiple, inter-related or repeat issues.

### NPA alignment

Supports all of the outcomes of the NPA by seeking to target services to priority clients, encouraging collaboration between service providers, providing appropriate and tailored services, including potential for ‘joined-up’ services and empowering citizens.

### Better practice

- Examples of integrated service delivery in SA include:
  - In domestic violence services during the first appointment legal and non-legal specialists work together to unbundle legal and non-legal client issues as well as DV and non-DV issues, which results in unbundled issues being referred to/pursued by either a lawyer or client support worker
  - Uniting Communities: bundled health, counselling and legal assistance services co-located for young clients (12-24 year olds)
  - In WA, CLCA (WA) is working with Anglicare WA and University of WA Law School to conduct a feasibility study for a Neighbourhood Justice Centre based on a model operating in Collingwood, Melbourne. NJCs are community focussed courts that harness local communities to solve local problems. Their emphasis is on problem solving and promoting collaboration. They bring the justice system into contact with external stakeholders, including residents, community NGOs, local businesses, schools etc.

### Benefits

- Earlier and better identification of inter-related client issues by specialist, trained professionals
- Increased focus on assessment of all of client need
- Increased ability of all service providers to deliver optimal outcome for client
- CLC services able to focus on delivery of core legal assistance services rather than stretched to respond to non-legal issues
- Trained and competent professionals with relevant knowledge and experience (e.g., mental health workers) support clients
- Connectivity with other service providers will be increased through agreed practice framework, referral protocols etc.

### Implementation effort

Moderate
5. Whole of government responsiveness

This review has found that the legal assistance services sector does not and should not operate in isolation; a more mature system should feature close collaboration with the broader human services system. As part of the maturing of the South Australian human services system, South Australian government agencies have an important role to play in fostering and supporting the required collaboration between government agencies and service providers. The initiatives in this section involve the responsibilities of government in supporting a mature, collaborative, joined-up service approach, consistent with the aims of the NPA.

The role of government is part of the overall structural mechanism to integrate services and service systems across four levels: government/policy level, regional and local planning level, service delivery level, and interdisciplinary teamwork level. At all these levels, successful integration or joining up of services depends upon building partnerships. The evidence suggests that, while partnership working is widely assumed to be a good thing, it can be difficult to put into practice successfully - it requires careful planning, commitment and enthusiasm on the part of partners, the overcoming of organisational, structural and cultural barriers, and the development of new skills and ways of working¹.

Complex case management

<table>
<thead>
<tr>
<th>Improvement Initiative 23</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Whole of government responsiveness</strong></td>
<td>Establish and formalise approaches for complex case management across the justice / human service system (government and non-government) to improve ongoing management of clients with complex legal and related need.</td>
<td>18 months</td>
</tr>
<tr>
<td><strong>Options</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Complex case management approach at a State level is identified and arrangements led by AGD</td>
<td></td>
<td></td>
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<tr>
<td>2. Complex case management approach at a State level is identified through a Human Services Coordination Forum, and arrangements led by Department of Communities &amp; Social Inclusion (DCSI)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. As for 1 and 2 and approach jointly led by AGD and DCSI</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>AGD comments</strong></td>
<td>Service Providers are responsible for developing partnerships that best meet the legal and non-legal needs of their client group, including appropriate risk management strategies for high risk clients.</td>
<td></td>
</tr>
<tr>
<td><strong>Additional explanation</strong></td>
<td>A formalised complex case management approach involving multiple agencies and providers is required to operate effective joined up service delivery</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Establishing formal MOU's or Protocols will secure services and provide guidance on management of complex case management in a coordinated and planned way. A state wide framework for complex case management supported by Memoranda of Understanding (MOUs) will support identified client with complex needs to access the best possible services via collaboration between government and non-government agencies.</td>
<td></td>
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<tr>
<td></td>
<td>A formal framework and MOU commits agencies to work together to provide a seamless service to clients and work collaboratively to meet their complex needs and outlines accountabilities and roles to address this</td>
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<tr>
<td></td>
<td>Elements of the framework would include:</td>
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<td></td>
<td>• Clear and defined operating principals for complex case management: i.e., person-entered, participation and partnership (between agencies and clients and across sectors), lawful information sharing that supports better outcomes, Aboriginal cultural inclusion, cultural competence in service planning and delivery and strong governance and accountability</td>
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<td></td>
<td>• Defined eligibility criteria</td>
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<td></td>
<td>• Data on implementation is collected and used for continuing review and evaluation</td>
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<tr>
<td></td>
<td>• All agencies are members of a complex case management forum to allow interaction and collaboration</td>
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<td></td>
<td>• Referral procedures</td>
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</tr>
</tbody>
</table>

¹ Centre for Community Child Health, Murdoch children's research institute, Place-based approaches to child and family services - A literature review July 2011.
Case for change

- Collaboration with other community services is understood to be critical for addressing complex client needs:
  - A particular area of need is mental health. The National Mental Health Policy 2008 stated that much of the effort in mental health promotion needs to occur beyond the healthcare system, including in the justice sector. The ABS estimates the annual cost of mental illness to Australia is $20 billion, which includes loss of productivity and labour force participation (ABS, 2009). Clearly, the potential for legal services to help to mitigate the cost of health and mental illness is great.
  - The current model of non-integrated legal assistance with broader community services contributes to the challenge of managing and responding to complex client need
  - Formal arrangements at the sector level between CLC, other service providers and government agencies are not in place to support complex case management and have not been led by AGD or other government agencies
  - CLC approaches in place are localised e.g., Central with Uniting Communities; Northern financial counsellors co-located with lawyers
  - Lack of design and planning at system level means variability in client access and benefit

NPA alignment

- Supports a holistic approach to addressing legal need through collaboration with, and coordinated service delivery between, legal and non-legal sectors, including by delivering appropriate and timely services to best meet people’s legal needs; and
  - Maximises service delivery through the effective and efficient planning and use of available resources

Better practice

- Uniting Communities: bundled health, counselling and legal assistance services co-located for young clients (12-24 year olds)

Benefits

- Improved communication and consultation on joint client matters
- Improved access to services for clients
- Improved capacity to develop multidisciplinary approaches to meet needs
- Opportunities to develop “one stop shops”, clinic sessions and multi-channel delivery is increased

Implementation effort

High

Integrated case coordination

<table>
<thead>
<tr>
<th>Improvement Initiative 24</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Whole of government responsiveness</td>
<td>Government agencies support and establish formalised approaches for integrated case coordination between CLC and other service providers</td>
<td>Formalised, government endorsed approaches to support integrated case coordination between providers is required to operate effective joined up service delivery.</td>
<td>12-15 months</td>
</tr>
</tbody>
</table>

Options

1. Integrated case coordination framework, approach and MOU/protocols for all of CLC is identified and arrangements led by AGD
2. Integrated case coordinated framework, approach and MOU/protocols for all of CLC is identified and arrangements led through a collaborative process with AGD, LSC and CLC's
3. As for 1 and 2 and approach jointly led by AGD and Department of Communities & Social Inclusion (DCSI) through a Human Services Coordination Forum

AGD comments

Consideration should be given to the Collaborative Service Planning Forum progressing work in relation to a high level integrated case management framework.

