



# **Legal Need in Western Australia**

**a preliminary review of legal need and  
legal assistance services**

**Kalico Consulting**

**for the WA Collaborative Services Planning Group**

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# Abbreviations

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## *Legal assistance agencies in Western Australia*

Agency	Acronym
Albany Community Legal Centre	ACLC
Aboriginal Family Law Services WA	AFLS
Aboriginal Legal Service of WA	ALSWA
Citizens Advice Bureau	CAB
Consumer Credit Legal Service WA	CCLS
Environmental Defender's Office WA	EDO
Employment Law Centre WA	ELC
Fremantle Community Legal Centre	FCLC
Goldfields Community Legal Centre	Goldfields CLC
Gosnells Community Legal Centre	GCLC
Geraldton Resource Centre	GRC
Kimberley Community Legal Service	KCLS
Law Access	LA
Legal Aid WA	LAWA
Mental Health Law Centre	MHLC
Midland Information Debt and Legal Advocacy Service	MIDLAS
Marninwarntikura Women's Resource Centre	MWRC
Northern Suburbs Community Legal Centre	NSCLC
Peel Community Legal Service	Peel CLS
Perth Metropolitan Aboriginal Family Violence Prevention Legal Service	Djinda
Pilbara Community Legal Service	PCLS
Southern Community Advocacy and Legal Education Service	SCALES
Southern Aboriginal Corporation FVPLS	SAC
South West Community Legal Centre	SWCLC
Street Law Centre WA	SLC
Sussex Street Community Legal Service (Disability Discrimination Unit)	SSCLS DDU
The Humanitarian Group	THG
Tenancy WA	TWA
Wheatbelt Community Legal Centre	WCLC
Women's Law Centre of WA	WLC
Welfare Rights & Advocacy Service	WRAS
Youth Legal Service	YLS

## *Commonly used abbreviations*

Community Legal Centre	CLC
Community Legal Centre Association of WA Inc.	CLCAWA
Community Legal Services Programme	CLSP
Family Violence Prevention Legal Service	FVPLS
National Partnership Agreement on Legal Assistance Services	NPA

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## Summary

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As part of the National Partnership Agreement on Legal Assistance Services (NPA) between the Commonwealth of Australia and the states and territories, a Collaborative Services Planning Group (CSPG) was established in Western Australia in 2015 to facilitate and promote collaborative planning across legal assistance agencies (Legal Aid WA, Community Legal Centres, Aboriginal Legal Service WA and Family Violence Prevention Services).

This report provides an overview of the work undertaken by the CSPG to date on:

- mapping legal need and legal assistance services
- understanding legal need and responses in a Western Australian context - the drivers of need, context of need and context of service delivery.

The review links with two studies commissioned by the CSPG for legal need analysis: a social and demographic analysis of legal need in Western Australia (AECOM, 2017) and mapping of legal assistance services across the state (Kalico Consulting, 2017). The review also includes the jurisdictional data of NPA priority groups undertaken by the Law Justice Foundation of NSW (Mirrless-Black and Williams, 2015). In addition to these studies, the review draws upon evidence from previous studies and submissions, and consultation with legal assistance agencies.

Whilst our understanding of legal need has become more sophisticated, there is no universal definition of legal need or definitive methodology for measuring need. This review utilises a broad conceptualisation of legal problems and supports the Law and Justice Foundation of New South Wales's understanding of unmet legal need as 'legal problems that remain unresolved or are resolved unsatisfactorily, regardless of whether any action is taken and regardless of whether there is any involvement of lawyers or the justice system' (Coumarelos et al. 2012:5).

A clear message from consultations with legal assistance agencies and a review of the literature, is that legal problems don't exist in isolation. They often come hand-in-hand with non-legal needs and can both result from broader problems, and cause or reinforce socioeconomic disadvantage.

It is also important to understand that legal needs are not driven by demographics alone - legal disadvantage and vulnerability is influenced by a range of external environmental variables, such as economy, policy and geography. Western Australian service providers emphasised the importance of understanding unmet legal need as an interaction between individual factors, community factors and the external environment. Drivers of unmet need also include the capacity of services to meet demand.

Land and geography are a critical aspect of supply and demand in relation to legal need in Western Australia - requiring the sector to service almost 80% of the state population within Greater Perth, whilst also servicing 20% of the population across a land mass one third the size of Australia.

Using the Law and Justice Foundation of NSW's composite indicator of NLAS (Capacity), it can be estimated that 5% of the Western Australian population and 7% of those aged 15-64 years are most likely to be in need of legal assistance services. With an estimated population of 2.62 million people in June 2016, this equates to approximately 131,000 people.

Mapping of services shows that the targeting of legal assistance in Western Australia aligns with NPA priority groups and focuses on those most in need. However, based upon the overall evidence reviewed, it is apparent that the legal services sector:

- does not have current capacity to fully meet legal need; and
- has experienced reduced capacity due to a series of funding cuts over the past 2-3 years.

Legal assistance agencies are employing a range of strategies to assist with demand management, such as increasing telephone and web-based services and restricting the level of assistance provided. Although these strategies can assist agency based demand management, they do not always fully address the actual legal need. If the constriction of eligibility and services provided continues to grow, it can be expected that unmet need will increase.

In terms of currency of data presented, demographic indicators provided by AECOM and LJF are based on the 2011 Census, as the 2016 Census data is not yet available. The 2015-2016 Community Legal Centre (CLC) service data provided in this review does not necessarily reflect 2017 service delivery, due to significant, recent changes in funding and service delivery, producing a 'lag' in the CLC data.

Legal needs change with time and are influenced by multiple variables - personal factors and social advantage and disadvantage interact with each other - creating both resilience and vulnerability; met need and unmet need. Such intersectionality requires an understanding of legal need that is complex and a planning approach that includes a range of qualitative and quantitative information.

The mapping and analysis of legal need is layered, dynamic and iterative. This report is a presentation of preliminary findings, largely based on socio-demographic analysis, service mapping and reviews of previous studies. As such it can be built upon and refined through the ongoing work of the CSPG and legal assistance sector in Western Australia.

# 1 About this report

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The National Partnership Agreement on Legal Assistance Services (NPA) between the Commonwealth of Australia and the states and territories, requires legal assistance providers to plan collaboratively to focus funded services on people experiencing financial disadvantage and, where appropriate, the following priority groups:

- older people (aged 65 years or over)
- youth (under 25 years)
- Indigenous Australians
- single parents
- people experiencing or at risk of family violence
- people experiencing or at risk of homelessness
- prisoners
- people living in rural and remote areas
- people who are culturally and linguistically diverse (CALD)
- people with a disability or mental illness
- people with low education levels

In Western Australia, a Collaborative Services Planning Group (CSPG) was established in 2015 to facilitate and promote collaborative planning across legal assistance agencies (Legal Aid, Community Legal Centres, Aboriginal Legal Service and Family Violence Prevention Services).

According to the CSPG's project plan, collaborative service planning will assist coordinate legal assistance services in Western Australia by –

1. Applying an agreed evidence base to identify legal need.
2. Targeting legal assistance services to priority clients and geographic locations.
3. Informing the distribution of legal assistance resources.

This report provides an overview of the work undertaken by the CSPG to date on:

- mapping legal need and legal assistance services
- understanding legal need and responses in a Western Australian context - the drivers of need, context of need and context of service delivery.

The content of this report links with two studies commissioned by the CSPG for legal need analysis:

- a social and demographic analysis of legal need in Western Australia (AECOM, 2017)
- the mapping of legal assistance services across the state (Kalico Consulting, 2017).

The overview also draws upon the jurisdictional data analysis of NPA priority groups undertaken by the Law Justice Foundation of NSW (*Collaborative Planning Resource - Jurisdictional Data, Western Australia* (CPR-JD), Mirrlees-Black and Williams, 2015)<sup>1</sup>; and previous reports, studies and

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<sup>1</sup> The Law Justice Foundation's *Collaborative Planning Resource - Service Planning* (CPR-SP, Coumarelos et al., 2015) is designed to complement the CPR-JD analysis by showing empirical evidence in relation to the types of legal problems specific priority groups are likely to experience, how priority groups respond to legal problems, and the implications for designing services for specific groups. Used together, the CPR-JD and CPR-SP are intended to support the planning of legal assistance services.



submissions in relation to legal need in Western Australia.

The summaries provided in this paper derive from the detailed reports of the *Assessment of Legal Need - Social and Demographic Analysis of WA* (AECOM, 2017), the *Collaborative Planning Resource - Jurisdictional Data, Western Australia* (Mirrlees-Black and Williams, 2015) and the *Legal Assistance Service Mapping in Western Australia* report (Kalico Consulting, 2017). These reports should be read in full for detailed findings in relation to legal need indicators and service mapping across the state.

## 1.1 Structure of report

- **Methodology** - A mixed methods approach has been used that draws upon quantitative indicators, stakeholder consultations and a review of previous studies and submissions.
- **Limitations and considerations** - Limitations of review methodology and considerations in relation to the currency of data are discussed.
- **Understanding legal needs** - Outlines the framework used to define and understand legal needs.
- **Western Australia overview** - A general overview of the Western Australian geography and population; and a summary of the legal assistance services in the state.
- **Indicators of legal need and previous studies** - Overview of demographics as they relate to legal need and NPA priority groups. Key studies and previous reviews of legal need in Western Australia are outlined.
- **Regional profiles** - Provides regional summaries of the ten regions profiled within this report, including the Perth metropolitan area.
- **Conclusion** - A summary of key findings of work undertaken to date and a discussion of possible areas for further investigation in going forward.