Future CLC service providers should not be able to enter formalised arrangements with third parties without ensuring these arrangements are consistent with the vision and purpose of the broader CLC sector, through the CSPF.

Additional explanation

- Establishing formal MOU’s or Protocols will secure services and provide guidance on case coordination integration in a coordinated and planned way.
- A CLC framework for integrated case coordination supported by Memoranda of Understanding (MOUs) will support clients and service providers who are receiving multiple inter-related services to access the best possible services via improved coordination and collaboration between providers.
- A formal framework and MOU commits agencies to work together to provide a seamless service to clients and work collaboratively to meet their complex needs and outlines accountabilities and roles to address this
- Elements of the framework could include:
  - Development of cross-sector guide, process and common tools such as assessment to provide seamless services to clients’ i.e., assessment process, case handling, information transfer etc.
  - Determination of how to allocate lead case managers / coordinator
### Final Report – SA Community Legal Centres - Service Review Project

<table>
<thead>
<tr>
<th>Case for change</th>
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<tbody>
<tr>
<td>In addition to the commentary provided on client access, client pathway and referral, case coordination and case management across agencies is being recognised as the preferred management response where clients have multiple, inter-related or repeat issues.</td>
<td></td>
</tr>
<tr>
<td>Integrated case coordination seeks to understand and resolve root causes of client needs in a holistic and sustainable manner.</td>
<td></td>
</tr>
<tr>
<td>Formal arrangements at the sector level between CLC, other service providers and government agencies are limited to support integrated case coordination and have not been clearly led by AGD, other government agencies or a CLC Secretariat.</td>
<td></td>
</tr>
<tr>
<td>Informal arrangements that may exist are on an ad hoc, place based or issue driven basis.</td>
<td></td>
</tr>
<tr>
<td>As well as lack of formal arrangements, the current model of non-integrated legal assistance with broader community services contributes to the challenge of managing and responding to client need.</td>
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<tr>
<td>CLC approaches in place are localised e.g., Central with Uniting Communities; Northern financial counsellors co-located with lawyers.</td>
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<tr>
<td>Lack of design and planning at system level means variability in integrated case coordination.</td>
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<table>
<thead>
<tr>
<th>NPA alignment</th>
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<tbody>
<tr>
<td>Supports a holistic approach to addressing legal need through collaboration with, and coordinated service delivery between, legal and non-legal sectors, including by delivering appropriate and timely services to best meet people’s legal needs; and</td>
<td></td>
</tr>
<tr>
<td>Maximises service delivery through the effective and efficient planning and use of available resources.</td>
<td></td>
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<tr>
<td>Integrated case coordination should contribute to identification of legal problems before escalation, overall resolution and empowering people to understand rights and prevent further legal problems.</td>
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<table>
<thead>
<tr>
<th>Better practice</th>
<th></th>
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</thead>
<tbody>
<tr>
<td>Uniting Communities: bundled health, counselling and legal assistance services co-located for young people (12-24 year olds).</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Better practice</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Improved communication and consultation on joint client matters between providers.</td>
<td></td>
</tr>
<tr>
<td>Improved integration of services for clients.</td>
<td></td>
</tr>
<tr>
<td>Improved capacity to develop multidisciplinary approaches to meet needs.</td>
<td></td>
</tr>
<tr>
<td>Opportunities to develop “one stop shops”, clinic sessions and multi-channel delivery is increased.</td>
<td></td>
</tr>
<tr>
<td>Improved ability to measure overall client outcomes from legal and non-legal perspective, with focus on quality of service.</td>
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</tbody>
</table>

### Place based planning

<table>
<thead>
<tr>
<th>Improvement initiative 25</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Theme</strong></td>
<td></td>
</tr>
<tr>
<td>Whole of government responsiveness</td>
<td>Government agencies support and establish formalised approaches for place based solutions to legal assistance service delivery.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Options</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Place based solution identification and planning approach initiated and led by AGD, drawing on existing SA initiatives.</td>
<td></td>
</tr>
<tr>
<td>2. As for 1 but jointly led by AGD and Families SA.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>AGD comments</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>SA AGD should lead this work, notwithstanding the requirement on Service Providers to address multidisciplinary responses to clients through formalised partnerships. Future CLC service providers should not be able to enter formalised arrangements with third parties without ensuring these arrangements are consistent with the vision and purpose of the broader CLC sector, through the CSPF.</td>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>Additional explanation</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Place based approaches focus on the whole social and physical environment in a particular area, rather than the individual needs of those who live there.</td>
<td></td>
</tr>
<tr>
<td>Evidence is emerging that integrated service delivery (place based planning) can have positive benefits for children, families and professionals. Place-based approaches can be contrasted with person-based approaches in which the focus is on direct help to the individual person or family with the problem, regardless of their circumstances or where they live.</td>
<td></td>
</tr>
<tr>
<td>Place based approaches occur in a geographic area and involve a comprehensive multi-level effort to address all the factors that affect child, family and community functioning in that area simultaneously.</td>
<td></td>
</tr>
</tbody>
</table>

80
Elements of a place based approach and plan would include:
- A holistic system with shared responsibility and vision by multiple agencies, that considers all individuals likely to be subject to legal/non-legal risks
- Facilitate a whole of system, multi-agency response to the assessed risks
- Develop innovative methods and frameworks to address long term problems by using a more flexible and agile approach to address agreed and measurable outcomes
- Undertake ongoing review and evaluation with providers to improve responses
- Place based and person based approaches have usually been developed separately but a combined people- and place-based approach can also be used

Case for change
- Particular legal and related challenges exist for families and children in SA, including issues facing women, the prevalence of domestic violence and legal matters involving children
- Family law matters (e.g., child contacts and contact orders, child residency, property in marriage, divorce and separation dominate in CLC legal services
- A number of government agencies and service providers are involved in providing services and support for families and children such as Women’s Legal Service, Women’s Domestic Violence Court Assistance Service, Relationships Australia, Anglicare, Centrecare, Families SA etc
- SA’s Strategic Plan has a focus on supporting communities, women and children and fostering strong families
- Innovative approaches may be required to address systemic issues in a sustainable way