## 2 Methodology

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A4. The first element of service planning is that the States use an evidence base to identify priority clients and the geographic locations in which people have the highest levels of legal need. This will enable the States to identify and analyse evidence of disadvantage, as a proxy for legal need, and target legal assistance services within their jurisdiction accordingly.

A5. The States could develop a new evidence base, or could use existing evidence bases. The evidence used should, at minimum, include:

1. the Census and/or socio-economic data produced by the Australian Bureau of Statistics;
2. information from the Law and Justice Foundation of New South Wales.

A6. To identify and analyse data, the States could use reports or tools including, but not limited to:

1. community profiles used by local councils that include demographic data;
2. the Legal Needs Assessment Framework and Toolkit produced by the National Association of Community Legal Centres;
3. reports that include demographic and socio-economic analysis using relevant indicators by geographic spread;
4. other local and relevant data from regional planning reports, crime statistics and information on debt recovery.

*The National Partnership Agreement*

In keeping with a broad and contextualised understanding of legal need and unmet legal need (see section four, *Understanding Legal Needs*), the methodology used in this review draws upon a mixed methods approach that includes:

- identification of the range of drivers that influence legal need and unmet need
- an analysis of the demographic spread and concentration of priority clients (as per the NPA)
- an analysis of proxy indicators of legal need and expressed demand
- mapping current legal assistance services in the state
- a review of literature and other studies related to legal need in Western Australia.

### 2.1 Geography of analysis

For the purposes of this study, data has been mapped according to Local Government Areas (LGAs) and the following Western Australian regions:

- |                      |                        |
|----------------------|------------------------|
| • Perth metropolitan | • Goldfields-Esperance |
| • Peel               | • Mid West             |
| • South West         | • Gascoyne             |
| • Great Southern     | • Pilbara              |
| • Wheatbelt          | • Kimberley            |

The nine regions outside the Perth metropolitan align with the Western Australian Government's economic and regional development boundaries. Within the Perth metropolitan area, defined sub-regions for the purpose of legal assistance planning have not been articulated (e.g. North West, South East etc.). In the absence of clear sub-metro boundaries, data and mapping for the

Perth metropolitan area has not been disaggregated as such, but observations are made in relation to general geographic corridors e.g. north-east, south-east.

There are no agreed sub-metropolitan regional boundaries across government agencies. For example, in WA Police data, Mandurah is within the metropolitan region but the Peel region outside of Mandurah is included within South West regional data. In Department of the Attorney General data, the Peel region (including Mandurah) is within the South West region. For Department of Health data, the Peel region (including Mandurah) is within metropolitan data.

## **2.2 Demographic data and indicators of need**

Two data sources have been drawn upon in this review to summarise socio-demographic indicators of legal need and priority groups:

- *Assessment of Legal Need - Social and Demographic Analysis of WA* (AECOM, 2017), commissioned by Legal Aid Western Australia (referred to as AECOM data in this summary).
- *Collaborative Planning Resource – Jurisdictional Data (CPR-JD) for Western Australia* (Mirrlees-Black and Williams, 2015), undertaken by the Law and Justice Foundation of New South Wales (referred to as LJF data in this summary).

The AECOM study utilises a 2003 methodology developed by URS as part of the Commonwealth/State review of community legal centres (CLCs) in Western Australia. URS created a composite *Index of Demand*, using a number of indicators derived from the Census data. Indicators and ranking were reported for each LGA, and ranks aggregated to produce an overall Index of Demand for each LGA. The lower the Index of Demand, the greater the estimated demand for legal assistance services. AECOM (previously URS) was engaged by Legal Aid WA to undertake the 2017 analysis, with the inclusion of data relevant to all legal assistance services (the 2003 analysis was in relation to CLCs only). In addition to updating the *Index of Demand* (and related data), the AECOM report also provides summary data on a range of expressed need indicators, including service data for CLCs and LAWA (2015/16) and WA Police crime data.

The Law and Justice Foundation of New South Wales analysis provides demographic data on the geographic spread of priority client groups and three composite indicators of legal need (the higher the index, the higher the estimation of demand for legal assistance services):

- NLAS (Capability): people aged 15 to 64 with low personal income and low level of education.
- NLAS (Indigenous): low income and identifying as Indigenous.
- NLAS (CaLD): low income and are from culturally and linguistically diverse background.

The CPR-JD jurisdictional report for Western Australia (Mirrlees-Black and Williams, 2015) provides an analysis of the full range of LJF indicators at a SA2 level, with much of the data geospatially mapped. In order for the AECOM and LJF to be analytically complementary, the CPR-JD data set

for LGAs has been used.<sup>2</sup> Table 1 outlines the two data sources (AECOM and LJF) against the NPA priority groups, showing similarities and differences between the two approaches.

**Table 1: NPA priority groups and demographic indicators used**

NPA priority groups	AECOM	LJF
People experiencing financial disadvantage	Total Personal income <\$400 pw	Financially disadvantaged people - personal income 15 and over <\$400 pw
	Household income <\$800 pw	Financially disadvantaged people - household income all ages
	Unemployed or not in labour force	Unemployed people
	DSS transfer payments	n/a
Younger people (< 25)	n/a	Children and youth 24 and under
		Disengaged youth 15-24 (unemployed and not studying)
Indigenous Australians	Indigenous Australians, all ages	Indigenous Australians under 15
		Indigenous Australians 15 and over
Older people (65+)	n/a	People 65 yrs and over
Experiencing or at risk of family violence	WA Police domestic assault rates	n/a
Experiencing or at risk of homelessness	State or territory housing authority	Homeless people (Census composite)
People in custody and prisoners	n/a	LJF indicates if an institution is located in a LGA.
People residing in rural or remote areas	n/a	Outer regional/remote (percentage living in SA1 classified as outer regional, remote or very remote in ARIA*)
People who are culturally and linguistically diverse	Born overseas (ex NZ)**	People who speak a language other than English at home, excluding Australian Indigenous language
	Low English Proficiency	People with poor English proficiency (including Indigenous Australians)
People with a disability or mental illness	Disability and need for assistance	People with a disability 17 and under
		People with a disability 18-74
People with low education levels	< year 8 education	15-64 yrs, < year 12 education and without non-school qualification)
Single parents	n/a	Single parents
Composite indicators of legal need	Index of Demand and Whole of State Rank	NLAS(Capability) Population
		NLAS(Indigenous) Population
		NLAS(CALD) Population
Total population	Population all ages, 2011 Census	Population all ages, 2011 Census
		Population 15 and over, 2011 Census
	2016 and 2026 projected population and % growth	n/a
* ARIA - Accessibility and Remoteness Index of Australia		
** Includes those born in English speaking countries.		

<sup>2</sup> The AECOM data is based on LGA analysis, which aligns to the Australian Standard Geographical Classification (ASGC). The Australian Statistical Geography Standard (ASGS) is the new geographical framework used by ABS since 2011. The ASGS is made up of four Statistical Area Levels (SA1-SA4) and these do not always coincide ASGC levels of geography. The CPR-JD data set is available from the Law and Justice Foundation of New South Wales in both LGA and SA2 formats.

## 2.3 Mapping of legal assistance services

The methodology includes mapping current legal assistance services - the location of offices, circuit/outreach locations, types of services offered, target groups and capacity considerations. This work was undertaken by Kalico Consulting on behalf of the CSPG and has been separately reported, with this paper summarising only key areas. A full breakdown of the range of services provided, and matters assisted with, can be found in the report, *Legal Services Mapping in Western Australia* (Kalico Consulting, 2017). The services mapped do not include community legal education (CLE), as this work has been undertaken by the Collaborative Services Planning Group in the *WA Community Legal Education Resources Audit* (2016).

For mapping and reporting purposes, the categories of law and matter types utilised in service mapping were based upon the areas used in the *Community Legal Education Resources Survey* (CSPG, 2016). The description of level of legal service provided was based upon the definitions from the *National Legal Assistance Data Standards Manual*.

The data collection tool used for service mapping was one already developed by the CSPG Referral Working Group in 2016, and was primarily designed for referral mapping purposes. As such, in addition to not having set categories and definitions of law, matter or service type, the data collection tool did not clearly articulate agreed definitions for concepts such as what defines an outreach service. The information provided in the service mapping is based on each agency's own description of what they do and where they do it. In one case, a regional agency questioned the accuracy of information provided by another agency. In such cases, the information was cross-checked and, when confirmed as being correct (from the originating agency), remained in the final report.

The survey tool requested information on location and types of services provided. Information collection for mapping purposes did not require agencies to quantify the level of services being provided. Therefore, in terms of levels of assistance, the service map represents a picture of the *range* and *spread* of legal assistance services provided - not the *quantity*. The number of agencies stating that they offer a service in a particular region is not necessarily reflective or indicative of the volume of work actually undertaken by an agency in that region. In the same regard, the mapping has not included information on capacity, demand, turnaway or waitlist data.