NPA alignment
- Supports a holistic approach to addressing legal need through collaboration with, and coordinated service delivery between, legal and non-legal sectors, including by delivering appropriate and timely services to best meet people’s legal needs; and
- Maximises service delivery through the effective and efficient planning and use of available resources
- Contributes to identification of legal problems before escalation, overall resolution and empowering people to understand rights and prevent further legal problems
- Maximises service delivery through the effective and efficient planning and use of available resources

Better practice
- Child and family place based initiatives in other states e.g., NSW One Place One Plan, Vic Local Planning and Delivery Framework, WA Local Area Planning (see also Centre for Community Child Health, Murdoch children’s research institute, Place-Based Approaches To Child And Family Services, A Literature Review, July 2011)
- Existing SA initiatives that have adopted a place based / family focus and supporting SA’s Strategic Plan

Benefits
- Improved communication and consultation on joint client matters between providers
- Improved integration of services for clients
- Improved capacity to develop multidisciplinary approaches to meet needs
- Opportunities to develop “one stop shops”, clinic sessions and multi-channel delivery is increased
- Improved ability to measure overall client outcomes from legal and non-legal perspective, with focus on quality of service
- Approach encompasses both a physical and service infrastructure perspective

Implementation effort
- High

Multi-disciplinary co-located teams

<table>
<thead>
<tr>
<th>Improvement Initiative 26</th>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Whole of government responsiveness</td>
<td>Government agencies</td>
<td>establish formalised approaches to support service delivery through multi-disciplinary co-located teams</td>
<td>This initiative is related to other initiatives designed to support holistic client access and support, and focuses on the role that government can play to support such arrangements</td>
<td>18 months</td>
</tr>
</tbody>
</table>

Options
1. AGD initiates and leads forum with CLC and other service providers to identify suitable approaches for co-location of multi-disciplinary teams
2. Department of Communities & Social Inclusion (DCSI) with AGD support, through a Human Services Coordination Forum, initiates identification of suitable approaches for co-location of multi-disciplinary teams

AGD comments
Outreach (or in-reach or colocation) is an essential model for Service Providers of CLC services. The emphasis should be on CLC services being located where other non-legal needs can be serviced. Coordination of this is the primary responsibility of the Service Provider. SA AGD can assist in the negotiation of this, especially where other government agencies are involved.

Additional explanation
- International and Australian research has established links between legal and health need, particularly
for people with chronic illness and disability; links between social exclusion and clusters of legal need; and the prevalence of non-legal services as the first port of call for assistance with legal need. These findings provide strong support for integrating the provision of legal services with health and welfare services and for establishing good referral practices between legal services and non-legal community and health services.

- A key aspect of integration is enabling access to multi-disciplinary professional teams.

<table>
<thead>
<tr>
<th>Case for change</th>
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</thead>
<tbody>
<tr>
<td>• Noble (2012b) found that very few CLC’s described formal programs of multi-disciplinary collaboration between legal, social work and financial counselling roles, or a process of engaging health professionals.</td>
</tr>
<tr>
<td>• Despite the lack of formal programs among CLC, more than 85% of CLC’s have reported that they receive client referrals through health service providers. This group includes more than 40% being referred by hospitals. Conversely, CLC’s reported sending some of the clients to health care professionals (Noble, 2012b).</td>
</tr>
<tr>
<td>• Feedback from client advocates, indicated that integration of legal services with other community services should be considered and was desirable - due to more clients with complex legal needs as well as complex health/social issues (e.g., DV, self-harm, child protection combined) and the benefit provided from access to a connected network of professional advice and support for clients under single umbrella.</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>NPA alignment</th>
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</thead>
<tbody>
<tr>
<td>• Multi-disciplinary teams support a holistic approach to addressing legal need through collaboration with, and coordinated service delivery between, legal and non-legal sectors, including by delivering appropriate and timely services to best meet people’s legal needs; and</td>
</tr>
<tr>
<td>• Maximises service delivery through the effective and efficient planning and use of available resources</td>
</tr>
<tr>
<td>• Contributes to identification of legal problems before escalation, overall resolution and empowering people to understand rights and prevent further legal problems.</td>
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<table>
<thead>
<tr>
<th>Better practice</th>
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<tbody>
<tr>
<td>• South Australian government experience in ‘schools as community hubs’</td>
</tr>
<tr>
<td>• QLD: Community Access Points and multidisciplinary community-based organisations, such as the legal, advocacy and community development services of the Advocacy and Support Centre</td>
</tr>
<tr>
<td>• WA: multidisciplinary community-based organisations, such as citizens advice bureaus, which provide information, referrals and mediation services and the Geraldton Resource Centre, which co-locates the Geraldton CLC with financial, tenancy and other community services</td>
</tr>
<tr>
<td>• TAS: the Tasmanian Government’s multi-agency Safe at Home family violence initiative and the Migrant Resource Centre of Southern Tasmania, which provides information about legal and other services</td>
</tr>
<tr>
<td>• NT: co-location of the Ngaanyatjarra Pitjantjatjara Yankunytjatjara Women’s Council domestic violence service with other health, cultural and social services at Pitjantjatjara Council Resource Centre, coordination of legal, counselling and referral services for Indigenous victims of family violence at the North Australian Aboriginal Family Violence Legal Service and the Central Australian Aboriginal Family Legal Unit Aboriginal Corporation</td>
</tr>
<tr>
<td>• ACT: Street Law, which is an ongoing relationship between community legal services and other community organisations to provide crisis, child, family, women’s, migrant and settlement services.</td>
</tr>
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<table>
<thead>
<tr>
<th>Benefits</th>
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<tbody>
<tr>
<td>• Improved communication and consultation on joint client matters between providers</td>
</tr>
<tr>
<td>• Improved integration of services for clients combined with access to multidisciplinary skill sets</td>
</tr>
<tr>
<td>• Opportunities to develop “one stop shops”, clinic sessions and multi-channel delivery is increased</td>
</tr>
<tr>
<td>• Improved ability to measure overall client outcomes from legal and non-legal perspective, with focus on quality of service</td>
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<table>
<thead>
<tr>
<th>Implementation effort</th>
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<tbody>
<tr>
<td>High</td>
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### Improvement Initiative 27