## 2.4 Other sources of evidence

In addition to data relating to priority groups and proxy indicators; and the mapping of legal assistance services, this report draws upon the following sources of evidence:

- Legal Australia-Wide Survey (LAW Survey)
- Papers, submissions, studies and previous reviews (see *References* for a full list)
- A consultation and feedback workshop with legal assistance agencies.

### 3 Limitations and considerations

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In relation to the mapping of proxy indicators of legal need:

1. Both the AECOM and LJF data draw largely on demographic Census data. Whilst the Census is an extensive source of population data, it does not include other potential indicators such as crime, child protection, court activity or domestic violence data. For this reason, the LJF encourages jurisdictions to use the CPR-JD as one of a range of information tools for service planning. The AECOM report extends analysis to include crime and domestic violence data, although these indicators do not form part of the composite Index of Demand.
2. Western Australia is estimated to have the highest Census undercount of all the states, second to the Northern Territory overall. The national undercount is higher for young people (young men in particular) and Aboriginal people. It is estimated that the undercount in the 2011 Census in relation to Aboriginal people was about 17% nationally<sup>3</sup>. The undercounting of Aboriginal people is of particular note in analysing data from WA regions with higher populations of Aboriginal people, such as the Kimberley, Pilbara, Goldfields-Esperance, Gascoyne and Mid West.
3. The 2016 Index of Demand methodology replicates the 2003 URS methodology. As such, AECOM notes that the indicators used and aggregation method has not been revised or re-verified. Feedback through the consultation forum highlighted the need to review the indicators and method for currency, scope and comprehensiveness<sup>4</sup>.
4. The AECOM Index of Demand is not weighted across the indicators and prevalence rates for data such as domestic violence, has not been standardised for age. Therefore, there is the possibility of some skewing in the Index. Correct weighting of indicators requires further research, regression testing and sensitivity modelling.
5. Service data from the Aboriginal Legal Service of WA, Family Violence Prevention Legal Services and CLCs not funded by the Community Legal Service Program (CLSP), was not included in the AECOM service data analysis.

In relation to legal assistance service mapping:

1. Translating the information provided from the referral template tool to areas of law, matter type and level of service definitions, required a level of interpretation. For this reason, a preliminary map was provided to all legal assistance agencies for the purpose of checking and verification, with revisions included. Whilst this initial verification process has been undertaken,

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<sup>3</sup> Australian Bureau of Statistics, *2940.0 - Census of Population and Housing - Details of Undercount, 2011*, accessed 1/4/17 at [www.abs.gov.au/ausstats/abs@.nsf/Products/2940.0~2011~Main+Features~Estimates+of+net+undercount](http://www.abs.gov.au/ausstats/abs@.nsf/Products/2940.0~2011~Main+Features~Estimates+of+net+undercount).

<sup>4</sup> For example, the AECOM data includes people living in public housing, however, since 2003 an increasing proportion of low income people are living in community housing, which is not captured in the public housing data.

not all agencies have responded at the time of writing this report. A further verification round is recommended to ensure service mapping is as accurate as possible.

2. There were not clearly articulated and agreed definitions for concepts such as what defines an outreach service. The information provided was based on each agency's own description of what they do and where they do it.
3. The mapping did not require agencies to quantify the level of services being provided. As such, whilst the information shows the availability of a service in a particular location, it does not reflect the frequency by which a service is provided. The map shows where services are, not the extent to which such services can meet local legal need or where the gaps are highest. This is important to note in using the mapping data to identify gaps in services. In order to assist with understanding unmet legal need, the mapping of services would benefit from further research that seeks to quantify capacity and the level of service delivery. For example, a common theme was that whilst an agency may assist in a particular area of law, the assistance often does not extend to representation in complex matters (see section 7, *Regional Profiles*).

### **3.1 Currency of indicator data and legal service mapping**

#### ***Population data***

Demographic data from both AECOM and LJF is largely based on the 2011 Census, with the 2016 Census results due for release over the next few months. Therefore, the data represents Western Australia five years ago - an update based on 2016 Census data may show change in some indicators, especially in those regions that have undergone significant socio-economic shifts in the past few years, such as locations heavily influenced by the mining and resources industry.

The 2011 Census captures the Western Australian population just before the peak of the mining boom, whilst the 2016 Census captures the Western Australian population 2-3 years after the peak. Given the strong influence the mining and mineral processing sector has on the Western Australian economy (and particular regional economies)<sup>5</sup>, indicators such as unemployment, household income and housing, may show significant differences between the two Census years.

One known difference between 2011 and 2016 is that the unemployment rate has increased. Unemployment of 6.7% in December 2016 showed a 15-year high<sup>6</sup> and was almost 60% higher than the unemployment trend in June 2011 (4.2%).<sup>7</sup> The LAW Survey (Coumarelos et al., 2012)

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<sup>5</sup> Mining and petroleum is Western Australia's largest single industry - accounting for 29% of State output in 2012-13. Department of Treasury, May 2014, *The Structure of the Western Australian Economy*, Government of Western Australia, accessed 10/3/17 at [www.treasury.wa.gov.au/uploadedFiles/\\_Treasury/Publications/2014\\_Structure\\_of\\_the\\_Economy.pdf](http://www.treasury.wa.gov.au/uploadedFiles/_Treasury/Publications/2014_Structure_of_the_Economy.pdf)

<sup>6</sup> CommSec, January 2016, *State of the States - State and territory performance report*, accessed 10/3/13 at [https://www.commsec.com.au/content/dam/EN/StateoftheStates/CommSec\\_State\\_of\\_the\\_States\\_January2017.pdf](https://www.commsec.com.au/content/dam/EN/StateoftheStates/CommSec_State_of_the_States_January2017.pdf)

<sup>7</sup> Australian Bureau of Statistics, *6202.0 - Labour Force, Australia*, Jun 2011, accessed 10/3/17 at <http://www.abs.gov.au/ausstats/abs@.nsf/Previousproducts/6202.0Main%20Features2Jun%202011?opendocument&tabname=Summary&prodno=6202.0&issue=Jun%202011&num=&view=>

found that unemployment (and its links to financial hardship) can influence the prevalence and nature of legal problems (e.g. debt, welfare right advocacy, housing and family law).

### ***Legal services data and mapping***

The analysis of LAWA and CLC service data undertaken as part of this review (AECOM, 2017), provides a useful but incomplete picture of current CLC services. Firstly, the data from CLCs without CLSP funding is not captured by CLSP records and therefore not included. Secondly, the 2015/16 data is likely to represent an over count compared to current CLC services, due to recent, significant changes in the CLC sector and a consequent data lag in relation to service delivery.

A series of funding cuts have progressively rolled through CLCs in the past 18 months. The effects of these cuts in where and what services are delivered (and impact on legal need) are yet to be fully recorded in the data. For example, the CLC legal service data referred in this report is based on 2015/2016 data, which is yet to fully reflect the following cuts in legal assistance services<sup>8</sup>:

- July 2015 - a cut of 9.3% in Commonwealth funding to CLCs.
- July 2015 - withdrawal of all State funding (Department of Commerce) to Employment Law Centre of WA, with one-off grant in 2015/16.
- June 2015 - defunding (Department of Child Protection) of all metropolitan financial counselling services and subsequent restructure of a new program with overall reduced funding (now under the Department of Local Government and Communities).
- 2015/16 - 7.4% reduction in State CLC funding (Department of the Attorney General), including defunding of the Environmental Defenders Office WA (EDOWA).
- July 2016 - reduced Public Purposes Trust funding to CLCs.
- December 2016 - advised that all Commonwealth funding (Department of Immigration and Border Protection) to The Humanitarian Group will take effect on 1 July 2017.
- January 2017 - reduction of approximately 25% in funding for tenancy services across Western Australia (Department of Commerce).

A reduction in services by one agency can impact not just on that agency, but other sections of the legal assistance sector as well, as unmet need and demand rises and capacity strain increases. In addition to those cuts that are not yet reflected in the data, there are a number of potential cuts within the next 3-6 months, which, if undertaken, will further impact on the currency of the map of legal assistance in Western Australia and levels of unmet need as discussed in this report. The main areas of present funding uncertainty, which need to be considered in assessing the currency of data for planning purposes, are outlined below:

- CLCs are scheduled under the NPA to experience a 32.2% cut from July 2017. Such a cut will directly impact on the services provided by community legal centres; and will impact significantly on the capacity of the sector as a whole to meet demand.

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<sup>8</sup> Community Legal Centres Association (WA), November 2016, *Pre Budget Submission*. Provided by CLCAWA.



- The Legal Contributions Trust (LCT) is a major funder of services in Western Australia, playing a particular role in resourcing outreach services and project funds in regional areas. In 2016, the sector was advised by the Trust that there were no funds to distribute for 2015/16 and that this situation was likely to continue for at least 18 months. An interim funding arrangement was put in place by the then Attorney General, with a one-off allocation for 2016/17 from proceeds of crime funds. If replacement funding is not secured, the loss of LCT services will markedly impact on unmet legal need in Western Australia, particularly in relation to young people, homeless people and those living in regional, rural and remote areas<sup>9</sup>.
- The Aboriginal Legal Service of WA (ALSWA) is facing funding cuts from the Commonwealth Attorney General's Department of around \$800k for the financial year 2017/18, which will be offset with a small increase in funding for 2018/19. ALSWA therefore faces an overall funding shortfall of \$2.2million over the next three financial years.<sup>10</sup>

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<sup>9</sup> Sussex St CLS, Belmont Outreach; Youth Legal Service, Community Legal Education; Welfare Rights & Advocacy Service, Youth Specialist Paralegal; Citizens Advice Bureau, Legal Program; Albany CLC, Specialist Youth Service; Northern Suburbs CLC, Joondalup CLC; Wheatbelt CLC, regional CLC services; Street Law, Homeless Persons Legal Service.

<sup>10</sup> Community Legal Centres Association (WA), November 2016, opt cit.

## 4 Understanding legal needs

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*The interplay between the law and everyday life underlines the fundamental role of access to justice in community well-being.*

Legal Australia-Wide Survey, 2012:1

*Need is also rendered complex by the non-legal issues people are facing personally or within their family unit, including substance abuse, mental health and disability. The latter type of issues can both cause and be exacerbated by civil or family law problems, as well as making it much more difficult to address relevant legal matters.*

Allison et al. 2014:255.

The concepts of legal need and corresponding access to justice have evolved over time, as our understanding of the dynamic nature of legal need and justice has changed. Early policy discussions and research tended to focus narrowly on an individual's access to a lawyer and redress, usually through the court systems (Coumarelos et al., 2012). Over the past four decades or so, some of the significant changes in thinking about legal need include:

- A better understanding of the dynamic interplay between socioeconomic disadvantage, legal needs and access to justice. Legal needs change with time and are influenced by multiple layers - personal factors and social advantage and disadvantage interact with each other - creating both resilience and vulnerability; met need and unmet need. Such intersectionality (as this phenomenon is often referred to) requires an understanding of legal need that is complex and a planning approach that includes a range of qualitative and quantitative information.
- A better understanding that the characteristics of both the individual and external context can impact not only on the prevalence of legal needs, but also on what people do about legal problems. Capacity to resolve legal problems is influenced by personal, community and societal factors and directly influences access to justice.
- Acknowledgement that some groups, particularly Aboriginal people, experience entrenched disadvantage that increases the likelihood of legal problems occurring and decreases access to adequate legal assistance.
- Acknowledgement that legal needs often encompasses multiple sub-problems that have to be addressed, thereby necessitating complementary or 'wrap around' services that may or may not be delivered by lawyers.
- An increased understanding of the relationship between direct services, preventative law, systemic reform, community education, legal need and access to justice.
- An appreciation of access to justice as being more than courts; and includes tribunals, alternative dispute resolution, community legal education, early intervention and community redress schemes.

#### 4.1 What is legal need?

Whilst our understanding of legal need has become more sophisticated, there is no universal definition of legal need or definitive methodology for measuring need.

Definitions of what is a legal problem can be either narrow or broad. For example, legal problems can include matters that may not traditionally be called 'legal' but where the outcomes or remedies may have legal consequences (Dignan, 2004, as cited in Coumarelos et al., 2012).

The work of the CSPG has been based on a broad conceptualisation of legal problems and supports the Law and Justice Foundation of New South Wales's understanding of unmet legal need as 'legal problems that remain unresolved or are resolved unsatisfactorily, regardless of whether any action is taken and regardless of whether there is any involvement of lawyers or the justice system' (Coumarelos et al. 2012:5).

The research evidence that is emerging on the clustering of legal and non-legal problems (Coumarelos et al. 2012, Allison et al. 2014) confirms the experience of Western Australian legal assistance agencies that clients often present with multiple issues that require moderate to high levels of coordinated service, often across multiple agencies.

#### 4.2 Drivers of legal need in Western Australia

A clear message from consultations with legal assistance agencies and the literature, is that legal problems don't exist in isolation. They often come hand-in-hand with non-legal needs and can both result from broader problems, and cause or reinforce socioeconomic disadvantage.

As articulated strongly in the stakeholder consultation workshop, legal needs are not driven by demographics alone - legal disadvantage and vulnerability is influenced by a range of external environmental variables, such as economy, policy and geography. WA service providers emphasised the importance of understanding unmet legal need as an interaction between individual factors, community factors and the external environment. Drivers of unmet need also include the capacity of services to meet demand.

Building upon a contextual understanding of need, Table 2 summarises some of the main drivers of legal need identified by legal assistance agencies in Western Australia, drawing evidence from reports, submissions and consultation workshops. Examples provided are to illustrate the application of a particular driver in a Western Australian context and are not exhaustive.

**Table 2: Drivers of legal need in Western Australia**

	WA example of driver	Examples of impact on need
<b>Demography</b>	Young people, Aboriginal people and those living in rural or remote areas are amongst the NPA priority groups. The WA population has a significant population of younger people and Aboriginal people, many living in rural or remote areas.	Parts of regional Western Australia has some of the highest concentrations of Aboriginal people in Australia, many of whom speak English as a second or third language. Yet there is no statewide, properly qualified and resourced interpreter service in Aboriginal languages in WA <sup>11</sup> .  The state has a very high rate of young Aboriginal people in the juvenile detention system (70% in 2015) <sup>12</sup> .
<b>Geography</b>	Greater Perth has a population density of 320 people per km <sup>2</sup> , the rest of WA has a density of just 0.2 people per km <sup>2</sup> <sup>13</sup> . Geographical population distribution in WA is a significant factor in the planning and delivery of legal assistance services.	The highest numbers of people requiring need will usually be concentrated in Perth LGAs. However, the prevalence and complexity of need, combined with access barriers, is often higher in rural and remote LGAs that stretch up to 3,000 kms from the capital. Regional centres try to service communities that can be a 5-10 hour drive from the regional office.
<b>Economy</b>	The WA economy is dominated by the resources and services sector, driven by exports. Mining and petroleum is the largest industry contributing to growth <sup>14</sup> . This leads to an economy prone to cycles of 'boom and bust'.	In times of boom, many disadvantaged people experience increased disadvantage as rents and costs increase (e.g. rents in the Pilbara increased to over \$2,500 per week during the recent mining boom). In times of decline, as is occurring now, debt defaults and bankruptcy increases and people who were previously employed in the mining sector are now experiencing financial disadvantage.
<b>Policy</b>	Government policies and practices can have a direct or indirect consequence on need for legal services.	The ALSWA reports increased demand often follows an increase in police numbers within regional areas. As policing increases, charges and processing increases, which leads to increased demand for legal assistance.  There is evidence that the Housing Authority's 'three strikes' policy has increased legal need for tenancy, discrimination and homelessness related legal matters <sup>15</sup> .  The decision by LAWA to close its offices in Midland and Fremantle has a flow on effect for other legal assistance agencies.
<b>Capacity</b>	Unmet legal need is connected to capacity to assist. Capacity is in turn related to the viability and health of the legal assistance sector. Evidence shows the sector is under strain and cannot meet demand <sup>16</sup> .	According to the latest Australian Community Sector Survey, community legal services report the greatest difficulty in meeting demand across the four types of service areas examined - 72% of community legal services reported an inability to meet demand, compared to 43% across the community services as a whole. <sup>17</sup>

<sup>11</sup> Aboriginal Legal Service of Western Australia (2013).

<sup>12</sup> Goulding, D (2015).

<sup>13</sup> Australian Bureau of Statistics, 30 March 2016, *Regional Population Growth, Australia, 2014-15* (cat. no. 3218.0).

<sup>14</sup> Department of Treasury, 2014, *The Structure of the Western Australian Economy*, Government of Western Australia, accessed 8/3/17 at [www.treasury.wa.gov.au/uploadedFiles/\\_Treasury/Publications/2014\\_Structure\\_of\\_the\\_Economy.pdf](http://www.treasury.wa.gov.au/uploadedFiles/_Treasury/Publications/2014_Structure_of_the_Economy.pdf).

<sup>15</sup> Allison, F, Schwartz, M and Cunneen, C (2014)

<sup>16</sup> Productivity Commission (2014).

<sup>17</sup> ACOSS, (2014). The survey classifies types of services as: counselling and other support services, community legal services, family support and child protection services, accommodation services.

### 4.3 Measuring legal need

Measuring legal need for planning purposes is complex. It requires multiple sources of information and a variety of methods to better understand the prevalence and nature of legal need, demand drivers, responses, supply considerations and access strategies. Examples of measurement described below all have a place in collaborative, evidence-based planning.

#### ***Demographic modelling***

One tool for measuring legal need has been to statistically test a range of variables for significance as a proxy indicator for legal need (e.g. people with disabilities, single parents, people on low incomes) and then map significant indicators against the population<sup>18</sup>. This shows where key priority groups are spread and concentrated. The AECOM data and LJF CPR-JD are examples of using indicator methods for estimating need.

Knowing where priority groups are located and what types of services they are likely to require helps inform planning. The Law Justice Foundation's *Collaborative Planning Resource – Service Planning* is designed to complement such an approach. The tool summarises the evidence for each priority group on what legal problems the groups are likely to experience; how the group responds to their legal problems; and how services can be tailored for the priority group.