<table>
<thead>
<tr>
<th>Theme</th>
<th>Initiative</th>
<th>Summary</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Whole of government responsiveness</td>
<td>Government agencies support service delivery approaches that maximise early intervention and prevention of legal and associated issues</td>
<td>Early intervention and prevention in addressing systemic causes of legal problems is an outcome of the NPA. Evidence indicates that addressing all related problems (including legal problems) as early as possible reduces the chance of escalation of legal problems and mitigates costs of service delivery of all services.</td>
<td>18 months</td>
</tr>
</tbody>
</table>

**Options**

1. AGD with other government agencies leads identification and support of initiative that undertake early intervention and prevention of legal and associated issues
2. AGD with CLC seek support from Law Foundation of SA to invest in review of existing information and CLE products and consider approach to streamline and implement better practice
3. CLC and LSC combine existing resources especially those used in LSC hotline service and maintain all resources centrally under LSC oversight

AGD comments
CLE and CLE resources will not be developed in isolation from other legal assistance providers. The CSPF is the preferred vehicle for establishing a working group to perform state-wide coordination of CLE and CLE resources. Investigating funding opportunities from the Law Foundation should be considered.
To ensure version and quality control, it will be appropriate to hold resources centrally by the LSC.

Additional explanation
- Early intervention and prevention includes the concepts of:
  - access to quality information
  - community legal education (CLE), and
  - alternative dispute resolution (ADR) mechanisms, particularly in relation to disputes with government

Case for change
Information / CLE
- Available data indicates ‘information’ services account for 25% of volume of activity of CLC.
- All CLC indicated a range of CLE activities though not quantified
- Concerns about duplicate / overlapping legal information products, and multiple delivery channels (both contributing to wasted CLC effort) were raised by stakeholders and the Productivity Commission
- Recent report from QLD indicates ‘South Australian legal assistance services have no formal process of identifying duplication of services and publications. New legal resources are created where there is a change in legislation, a new service offered or new funding for a different service. To manage duplication CLC’s conduct meetings, networks and forums to determine whether alternative information documents already exist’. The report identified a number of improvement opportunities including a best practice guide for the development and maintenance of information and reporting and management using NACLC’s CLEAR database.
- Client advocates indicated many clients do not access services the way they used to - face-to-face access is no longer primary delivery channel; clients want more flexible services and channels

ADR
- The current state demand model indicates that a high proportion of matters in relation to government pensions, benefits and allowances and also a high proportion of matters dealt with by the Community Mediation Service ((Number of Matters by Problem Type and CLC, 2014-2015). Together this indicates an overall need for appropriate ADR/mediation approaches - some of which may be appropriate in dealings between individuals and government agencies.
- The NPA endorses the use of ADR for family and civil law disputes (Schedule B, B9)

NPA alignment
- Supports the NPA general principle of timely intervention services to resolve clients’ legal problems sooner or prevent them arising and the use of ADR in family and civil law disputes

Better practice
- Lessons learnt in Canada and UK (as referred to in Coordinating community legal information and publications, A discussion paper for Queensland legal assistance services, December 2015)

Benefits
- Improved coordination among CLC in relation to information and CLE avoiding duplicated effort and maximising output
- Improved communication and understanding within the community about legal rights and obligations
- Improved capacity to resolve legal issues and disputes early on, including with government agencies, at lower cost and flexibly and responsively to individual needs

Implementation effort
High
Appendix 7: Draft Service Specification Overview

Service Specification Overview

A service specification is a document that contains your description of what you want from a service. It is a working tool for the provider to use to structure how they will deliver the service, and it is a document for you to refer to measure the quality of the service and hold the provider to account. Without a service specification a provider will not have a clear understanding of what it is you want them to do, and so you will find it difficult to evidence value for money, challenge poor practice and gather information to inform future commissioning decisions.

Specification design for service delivery requirements

The service specification needs to clearly articulate the service system structures and frameworks that the provider needs to incorporate within their model as well as the expectations and measures of success that the provider will be monitored against as part of contract management and delivering quality services to the targeted population and/or geography.

Non-Negotiables

The specification should provide a clear description of any established frameworks or systems that the provider is expected to align and interface e.g. use of standardised tools to determine eligibility and prioritisation of potential clients for legal assistance services.

Funding level

Provide detail in relation to the annual funding allocation and payment schedule and amounts. This section should also include advice on CPI increases should the contract tenure be greater than one year.

Outcomes

Use the specification to tell providers what you are aiming to achieve e.g. Increase access to legal assistance for priority clients in rural and remote areas

Outputs

Tell providers what measurable services or activities they must deliver to achieve an outcome e.g. number of legal assistance advice and casework per month provided in local communities.

Inputs

Tell providers the detail of how to meet an outcome e.g. Practice Framework definitions and descriptions
Example ONLY - as basis for 16/17 and contract specification

Aims and Objectives of contract

Aim of the Contract
Delivery of Community Legal Services to disadvantaged individuals in need of assistance and support to address legal matters through the provision of advice and/or casework and co-ordinate access to other health and human services for non-legal issues, as required, in order to support improved holistic and collaborative case management across the sector.

Objectives of the Contract
From July 2015, funding allocations to CLC’s are governed by a new National Partnership Agreement (NPA) on Legal Assistance Services (2015–2020).

The NPA objectives are underpinned by the Access to Justice Framework, which promotes inclusive, preventative and holistic service delivery to enhance access to justice for the most disadvantaged Australians. Another key objective of the NPA is to maximise service delivery through the effective and efficient use of available resources.

The following is a list of the service principles in operation for the South Australian Community Legal Services:

- **Available** - Clients are able to access timely services through multiple channels to best meet their individual requirements
- **Accessible** - Services are provided across the state and as needed by clients in locations that ensure localised service provision in the proximity of where the client resides
- **Agile** - Services for all eligible clients across the state, whilst also seeking to drive efficiencies in support systems and client access processes through standardisation and creation of state-wide pathways
- **Collaborative** - Services work together and develop multidisciplinary or joined up service approaches at the local level to achieve better outcomes for clients
- **Empowering** - Clients are given the opportunity to ‘have a voice’ enabling them to influence decisions regarding their service arrangements
- **Individualised** - Services are tailored to meet the clients specific needs including the use of new technologies to ensure all other client related principles are able to be met
- **Culturally proficient** - Services are sensitive to unique client needs arising from culture
- **Preventative** - The system prioritises prevention of CYP entering care where possible, and emphasises early diagnosis, intervention and treatment
- **Proportional** - Services are funded for and provide services in line with the varying intensity of client needs
- **Economy** - The state and its citizens receive ‘value for money’ for public funds, productivity is maximised improving the outcomes for clients
- **Sector capability** - Legal assistance service delivery models retain and support required capability, including specialist capability (e.g., social security specialisation or interpreter services)
- **Streamlined** - Services designed to minimise duplication as well as create a more structured and streamlined system that provides for operational consistency and a focus on standardised customer service
- **Continuous improvement and Performance-driven** - Legal assistance service delivery models are continuously reviewed for improvement and innovation and performance is measured at system, service and individual levels which promotes quality and efficiency in service delivery

An integrated statewide approach to delivery of client services will ensure that:

- all services are directed to the most disadvantaged clients
- that a coordinated and planned approach is in place to focus the Community Legal sector on
priority legal advice and casework
- equity of access is provided
- standards and delivery requirements are adhered to.