#### ***Expressed need***

Another indicator can be expressed need – that is, the level and types of problems that people seek assistance for. Part of this evidence comes from service data submitted by agencies, and can include level of assistance, nature of people seeking assistance and nature of problems people seek assistance for.<sup>19</sup> Agencies may also keep data on people that requested assistance but were unable to be assisted (turnaways), those referred elsewhere or numbers of people on service waitlists (expressed but unmet need).<sup>20</sup> According to the 2015 National Census of Community Legal Centres (NCLA, 2015), about one in four (26%) CLCs collect turnaway data all the time, 45% do some of the time and 29% do not collect turnaway data. Comprehensive data on expressed but unmet need in Western Australia has not been collected from legal assistance agencies at this stage, but was discussed in the consultation forum as a possible area of inquiry going forward.

Whilst an important source of data, expressed need is not a comprehensive indicator of legal need, as it is self-selecting. Expressed need does not provide information about the legal problems that people do not approach legal services about. For example, in LAWA's submission to the Productivity Commission (2014), it was noted that the number of applications for legal aid represents suppressed demand - based on LAWA guidelines and means test, many practitioners

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<sup>18</sup> Significant indicators are those that have been shown in bivariate and/or multivariate regression studies to have a significant effect on legal problems, responses to legal problems and outcomes. See the literature review in the LAW Survey for examples of regression testing of variables (Coumarelos et al. 2012).

<sup>19</sup> The AECOM report includes service data from CLCs and LAWA for 2015/16, which is summarised in this report.

<sup>20</sup> For example, in the last six months of 2016, Employment Law Centre was unable to answer almost 12,000 calls; for every person assisted by Sussex St Community Legal Service, 2.5 are turned away.

do not assist clients to apply for a grant of aid because they know the application will not be successful. In this regard, expressed need is an underrepresentation of true demand.

### ***Surveys, focus groups and interviews***

Population based surveys, such as the Legal Australia-Wide Survey (LAW Survey) conducted by the Law and Justice Foundation of New South Wales, is another way to gauge legal need and, in particular, unmet legal need, as it seeks information from people on all potential legal problems and not just those that people seek help with from legal assistance services.

Service provider surveys have been used in previous Western Australian studies to help identify priority legal areas. For example, the 2009 CLC review update (Stakeholder Consultative Committee, 2009) surveyed legal assistance agencies and non-legal community support agencies to help identify unmet legal need in Western Australia. A feasibility study of pro bono models for Western Australia (Kalico Consulting, 2013) surveyed law firms and legal assistance agencies to identify unmet legal need that could be addressed by pro bono Services.

Focus groups and in-depth interviews can also be used to obtain information about legal needs, often providing greater depth of evidence than survey methods on their own. For example, a study of the civil and family law needs of Indigenous people in Western Australian (Allison et al., 2014) used Indigenous focus groups and targeted stakeholder interviews to identify legal need. An analysis for Youth Legal Service on the legal needs of young people in Western Australia (Goulding, 2015) used quantitative data and qualitative data (focus groups and interviews).

### ***Supply factors***

Attempting to measure unmet legal need requires not only an understanding of demand, but also a clear understanding of supply (of legal assistance services) and factors influencing capacity to meet demand. Supply factors (e.g. cost of service, funding and staffing) influence the type, spread and targeting of legal assistance. As capacity strain in the legal assistance sector has grown (Productivity Commission, 2014), eligibility to services have become highly residual<sup>21</sup>. This means that the gap between met and unmet need increases.

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<sup>21</sup> Over 80% of the people helped by community legal centres received under \$26,000 a year in income in 2012, whilst the state minimum wage was approximately \$32,700 per annum (Community Legal Centres of WA, 2014).

## 5 Western Australia - an overview

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### 5.1 Geography and population

Western Australia occupies over 2.52 million square kilometres (km<sup>2</sup>) - a third the size of Australia. In the June quarter 2016, the state population was 2.62 million, 11% of the national population. The population rose 1% in 2015-16 (below average growth of 2.5%), with forecast annual average population growth of 1.2% in 2016-17<sup>22</sup>. Projected population figures indicate that the state population will rise to 3.25 million people by 2026 (Department Planning, cited by AECOM 2017).

WA's population density at June 2015 was 1 person per km<sup>2</sup> – second lowest nationally (3.1 people per km<sup>2</sup> for Australia as a whole). Greater Perth<sup>23</sup> had a population density of 320 people per km<sup>2</sup>, while the rest of WA had 0.2 people per km<sup>2</sup><sup>24</sup>. As exemplified previously in Table 2, the population distribution of Western Australia is a significant factor in the planning and delivery of legal assistance services - requiring the sector to service almost 80% of population within Greater Perth, whilst also serving 20% of the population across a land mass almost the size of Argentina.

The Western Australia population is slightly younger than the Australian population as a whole (median age of 36 years in 2011 compared to 37 years nationally)<sup>25</sup>.

Western Australia has a higher proportion of people that identify as Aboriginal or Torres Strait Islander than the national average (3.1% in 2011 compared to an Australian average of 2.5%). The proportion of Aboriginal people increases significantly in regional Western Australia, with 50% or more of the population identifying as Aboriginal in Ngaanyatjaraku (S), Menzies (S), Halls Creek (S) and Upper Gascoyne (S). Two-thirds of WA's Aboriginal population lives in remote or regional areas, with one in four Aboriginal people living in what the ABS classifies as 'very remote Australia' (26% compared to 16% nationally)<sup>26</sup>. Almost half of the Aboriginal population are juveniles under the age of 18 years and Aboriginal children (under 17 years) comprise 6% of all Western Australians in this age group (Zubrick et al., 2004, cited by Goulding, 2015).

Compared to the rest of Australia, in 2011 Western Australia had a higher proportion of people born overseas, but a lower proportion of people from a non-English speaking background. Overall, 30.5% of the WA population was born overseas and 14.2% were from a non-English speaking background, compared with 24.6% and 15.7% respectively for Australia<sup>27</sup>.

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<sup>22</sup> Department of State Development, February 2017, *Western Australia Economic Profile*, Government of Western Australia, accessed 10/3/17 at <http://dsdwa.blob.core>.

<sup>23</sup> Greater Perth is defined under the ABS Greater Capital City Statistical Areas (GCCSAs) and stretches from south of Pinjarra to Two Rocks in the north and Wooroloo in the north-east.

<sup>24</sup> Australian Bureau of Statistics, 30 March 2016, *Regional Population Growth, Australia, 2014-15* (cat. no. 3218.0).

<sup>25</sup> Australian Bureau of Statistics, 2011 *Census QuickStats*. <http://www.censusdata.abs.gov.au>.

<sup>26</sup> Australian Bureau of Statistics, 2006, 4705.0 - *Population Distribution, Aboriginal and Torres Strait Islander Australians*

<sup>27</sup> Compiled and presented by .id, the population experts, [www.id.com.au](http://www.id.com.au), using ABS 2011 Census data, accessed 2/3/17 at <http://profile.id.com.au/australia/birthplace?WebID=140>.

## 5.2 Legal assistance services

The Western Australian legal assistance system is made of complementary but distinctive providers – community legal centres (CLCs), Legal Aid Western Australia (LAWA), Aboriginal Legal Services of WA (ALSWA) and Family Violence Prevention Legal Services (FVPLSs)<sup>28</sup>. LAWA's submission to the Productivity Commission's review into access to justice noted that there are 'significant synergies in having a legal assistance system with multiple providers. In particular, where there are two or more parties to a dispute. ... the four providers perform different and complementary roles in the system' (2014:11).

A feature of the legal assistance service model in Western Australia is the mix of generalist and specialist services. This occurs in a number of ways:

- A network of regional and metropolitan agencies provide generalist legal assistance to specific localities (e.g. metropolitan and regional CLCs).
- Some agencies specialise in a particular area of law (e.g. consumer law), target group (e.g. young people) or type of assistance (e.g. pro bono). These services are either Perth based and providing varying levels of service across the state (e.g. specialist CLCs); or regionally based (e.g. FVPLSs).
- Some generalist agencies have a specialised program that provides services either throughout the state (e.g. disability discrimination) or a specific area of the state (e.g. welfare rights).
- Across the sector are statewide legal assistance agencies such as LAWA and ALSWA; and sector support, quality and coordination mechanisms, such as the CSPG, CLC program management and the Community Legal Centres Association of WA.

In total, there are 32 legal assistance agencies in Western Australia<sup>29</sup>, made up of 25 CLCs<sup>30</sup>, four FVPLSs, Law Access, ALSWA and LAWA. Ten of the 25 CLC's are specialist CLCs<sup>31</sup> and four are generalist CLCs, with specialist services<sup>32</sup>. The Western Australian model (Figure 1) allows for targeted approaches to meeting legal need and assists the sector to maximise spread of limited resources across such a large state boundary.

**Figure 1: Legal assistance sector in Western Australia**

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<sup>28</sup> Law Access is not formally within any of these groups, but does participate as a legal assistance service on WA through the promotion and facilitation of pro bono legal services.

<sup>29</sup> See *Abbreviations* at the beginning of this paper for a full list.