Geographical Coverage

Generalist Services
The following geographical area is the primary focus for service delivery by the Generalist Community Legal Service. There is requirement that all parts of the geographical area will be serviced and that priority will be given to delivering services to those people in the rural and remote areas of the geography.

Service coverage must include a number of the following activities:

- Outreach services
- Co-location
- Day Clinics
- Joint Case Reviews
- Outpost services
- Video Conferencing
- Skype
- Individual and group chat
- Technology innovation

<table>
<thead>
<tr>
<th>Area</th>
<th>Coverage</th>
<th>Post Codes</th>
</tr>
</thead>
<tbody>
<tr>
<td>e.g. - Central CLC</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Specialist Services
Specialist services are required to provide services in line with the integrated statewide service model and deliver services to the financially disadvantaged. It is not the intention that all matters relating to your area of expertise will be allocated to your services however it is expected that you will prioritise services identified below as your primary focus. It is expected that as the Specialist provider you will look at developing casework tools and resources to train and support other Community legal centres and legal assistance services to deliver assistance in these areas where required.

Service coverage must include a number of the following activities:

- Outreach services
- Co-location
- Day Clinics
- Joint Case Reviews
- Outpost services
- Video Conferencing
- Skype
- Individual and group chat
- Technology innovation

<table>
<thead>
<tr>
<th>Service</th>
<th>Coverage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women and Children (DV, Child Protection, Family Court)</td>
<td>Statewide</td>
</tr>
<tr>
<td>Welfare Rights (Centrelink, people with a disability, homeless)</td>
<td>Statewide</td>
</tr>
<tr>
<td>Mediation (TBD)</td>
<td>Statewide</td>
</tr>
</tbody>
</table>
Eligibility criteria, assessment and prioritisation

Eligibility for services is determined by undertaking a multistep assessment of initial eligibility criteria, client need and service availability. The following is an overview of the process to be undertaken. The tools (to be developed) to support consistent application and recording of the eligibility assessment and triage and prioritisation decisions are located at Appendix XX.

1. Determine basic eligibility
   - Determine person’s basic eligibility by taking into consideration:
     - Geographic location (catchment area);
     - CLC’s priority client group(s) – if any (e.g., Centrelink clients – Welfare Rights Centre, Women – Women’s Legal Service);
     - Conflict;
     - Financial resources (conduct income and asset test*).
   - Action if eligible:
     - Proceed to vulnerability assessment (Step 2)
   - Action if not eligible:
     - Provide general information and/or legal advice
     - If not, make a referral;
     - Note: where the person did not pass income/asset test, but there is a perceived risk of serious vulnerability and high urgency to act, make a “warm” referral or provide service at discretion
   - Note: where the person did not pass an income/asset test, but there is a perceived risk of serious vulnerability and high urgency to act, make a “warm” referral or provide service at discretion.

2. Assess for serious vulnerabilities
   - Identify main legal issue(s) and urgency of response required
   - Undertake vulnerability assessment, considering whether the combination of client characteristics and the legal issue(s) are likely to create a risk of:
     - deprivation of liberty (i.e., risk of imprisonment);
     - violence and exploitation (e.g., domestic violence, prostitution, child abuse, elder abuse);
     - homelessness;
     - significant hardship (e.g., loss of work and ability to care for family due to suspended licence);
   - Action if vulnerable:
     - Proceed to vulnerability assessment (Step 3)
   - Action if not vulnerable:
     - Proceed to determining alternative pathways (Step 4)

3. Determine alternative pathways
   - Determine the Centre’s capability and capacity to provide legal assistance – if not, make a referral;
   - Determine whether assistance from other specialist agencies is available (incl. LSC) – if so, make a referral;
   - Determine the person’s ability to manage the matter themselves, especially with the help of another agency – if so, make a referral.
   - Action if alternative pathways available:
     - Refer to appropriate agency (incl. other CLCs and non-legal service providers)
   - Action if alternative pathways not available / appropriate:
     - Proceed to assessment of the Centre’s competing priorities (Step 4)

4. Assess against competing priorities
   - Assess the matter against Centre’s current priorities, including:
     - SA and NPA priorities;
     - existing and upcoming workload;
     - relative vulnerability of clients on the waitlist;
     - urgency of other clients’ matters
   - At Centre’s discretion, provide services, considering these competing priorities.

Alternative triage delivery approaches

Service description and service delivery

Community Legal Centres are required to develop services that focus on meeting the needs of the most financially disadvantaged people in South Australia. This is determined as having income that is lower than $52,000 p.a.

It is a requirement to also provide flexible model of services that include provision of support and assistance to those clients in rural and remote communities who are unable to access the centre based services.

Community Legal Centres are funded to address client legal needs only. Community Legal Centres need to develop partnerships and arrangements with other health and human service agencies to be able to refer for support and assistance of non-legal issues that also need to be addressed.

Community Legal Centres are required to meet the following requirements as part of organisational management and service delivery:

- National Strategic Service Delivery Model
- Compliance with all standardised tools and processes
- Relevant legislation and regulations applied to the legal assistance sector
- Compliance with the directions and principles set within the NPA
- Develop service policies and procedures to provide instruction and guidance to staff and volunteers on service operations, partnership arrangements, referral practices, casework standards and advocacy
- Develop and implement client feedback systems including complaints management
• Apply robust recruitment and screening practices to ensure appropriately qualified, experienced and suitable staff and volunteers are selected

Performance Measures

16/17 Community Legal Centres – ALL

<table>
<thead>
<tr>
<th>Practice</th>
<th>Performance requirement</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>Standardised Eligibility</td>
<td>Basic Eligibility assessment completed</td>
<td>100%</td>
</tr>
<tr>
<td>Standardised Triage</td>
<td>Prioritisation process and decision recorded</td>
<td>100%</td>
</tr>
<tr>
<td>Data Set and Report</td>
<td>Gathering, recording and submitting quarterly data report for performance review</td>
<td>4 reports tabled and program compliance attained</td>
</tr>
<tr>
<td>Increase Outreach Initiatives</td>
<td>Establish planned and co-ordinated outreach program</td>
<td>As per individual agreements</td>
</tr>
<tr>
<td>Value for Money</td>
<td>Funding is used for the sole purpose of delivering legal assistance to priority client groups</td>
<td>100% of all clients</td>
</tr>
</tbody>
</table>

16/17 Mediation Service

<table>
<thead>
<tr>
<th>Practice</th>
<th>Performance requirement</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>Standardised Eligibility</td>
<td>Basic Eligibility assessment completed</td>
<td>100%</td>
</tr>
<tr>
<td>Standardised Triage</td>
<td>Prioritisation process and decision recorded</td>
<td>100%</td>
</tr>
<tr>
<td>Data Set and Report</td>
<td>Gathering, recording and submitting quarterly data report for performance review</td>
<td>4 reports tabled and program compliance attained</td>
</tr>
<tr>
<td>Increase Outreach Initiatives</td>
<td>Establish planned and co-ordinated outreach program</td>
<td>As per individual agreements</td>
</tr>
<tr>
<td>Value for Money</td>
<td>Funding is used for the sole purpose of delivering legal assistance to priority client groups</td>
<td>100% of all clients</td>
</tr>
</tbody>
</table>

Contract period and payment terms

1 year contract – (July 2016 – Jun 2017)

Payments will be made only after receipt of Quarterly data reports and assessment of targets being achieved.
Geographical Mapping for July 2017 - June 2012

<table>
<thead>
<tr>
<th>Area</th>
<th>Coverage</th>
<th>Post Codes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional Northern SA</td>
<td>Port Augusta, Woomera, Port Pirie, Coober Pedy, Lake Aire</td>
<td></td>
</tr>
<tr>
<td>Regional Southern SA</td>
<td>Murray Bridge, Bordertown, Mt Gambier, Renmark</td>
<td></td>
</tr>
<tr>
<td>Regional Western SA</td>
<td>Whyalla, Streaky bay, Ceduna, Eucla</td>
<td></td>
</tr>
<tr>
<td>Central SA</td>
<td>Adelaide, Port Adelaide, Hahndorf, Noarlunga Centre, Victor Harbour, Kangaroo Island</td>
<td></td>
</tr>
</tbody>
</table>

(Illustrative only - to be confirmed during detailed implementation planning as part of Acquisition Planning)
Appendix 8: Cost Assessment

<table>
<thead>
<tr>
<th>Assumption</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3 to 5</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>July 2015 - June 2016</td>
<td>July 2016 to June 2017</td>
<td>July 2017 to June 2020</td>
</tr>
<tr>
<td><strong>Integrated Statewide Services</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Information Line</td>
<td>NIL</td>
<td>NIL</td>
<td>NIL</td>
</tr>
<tr>
<td>› Available within LSC resources</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>One Off Funding</td>
<td>Development &amp; facilitation included in PMO costs</td>
<td>$25,000&lt;sup&gt;3&lt;/sup&gt;</td>
<td>NIL</td>
</tr>
<tr>
<td>Eligibility Assessment</td>
<td>NIL</td>
<td>NIL</td>
<td>$160,000 pa&lt;sup&gt;4&lt;/sup&gt;</td>
</tr>
<tr>
<td>One Off Funding</td>
<td>Development &amp; facilitation included in PMO costs</td>
<td>$25,000&lt;sup&gt;5&lt;/sup&gt;</td>
<td>NIL</td>
</tr>
<tr>
<td>Triage and Prioritisation</td>
<td>NIL</td>
<td>TBD</td>
<td>$160,000 pa&lt;sup&gt;6&lt;/sup&gt;</td>
</tr>
</tbody>
</table>

---

2 Assumes that negotiations with LSC will ensure enhancement of current Information Line with CLC targeted information and resources at no cost as the introduction of extra material for distribution to citizens should not require increased staffing or operating costs.

3 Development and publication of any new resources required to include CLC information and training of LSC Information Line staff

4 Assumes requirements for two full time staff in addition to LSC establishment

5 Development and production of paper based Eligibility assessment until electronic version can be incorporated into new IT system

6 Assumes requirements for two full time staff in addition to LSC establishment
<table>
<thead>
<tr>
<th>Assumption</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Years 3 to 5</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>One Off Funding</td>
<td>Development &amp; facilitation included in PMO costs</td>
<td>NIL</td>
<td>NIL</td>
</tr>
<tr>
<td>Administrative and Business Services Unit</td>
<td>NIL</td>
<td>NIL</td>
<td>No greater than 10% of all funds</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Clerical/Administration position</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>in each CLS</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>approx. $350,000 pa</td>
</tr>
<tr>
<td>One Off Funding</td>
<td>Development &amp; facilitation included in PMO costs</td>
<td>NIL</td>
<td>NIL</td>
</tr>
<tr>
<td>Business Development</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CLCIS Replacement fee</td>
<td>NIL</td>
<td>NIL</td>
<td>$45,000 pa</td>
</tr>
<tr>
<td>One Off Funding</td>
<td>NIL</td>
<td>$45,000</td>
<td>NIL</td>
</tr>
<tr>
<td>Translation Services</td>
<td>NIL</td>
<td>NIL</td>
<td>$30,000 pa</td>
</tr>
<tr>
<td>One Off Funding</td>
<td>NIL</td>
<td>$30,000</td>
<td>NIL</td>
</tr>
</tbody>
</table>

7 Assumes a total of no greater than 10% of overall budget for the provision of co-ordinated and streamlined administrative and business services operated from the LSC. Also assumes that each CLC will need a clerical position to support daily administrative arrangements and reporting into the LSC. We have assumed at least 70K for up to 5 sites.