<sup>30</sup> Three of these CLC are not funded by State or Commonwealth CLC programs: Environmental Defenders Office WA, Employment Law Centre WA and Midland Information Debt and Legal Advocacy Service.

<sup>31</sup> Consumer Credit Legal Service WA, Environmental Defender's Office WA, Employment Law Centre WA, Mental Health Law Centre, Street Law Centre WA, The Humanitarian Group, Tenancy WA, Women's Law Centre of WA, Welfare Rights & Advocacy Service, Youth Legal Service.

<sup>32</sup> Fremantle Community Legal Centre and Sussex Street Community Legal Service provide specialist welfare rights services across sections of WA (along with Welfare Rights & Advocacy Service); Gosnells Community Legal Centre provides specialist child support and mediation services; Northern Suburbs Community Legal Centre provides elder abuse and domestic violence speciality services (WREN); Sussex Street Community Legal Service provides the Disability Discrimination Unit.





It should be noted that the provision of legal assistance services does not mean capacity to provide a full range of services across all target locations or target populations. Due to demand and resource constraints, agencies prioritise service delivery to highest need areas. For example:

- Whilst LAWA and ALSWA offer services across criminal, civil and family law to all eligible Western Australians, most services provided are in criminal law.
- Whilst Perth based, specialist CLCs offer some form of service across the state (in line with their area of speciality), the types of services and level of assistance offered can vary.

Legal assistance agencies in Western Australia try to extend their reach through a range of strategies. These include:

- sub-regional offices and outreach services (visiting from a central office)
- telephone and technology based assistance<sup>34</sup>
- circuit visits and duty lawyer services, linked with court sittings.

As evidenced in the report, *Legal Assistance Services Mapping in Western Australia* (Kalico Consulting 2017):

- Within the Perth metropolitan area, services are provided by LAWA, ALSWA, Djinda<sup>35</sup> and seven generalist CLCs<sup>36</sup>. There are nine sub-regional offices (mainly through the Citizens Advice Bureau) and 30 specific outreach or duty lawyer programs across eight LGAs.
- Within regional Western Australia, services are provided by LAWA, ALSWA, nine generalist CLCs<sup>37</sup> and three FVPLSs<sup>38</sup>. There are 46 regional or sub-regional offices - 10 central offices,

<sup>33</sup> CLCAWA members include community legal centres and FVPLSs.

<sup>34</sup> Web based packages include self-help guides and templates.

<sup>35</sup> Djinda is a state -funded, metropolitan FVPLS, undertaken as a partnership between WLC and Relationships Australia.

<sup>36</sup> Citizens Advice Bureau, Fremantle Community Legal Centre, Gosnells Community Legal Centre, Midland Information Debt and Legal Advocacy Service, Northern Suburbs Community Legal Centre, Southern Corridors Advocacy and Legal Education Service, Sussex Street Community Legal Service.

<sup>37</sup> Albany Community Legal Centre, Citizens Advice Bureau, Goldfields Community Legal Centre, Geraldton Resource Centre, Kimberley Community Legal Service, Peel Community Legal Service, Pilbara Community Legal Service, South West Community Legal Centre and Wheatbelt Community Legal Centre.

<sup>38</sup> Aboriginal Family Law Services WA, Marninwarntikura Women's Resource Centre and Southern Aboriginal Corporation

12 ALSWA regional branches, 8 LAWA regional or satellite offices and 16 CLC or FVPLS regional or satellite offices (mainly CAB and AFLS). Specific outreach or circuit programs occur across 81 rural remote locations.

- In addition, state or region wide assistance is provided by Law Access, ten specialist CLCs and four Perth based, generalist CLCs with specialist programs offering assistance beyond their local catchment areas.

Table 3 and provides a summary for service data for legal assistance services for 2015/16, based on available data for this review.

**Table 3: Legal assistance sector serviced data 2015/16**

Legal assistance providers	Available serviced data 2015/16
Aboriginal Legal Service WA <sup>39</sup>	25,513 matters, including: <ul style="list-style-type: none"> <li>• 14,344 case matters</li> <li>• 5,396 advice matters</li> <li>• 5,733 duty matters.</li> </ul>
Community Legal Centres	Data from the CLSP data system (does not include non-CLSP services: <sup>40</sup> <ul style="list-style-type: none"> <li>• 27,601 clients (18,142 new clients)</li> <li>• 47,283 advice activities</li> <li>• 28,203 information activities</li> <li>• 5,820 cases were opened during the year</li> <li>• 6,014 cases were closed during the year, with 1,383 (23%) involving court representation, 168 (3%) having a public interest indicator and 23 closed test cases</li> <li>• 659 community legal education projects.</li> </ul>
Family Violence Prevention Legal Services	Data from AFLS <sup>41</sup> : <ul style="list-style-type: none"> <li>• 664 clients</li> <li>• 978 advices</li> <li>• 401 cases opened and 187 closed</li> <li>• 122 community legal education and early intervention sessions.</li> </ul> Data from Djinda is included in CLSP data outlined above. Data from the other FVPLSs (2) was not available at time of the review.
Legal Aid WA <sup>42</sup>	<ul style="list-style-type: none"> <li>• 81,419 telephone information line services</li> <li>• 53,026 duty lawyer services</li> <li>• 13,527 occasions of legal advice services to clients</li> <li>• 10,234 instances of legal representation</li> <li>• 458 dispute resolution conferences</li> <li>• 12,271 grants for aid.</li> </ul>

LAWA and ALSWA are the primary providers of criminal law legal assistance in Western Australia, whilst CLCs and FVPLSs assist predominately in civil and family law matters.

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FVPLS.

<sup>39</sup> Aboriginal Law Services of WA, Annual Report 2015-2016.

<sup>40</sup> CLC programs or agencies funded outside the WA or Commonwealth CLC programs are not included in CLSP records.

<sup>41</sup> Aboriginal Family Law Service of WA, Annual Report 2015-2016.

<sup>42</sup> Legal Aid Western Australia Annual Report 2016-2016.

## 6 Indicators of legal need and previous studies

### 6.1 Socio-demographic indicators

As discussed previously, one way of understanding legal need is to identify statistically significant socio-demographic indicators of priority groups and map these indicators against a given population. The AECOM study and the Justice and Law Foundation of New South Wales (LJF) jurisdictional data both provide an analysis of population indicators relevant to NPA priority groups, legal need and composite indicators of need. Table 4 provides a summary of AECOM and LJF demographic data for Western Australia as a whole.

**Table 4: Demographic indicators of priority groups, Western Australia**

NPA priority groups	Source	Indicator	Number	% of population
Total population	LJF & AECOM	Population all ages, 2011 Census	2,231,456	
	LJF	Population 15 and over, 2011 Census	1,792,031	
	AECOM	2016 projected population and % growth	2,659,790	19.2% growth 2011-16
	AECOM	2026 projected population and % growth	3,254,090	45.8% growth 2011-26
Composite indicators of legal need	LJF	NLAS (Capability) Population	106,411	4.8%
	LJF	NLAS (Indigenous) Population	21,623	1.0%
	LJF	NLAS (CALD) Population	110,261	4.9%
	AECOM	Percentage Index of Demand	n/a	n/a
	AECOM	Whole of State Rank	n/a	n/a
People experiencing financial disadvantage	LJF & AECOM	Financially disadvantaged - personal income 15yrs and over <\$400 pw	582,350	26.1%
	LJF	Financially disadvantaged - household income all ages	287,221	12.9%
	AECOM	Household income <\$800	206,601	9.3%
	LJF	Unemployed people	53,847	2.4%
	AECOM	Unemployed or not in labour force	580,973	26.0%
	AECOM	State or territory housing authority	32,241	1.4%
	AECOM	DSS transfer payments	360,099	16.1%
Younger people (under 25yrs)	LJF	Children and youth 24 and under	745,742	33.4%
	LJF	People with a disability 17 and under	8,655	0.4%
	LJF	Disengaged youth 15-24 (unemployed and not studying)	10,706	0.5%
Indigenous Australians	LJF	Indigenous Australians under 15	24,513	1.1%
	LJF	Indigenous Australians 15 and over	44,730	2.0%
	AECOM	Total Indigenous Australians	67,774	3.0%
Older people (65 yrs+)	LJF	People 65 yrs and over	274,138	12.3%
Experiencing or at risk of	LJF	Homeless people (Census composite)	9,607	0.4%

homelessness				
Residing in rural or remote areas	LJF	Outer regional/remote <sup>1</sup>	261,271	11.7%
People who are culturally and linguistically diverse	LJF	Culturally and linguistically diverse people <sup>2</sup>	261,656	11.7%
	AECOM	People born overseas (ex NZ)	611,915	27.4%
	LJF	People with poor English proficiency <sup>3</sup>	34,428	1.5%
	AECOM	Low English proficiency	46,719	2.1%
People with a disability or mental illness	LJF	People with a disability 18-74	38,384	1.7%
	AECOM	Need for assistance	78,865	3.5%
People with low education levels	LJF	People with low education <sup>4</sup>	295,301	13.2%
	AECOM	< year 8 education	81,539	3.7%
Single parents	LJF	Single parents	85,069	3.8%
Experiencing or at risk of family violence	AECOM	WA Police data on domestic assault verified offences 2015-16 <sup>5</sup>	21,162	817 per 100,000
People in custody and prisoners	LJF	Facilities in region	13	
<p>1 - Percentage living in SA1 classified as outer regional, remote or very remote in <i>Accessibility and Remoteness Index of Australia</i>.</p> <p>2 - People who speak a language other than English at home, excluding Australian Indigenous language.</p> <p>3 - As spoken not well or not well at all, including Indigenous Australians.</p> <p>4 - People 15-64 &lt; year 12 education and without non-school qualification.</p> <p>5 - Verified offences are all offences reported to or becoming known to police within the relevant time period that have not been determined to be falsely or mistakenly reported.</p>				

Table 5 shows the composite indicators (NLAS Capability, NLAS Indigenous, NLAS CaLD and the Index of Demand) across the 10 geographical regions reviewed.