8 As confirmed by SA AGD as agreed cost payment to NACLC for the new IT system and ongoing support

9 As confirmed by SA AGD as agreed costs associated with the provision of Translation and Interpreter services
<table>
<thead>
<tr>
<th>Assumption</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Years 3 to 5</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>July 2015 - June 2016</td>
<td>July 2016 to June 2017</td>
<td>July 2017 to June 2020</td>
</tr>
<tr>
<td><strong>CLS operations</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Outreach program (travel &amp; IT)</td>
<td>NIL</td>
<td>NIL (part of contract)</td>
<td></td>
</tr>
<tr>
<td>One Off Funding</td>
<td>Development &amp; facilitation included in PMO costs</td>
<td>$50,000 (increase of 30-40% of travel budget)</td>
<td>TBC (Seed funding to implement target outreach locations)</td>
</tr>
<tr>
<td>Establishment of Uni Law Clinics</td>
<td>NIL</td>
<td>TBC</td>
<td>TBC</td>
</tr>
<tr>
<td>One Off Funding</td>
<td>Development &amp; facilitation included in PMO costs</td>
<td>TBC</td>
<td>TBC</td>
</tr>
<tr>
<td><strong>Procurement</strong> (<em>in addition to allocated AGD resources</em>)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Acquisition Plan Development</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>One Off Funding</td>
<td>1 FTE ($50,000)</td>
<td>NIL</td>
<td>NIL</td>
</tr>
<tr>
<td><strong>Tender &amp; Evaluation</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>One Off Funding</td>
<td>1 FTE ($50,000)</td>
<td>NIL</td>
<td>NIL</td>
</tr>
</tbody>
</table>

---

10 One off payment to CLC’s in recognition of the costs associated with increasing Outreach arrangement and services in the year prior to the new Contracts where this cost will be built into the new service specifications and funding arrangements

11 Assumed 1 EFT for 6mths located in SA AGD

12 Assumed 1 EFT for 6mths located in SA AGD
<table>
<thead>
<tr>
<th>Assumption</th>
<th>Year 1 July 2015 - June 2016</th>
<th>Year 2 July 2016 to June 2017</th>
<th>Years 3 to 5 July 2017 to June 2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transition Costs</td>
<td>NIL</td>
<td>TBC (based on tender outcomes)</td>
<td>NIL</td>
</tr>
<tr>
<td>One Off Funding</td>
<td>NIL</td>
<td>TBC (based on tender outcomes)</td>
<td>NIL</td>
</tr>
<tr>
<td>Innovation Funding</td>
<td>One Off Funding</td>
<td>NIL</td>
<td>$200,000 pa</td>
</tr>
<tr>
<td>Program and Change management</td>
<td>Program management office</td>
<td>$200,000 non-recurrent</td>
<td>$400,000 non-recurrent</td>
</tr>
<tr>
<td></td>
<td>15</td>
<td>13</td>
<td>14</td>
</tr>
<tr>
<td>Total</td>
<td>13</td>
<td>TBC</td>
<td>TBC</td>
</tr>
</tbody>
</table>

---

13 This cost can only be determined once preferred provider selections are approved. This will need to be further considered as part of the overall detailed implementation Planning Program.

14 EY has recommended that one off funds be put aside to establish an innovation fund to support continuous improvement and development of the new system. SA AGD will need to determine if these funds are required for Contract period 2017-2020 or at all dependent on the internal decisions to proceed or otherwise with this initiative.

15 Program management Office - this assumes the need for a team of staff (based on the identified capabilities required to undertake the detailed implementation – see Section 5.4 of report). It is assumed that the team will be accountable to develop all the detailed plans and deliverables identified in the implementation roadmap. The PMO will also track, monitor and review each project against the overall plan and ensure timely completion against the final timeframes required to achieve full operation of the new model before 1 July 2017 when the new contracts will be issued.

16 It should be noted that recurrent costs will be required to support and manage the new contracts and service system from AGD. These costs will be identified nearing completion of the reform program and detailed project planning is undertaken.
<table>
<thead>
<tr>
<th>Assumption</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Years 3 to 5</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>July 2015 - June 2016</td>
<td>July 2016 to June 2017</td>
<td>July 2017 to June 2020</td>
</tr>
<tr>
<td></td>
<td>$250,000 17</td>
<td>$525,000 + 18 Seed and Transition Funding if required</td>
<td>$945,000 pa 19</td>
</tr>
</tbody>
</table>

17 One off Funds
18 One off funds
19 745k of recurrent funds required to support the new statewide requirements and potential 200K one off funds for CLC’s dependent on SA AGD decision to adopt Innovation Initiative in this contract round. The remainder of the funds should be available for CLC service delivery once geographies and demand profile is confirmed.
## Appendix 9: Stakeholder List

The following organisations and individuals participated in workshops, were consulted separately or otherwise invited to provide input during the course of this review. Where alternate representatives attended workshops than invitees, their names are also listed.

<table>
<thead>
<tr>
<th>Stakeholders</th>
<th>Government agencies</th>
<th>Name</th>
<th>Position</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Commonwealth Attorney-General's Department</td>
<td>Joan Jardine</td>
<td>Director, Community Legal Services Program</td>
</tr>
<tr>
<td></td>
<td>Commonwealth Attorney-General's Department</td>
<td>Esther Bogaart</td>
<td>Acting Director, Legal Assistance Branch</td>
</tr>
<tr>
<td></td>
<td>Commonwealth Attorney-General's Department</td>
<td>Elizabeth Quinn</td>
<td>Assistant Secretary, Access to Justice Division</td>
</tr>
<tr>
<td></td>
<td>Office for Women, Department of Communities &amp; Social Inclusion</td>
<td>Fiona Mort / Annie Francis</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Department of Communities &amp; Social Inclusion</td>
<td>Lucas De Boer</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Department of Communities &amp; Social Inclusion</td>
<td>Isabel Forde</td>
<td>Manager, Community Connect</td>
</tr>
<tr>
<td></td>
<td>Department of Communities &amp; Social Inclusion</td>
<td>Jared Strapp</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Commissioner of Victims' Rights</td>
<td>Michael O'Connell</td>
<td></td>
</tr>
<tr>
<td></td>
<td>SA Attorney-General's Department</td>
<td>Dini Soulio</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Office of Chief Executive, SA Attorney-General's Department</td>
<td>Andrew Thompson</td>
<td>Special Counsel</td>
</tr>
<tr>
<td></td>
<td>Fines Enforcement and Recovery Unit, SA Attorney-General's Department</td>
<td>John Overton</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Justice Sector Reform, SA Attorney-General's Department</td>
<td>Joanna Martin</td>
<td></td>
</tr>
<tr>
<td></td>
<td>State Courts Administrator, Courts Administration Authority</td>
<td>Juliann Burgess</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Family Court</td>
<td></td>
<td>Registrar</td>
</tr>
<tr>
<td></td>
<td>Public Advocate</td>
<td>Anne Burgess / Aileen Vincent</td>
<td>Acting Public Advocate</td>
</tr>
<tr>
<td></td>
<td>Homelessness Strategy, Housing SA</td>
<td>Margaret Cannon / Barry Mortimer</td>
<td></td>
</tr>
<tr>
<td></td>
<td>SA Commissioner for Equal Opportunity</td>
<td>Anne Gale / Trish Spargo</td>
<td>SA Commissioner for Equal Opportunity</td>
</tr>
<tr>
<td></td>
<td>Legal sector agencies</td>
<td>Name</td>
<td>Position</td>
</tr>
<tr>
<td></td>
<td>Law Society of SA</td>
<td>Mr. Rocky Perotta</td>
<td>President</td>
</tr>
<tr>
<td></td>
<td>Legal Services Commission and SA Legal Assistance Forum</td>
<td>Gabrielle Canny</td>
<td>Chairperson of the SA Legal Assistance Forum</td>
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<td></td>
<td>National Association of Community Legal Centres</td>
<td>Polly Porteous</td>
<td>Acting Executive Director</td>
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<td></td>
<td>c/- Northern Community Legal Service</td>
<td>Patsy Kellett</td>
<td>Member, SACCLS</td>
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<tr>
<td></td>
<td>Riverland Community Legal Service</td>
<td>Marilyn Wilksch</td>
<td>Member, SACCLS</td>
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<td></td>
<td>South East Community Legal Service</td>
<td>Sandy Clark</td>
<td>Member, SACCLS</td>
</tr>
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<td></td>
<td>c/- Southern Community Justice Centre</td>
<td>Catherine McMorrinne</td>
<td>Joint Chairperson, SACCLS</td>
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<td></td>
<td>Welfare Rights Centre</td>
<td>Mark Leahy</td>
<td>Member, SACCLS</td>
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<td></td>
<td>Westside Community Lawyers</td>
<td>David Bulloch</td>
<td>Member, SACCLS</td>
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<tr>
<td></td>
<td>Women's Legal Service</td>
<td>Zita Ngor</td>
<td>Secretary, SACCLS</td>
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## Stakeholders

<table>
<thead>
<tr>
<th></th>
<th>Name</th>
<th>Position</th>
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<tbody>
<tr>
<td>11.</td>
<td>Aboriginal Legal Rights Movement</td>
<td>Cheryl Axelby, Chief Executive Officer</td>
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<tr>
<td>12.</td>
<td>Aboriginal Legal Rights Movement</td>
<td>Chris Charles, Director of Legal Services</td>
</tr>
<tr>
<td>13.</td>
<td>JusticeNet</td>
<td>Tim Graham, Joint Chairperson, SACCLS</td>
</tr>
<tr>
<td>14.</td>
<td>Family Violence Legal Service, Aboriginal Corporation (Ceduna, Port Augusta, Port Lincoln)</td>
<td>Cariss Bosch, Member, SACCLS</td>
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<tr>
<td>15.</td>
<td>Environmental Defender’s Office</td>
<td>Melissa Ballantyne, Member, SACCLS (defunded Community Legal Centre)</td>
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<tr>
<td>16.</td>
<td>Roma Mitchell Community Legal Centre</td>
<td>Patrick Byrt, Member, SACCLS (unfunded community legal centre)</td>
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<tr>
<td>17.</td>
<td>National Children &amp; Youth Law Centre, University of New South Wales</td>
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<td>18.</td>
<td>Consumer Credit Legal Service c/- Central Community Legal Service</td>
<td>David Ferraro</td>
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## Community sector agencies

<table>
<thead>
<tr>
<th></th>
<th>Name</th>
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<tr>
<td>1.</td>
<td>SA Council of Social Services</td>
<td>Ross Womersley, Executive Director</td>
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<tr>
<td>2.</td>
<td>Victims Support Services</td>
<td>Julian Roffe / Debra Spizzo, Chief Executive Officer</td>
</tr>
<tr>
<td>3.</td>
<td>Offenders Aid &amp; Rehabilitation Service</td>
<td>Leigh Garrett / Tony Waters, Chief Executive Officer</td>
</tr>
<tr>
<td>4.</td>
<td>Relationships Australia</td>
<td>Kate Brett</td>
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<td>5.</td>
<td>Brain Injury Network of SA</td>
<td>Chris Farrand / Amy Ambagtsher</td>
</tr>
<tr>
<td>6.</td>
<td>Shopfront Youth Health &amp; Information Service, Northern Adelaide Local Health</td>
<td>Sue McNamara</td>
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<td>7.</td>
<td>Anglicare</td>
<td>Beth Davidson Park</td>
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<td>8.</td>
<td>Salvation Army</td>
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<tr>
<td>9.</td>
<td>Uniting Communities</td>
<td>Simon Schrapel / Kathy Binks / Robyn Sutherland, Chief Executive</td>
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<tr>
<td>10.</td>
<td>Multicultural Affairs SA</td>
<td></td>
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<tr>
<td>11.</td>
<td>Working Women’s Centre</td>
<td>Sandra Dan</td>
</tr>
<tr>
<td>12.</td>
<td>Northern Domestic Violence Service</td>
<td>Julie Felus, Director</td>
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<tr>
<td>13.</td>
<td>Southern Domestic Violence Service</td>
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<tr>
<td>14.</td>
<td>Drug and Alcohol Services Council</td>
<td>Marina Bowshall</td>
</tr>
<tr>
<td>15.</td>
<td>Aboriginal Prisoners &amp; Offenders Support Service</td>
<td>Bob Pitson, Director</td>
</tr>
<tr>
<td>16.</td>
<td>Women’s Domestic Violence Court Assistance Program, Victims Support Service</td>
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<tr>
<td>17.</td>
<td>NPY Women’s Council</td>
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<td>18.</td>
<td>Women with Disability SA</td>
<td>Margie Charlesworth, Convener</td>
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<td>19.</td>
<td>Mental Health Coalition of SA</td>
<td>Sally Haskard, Senior Policy Officer</td>
</tr>
<tr>
<td>20.</td>
<td>Brain Injury South Australia</td>
<td>Nahtanha Davey, CEO</td>
</tr>
<tr>
<td>21.</td>
<td>Women with Disability SA</td>
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<tr>
<td>22.</td>
<td>Mental Health Coalition of SA</td>
<td>Sandy Dawkin</td>
</tr>
<tr>
<td>23.</td>
<td>NPY Women’s Council</td>
<td>Field Kendall</td>
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Appendix 10: Workshop Output Reports
10 November 2015
8-9 December 2015
See separate attachment
Appendix 11: Stakeholder Submissions

See separate attachment
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