**Table 5: Composite indicators of legal need, Western Australian regions**

Region	Population 2011 Census	NLAS(Capability) Population		NLAS(Indigenous) Population		NLAS(CALD) Population		AECOM Index of Demand*	
		number in region	% of region	number in region	% of region	number in region	% of region	Percentage Index	State ranking
Perth	1,627,776	65,911	4.0%	6,817	0.4%	101,230	6.2%	791	3
South West	154,519	9,728	6.3%	929	0.6%	2,607	1.7%	870	6
Peel	107,597	7,450	6.9%	527	0.5%	1,785	1.7%	784	2
Wheatbelt	71,152	5,531	7.8%	1,105	1.6%	893	1.3%	896	7
Pilbara	59,895	2,092	3.5%	2,044	3.4%	630	1.1%	1027	10
Goldfields-Esperance	57,413	3,981	6.9%	1,977	3.4%	942	1.6%	929	9
Great Southern	55,354	3,613	6.5%	652	1.2%	1,015	1.8%	907	8
Mid West	53,672	3,840	7.2%	1,549	2.9%	692	1.3%	853	5
Kimberley	34,790	3,565	10.2%	5,616	16.1%	261	0.8%	707	1
Gascoyne	9,290	688	7.4%	422	4.5%	194	2.1%	844	4

\* AECOM Index of Demand based on population numbers is not available at a regional level.

Variation occurs within an index between those LGAs ranked highly in terms of *number of people*, and those ranked highly in terms of *percentage of people* within an LGAs. Therefore, ranking of regions (or LGAs) will vary between the different indexes and within an index, based on raw numbers or percentage of population. For example, in Table 5 the Kimberley region has the third lowest number of people using the NLAS (Capacity) index but is the highest region in terms of proportion of the population that match the NLAS (Capacity) criteria. In another example, the Gascoyne has the lowest number of people using the NLAS (Indigenous) index across the regions, but is the second highest region in terms of proportion of the population that match the NLAS (Indigenous) criteria.

Both the AECOM and LJF CPD-JR reports provide details of all indicators and indexes of need mapped across Western Australia's 138 Local Government Areas (LGAs). The full detail of LGA level data is not repeated in this report, although regional summaries are provided in the proceeding sections.

To understand how LGAs rank against the different index methods, this review mapped all LGAs against both AECOM and LJF (NLAS) indexes and identified the top 50 LGAs by each. Those LGAs that ranked in the top 50 across four or more of the indexes are outlined in Appendix 1.

### ***Domestic and family violence***

The AECOM and LJF analysis of 2011 Census data does not include an indicator in relation to the NPA priority group, 'people experiencing or at risk of family violence', because the Census does not capture such data. To provide an indicator for this priority group, AECOM analysed WA Police data in relation to verified domestic assault offences (Table 6).

**Table 6: WA Police data for domestic assault offences<sup>1</sup>, 2015-16**

Region	Offences numbers	Rate per 100,000 people	2015-16 Rank, based on rate per 100,000
Perth metropolitan	14,407	706	7
South West	1,004	560	8
Peel	see note 2	see note 2	
Wheatbelt	428	796	6
Pilbara	880	1,286	4
Goldfields-Esperance	829	1,387	3
Great Southern	691	825	5
Mid West & Gascoyne	975	1,469	2
Kimberley	1,948	5,020	1

Source: Data extracted from Incident Management System on 6 July 2016

<sup>1</sup> - Verified offences are all offences reported to or becoming known to police within the relevant time period that have not been determined to be falsely or mistakenly reported

<sup>2</sup> - Mandurah is included in WA Police data for the metropolitan region. The rest of Peel is included in South West district data.

## **6.2 LAW Survey**

The Legal Australia-Wide Survey (LAW Survey) provides valuable insights into legal need in Western Australia. With 2,019 responses for the state, data was analysed at both a national and

state/territory level, using bivariate and multivariate tests to explore significant relationships between variables (e.g. demographics, legal problems, problem severity, responses and outcomes).

In Western Australia, the prevalence rate for legal problems in the 12 months prior to LAW Survey was 52%, modestly but significantly higher than the Australian average of 50% (Coumarelos et al. 2012b). This translates to approximately 1.1 million people over the age of 15 years, based on Western Australia's estimated resident population at 30 June 2016<sup>43</sup>. Single parents were most likely to have experienced a legal problem in the previous 12 months to the survey (74%), followed by people with a disability (65%) and unemployed people (60%).

From LAW Survey responses, the most prevalent legal problem groups in Western Australia were:

- 21% consumer problems (21% nationally)
- 19% crime problems (14% nationally)
- 12% housing problems (12% nationally)
- 11% government problems (11% nationally).

The LAW Survey results for Western Australia found that people with a disability had an overall significantly higher prevalence of legal problems and substantial legal problems. The unemployed and single parents also had significantly higher prevalence according to several measures.

As in other jurisdictions, the experience of multiple legal problems was common. In Western Australia, 23% of respondents experienced three or more legal problems within the 12-month reference period and 10% had two problems. Almost one in ten (9% of respondents) accounted for 63% of the legal problems reported.

Just over half of the Western Australian LAW Survey respondents with legal problems (52%) had a 'substantial' legal problem that had a 'severe' or 'moderate' impact on everyday life. The most common adverse consequences experienced by Western Australian respondents were income loss or financial strain (29%), followed by stress-related illness (16%) and physical ill health (16%). Relationship breakdown (9%) and moving home (4%) were also evident.

In Western Australia, legal advisers were consulted for 23% of the legal problems for which respondents sought advice, significantly lower than average of 30%.

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<sup>43</sup> Australian Bureau of Statistics, *3101.0 - Australian Demographic Statistics*, Jun 2016, accessed 3/3/17 at <http://www.abs.gov.au/AUSSTATS/abs@.nsf/Lookup/3101.0Main+Features1Jun%202016?OpenDocument>.

## 6.3 Previous reviews

### *Reviews of community legal centres*

Previous reviews of community legal centres in 2003 and 2009 identified legal needs gaps in relation to locations, target groups and areas of legal service. Table 7 provides an overview of the 2003 and 2009 findings.

**Table 7: Legal needs identified in 2003 and 2009 for CLC services, with 2016 update**

	2003 Review	2009 Review Update
<b>Locational gaps</b>	<p>Gaps in regional services:</p> <ul style="list-style-type: none"> <li>• Gascoyne</li> <li>• Peel</li> <li>• Wheatbelt</li> <li>• West Kimberley.</li> </ul> <p>Gaps in metropolitan corridors in north, north east and south east.</p>	<p>Services to the West Kimberley remains a high priority with increased demand also experienced in the East Kimberley. The north east and south east Perth metropolitan corridors continue to be particularly underserved. Rapid increases in regional centres linked to mining have placed increased demands on areas such as the Pilbara, Kalgoorlie and Gascoyne.</p>
<b>Priority group gaps</b>	<p>Priority target groups:</p> <ul style="list-style-type: none"> <li>• Aboriginal Australians and Torres Strait Islanders</li> <li>• Culturally and Linguistically Diverse People</li> <li>• Mental Health Consumers</li> <li>• Young People</li> </ul>	<p>2003 priority remains, with the following other identified priority groups:</p> <ul style="list-style-type: none"> <li>• Women, particularly Aboriginal women and women from CaLD communities</li> <li>• Homeless people</li> <li>• People with complex problems and/or multiple dimensions of disadvantage</li> <li>• Older people</li> <li>• People in regional, rural and remote areas</li> </ul>
<b>Legal service gaps</b>	<p>Legal service gap priorities:</p> <ul style="list-style-type: none"> <li>• Alternative dispute resolution</li> <li>• Domestic violence</li> <li>• Family law</li> <li>• Representation</li> <li>• Welfare rights advocacy</li> </ul>	<p>2003 priority remains, with the following other identified priority areas:</p> <ul style="list-style-type: none"> <li>• Care and protection</li> <li>• Employment law</li> <li>• Consumer law and debt</li> <li>• Housing and tenancy</li> </ul>

Priority groups identified in the 2003 and 2009 reviews align with current NPA priority groups.

### *Review of need for pro bono services*

Requests made for pro bono assistance can be a proxy indicator of unmet legal need, in that pro bono requests show cases where an individual knows they have a legal problem, but cannot afford a lawyer and are unlikely to be eligible for legal assistance services.

In 2013, the Community Legal Centres Association (WA) and Law Society of WA collaborated on a study of pro bono needs and service models in Western Australia (Kalico Consulting, 2013). A survey of law firms and legal assistance services, undertaken as part of the study, identified the following areas of unmet legal need for pro bono services, as they relate to individuals (as

opposed to pro bono needs of not-for-profit organisations):

- Family law (52%)
- Unrepresented persons - criminal courts (22%)
- Unrepresented persons - civil courts (19%)
- Older people (15%)
- Domestic Violence /VROs (15%)
- Employment law (15%)
- Immigration/refugees/asylum seekers (11%)
- Homeless people (7%)
- Administrative law (7%)

In 2015/16, 27% of the pro bono referrals made by Law Access were in relation to migration law, which is seen by Law Access as a significant gap in legal services. Law Access is the only service matching people in Western Australia for representation in the Federal Circuit Court and Federal Court. Services in this area of law will be further reduced after The Humanitarian Group (THG) lose all Commonwealth funding (Department of Immigration and Border Protection) from 1 July 2017.

In addition to migration law, 25% of Law Access referrals in 2015/16 were for family law matters (identified by the agency as another significant area of unmet need), 41% were for areas of civil law and 7% for criminal matters.

### ***Legal needs and strategic planning project***

In 2010, the National Association of Community Legal Centres engaged Judith Stubbs and Associates (JSA) to provide an evidence-based understanding of the distribution of legal need across Australia and for each state and territory. The research applied a model first developed in the Legal Needs and Strategic Planning Project, developed for Community Legal Centres NSW by JSA in 2009. Like the AECOM and LJF studies, the JSA study used socio-demographic indicators and service data to map legal need. The JSA model provided for a *Probability of Legal Need* (proportion of adults in an area likely to experience legal need) and a *Calculated Legal Need* (numbers of adults in an area likely to experience legal need). The JSA modeling also used a 'need ratio' formula to assess the extent to which calculated legal need related to expressed need by using matters reported by CLCs in 2008-2010. A high need ratio suggested a relatively higher level of CLC servicing, whilst a lower ratio suggested less CLC activity in relation to the level of calculated legal need. JSA data for Western Australia is based on the 2006 Census and has not been updated at this stage.

In the Western Australian review of pro bono legal services outlined previously, the JSA data and methodology was analysed to assess legal need generally in Western Australia. Table 8,<sup>44</sup> extracted from the JSA analysis, takes the most disadvantaged 40% of LGAs in Western Australia and shows the top 20 LGAs in this group, sorted by calculated legal need.

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<sup>44</sup> From Kalico Consulting, 2013, using data adapted from Judith Stubbs and Associates, 2012.



**Table 8: Estimated legal need using JSA modelling, based on 2006 Census and 2008-2010 CLC service data**

LGA	SEIFA	SEIFA WA Decile	Calculated Legal Need (# Adults)	Probability of Legal Need	Adult Pop (16+)	CLC Need Ratio	Region
Belmont	964.74	3	10,450	41.8%	24,990	2.4	Perth
Bunbury	981.96	4	9,704	40.8%	23,786	1.3	South West
Kwinana	958.07	3	7,212	41.1%	17,531	1.5	Perth
Broome	927.73	2	4,110	42.1%	9,756	0.6	Kimberley
Murray	984.48	4	3,730	39.4%	9,473	1.5	Peel
Northam	939.35	2	3,020	40.4%	7,470	2.2	Wheatbelt
Manjimup	960.41	3	2,676	38.5%	6,943	1.2	South West
Collie	943.28	2	2,561	39.7%	6,446	1.6	South West
Wyndham- East Kimberley	870.25	1	1,973	41.0%	4,818	4.2	Kimberley
Derby-West Kimberley	721.86	1	1,931	42.4%	4,553	1.6	Kimberley
East Pilbara	935.67	2	1,812	37.1%	4,879	2.7	Pilbara
Carnarvon	918.78	2	1,743	41.2%	4,227	2.4	Gascoyne
Plantagenet	976.97	4	1,334	38.9%	3,428	2.1	Great Southern
Narrogin	955.78	3	1,234	39.0%	3,165	1.2	Wheatbelt
Katanning	916.59	2	1,215	39.1%	3,107	2.3	Great Southern
Coolgardie	967.83	3	1,037	38.5%	2,691	2.1	Goldfields
Warooka	964.34	3	1,007	38.4%	2,621	2.0	Peel
Northampton	962.01	3	957	38.3%	2,501	1.4	Mid West
Merredin	982.68	4	945	38.0%	2,485	0.9	Wheatbelt
Halls Creek	534.45	1	849	40.1%	2,118	2.7	Kimberley

All LGAs identified in Table 8 are also identified in the top ranking LGAs across the AECOM and LJF need indexes (Appendix 1), with the exception of East Pilbara and Coolgardie.

#### 6.4 Family, criminal and civil law resource distribution

The AECOM study included an analysis of 2015-2016 service data (casework and advice) for CLCs and LAWA (excludes non-CLSP CLC services) and is summarised in Table 9. The analysis did not include ALSWA (a significant provider of criminal law assistance in the state) and the Aboriginal Family Violence Protection Services (high proportion of family and civil law).

**Table 9: Service data for LAWA and CLCs 2015/16, by region**

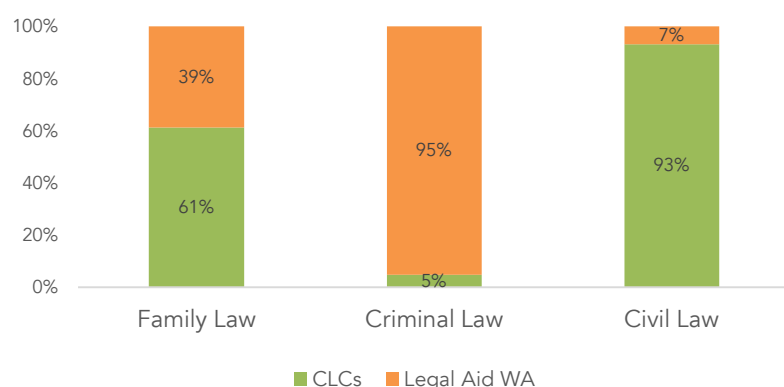
Region	Provider	Total services	Family Law %	Criminal Law %	Civil Law %	#Family Law	#Criminal Law	# Civil Law
Gascoyne	CLCs	238	23%	1%	76%	55	2	181
	LAWA	574	9%	90%	1%	52	517	6
	<b>Total</b>	<b>812</b>	<b>13%</b>	<b>64%</b>	<b>23%</b>	<b>106</b>	<b>519</b>	<b>187</b>
Goldfields-Esperance	CLCs	2,274	37%	0%	63%	841	-	1,433
	LAWA	2,991	12%	84%	4%	359	2,512	120
	<b>Total</b>	<b>5,265</b>	<b>23%</b>	<b>48%</b>	<b>29%</b>	<b>1,200</b>	<b>2,512</b>	<b>1,552</b>
Great Southern	CLCs	2,612	30%	2%	68%	784	52	1,776
	LAWA	2,052	28%	68%	4%	575	1,395	82
	<b>Total</b>	<b>4,664</b>	<b>29%</b>	<b>31%</b>	<b>40%</b>	<b>1,358</b>	<b>1,448</b>	<b>1,858</b>
Kimberley	CLCs	2,001	11%	1%	88%	220	20	1,761
	LAWA	5,102	12%	76%	12%	612	3,878	612
	<b>Total</b>	<b>7,103</b>	<b>12%</b>	<b>55%</b>	<b>33%</b>	<b>832</b>	<b>3,898</b>	<b>2,373</b>
Mid West	CLCs	2,512	16%	1%	83%	402	25	2,085
	LAWA	3,066	22%	74%	4%	675	2,269	123
	<b>Total</b>	<b>5,578</b>	<b>19%</b>	<b>41%</b>	<b>40%</b>	<b>1,076</b>	<b>2,294</b>	<b>2,208</b>
Perth	CLCs	56,998	33%	5%	62%	18,809	2,850	35,339
	LAWA	55,090	21%	75%	4%	11,569	41,318	2,204
	<b>Total</b>	<b>112,088</b>	<b>27%</b>	<b>39%</b>	<b>33%</b>	<b>30,378</b>	<b>44,167</b>	<b>37,542</b>
Peel	CLCs	3510	36%	5%	59%	1,264	176	2,071
	LAWA	4835	20%	77%	3%	967	3,723	145
	<b>Total</b>	<b>8,345</b>	<b>27%</b>	<b>47%</b>	<b>27%</b>	<b>2,231</b>	<b>3,898</b>	<b>2,216</b>
Pilbara	CLCs	5,313	9%	0%	91%	478	-	4,835
	LAWA	4,759	5%	92%	3%	238	4,378	143
	<b>Total</b>	<b>10,072</b>	<b>7%</b>	<b>43%</b>	<b>49%</b>	<b>716</b>	<b>4,378</b>	<b>4,978</b>
South West	CLCs	4,971	60%	2%	38%	2,983	99	1,889
	LAWA	4,965	27%	70%	3%	1,341	3,476	149
	<b>Total</b>	<b>9,936</b>	<b>44%</b>	<b>36%</b>	<b>21%</b>	<b>4,323</b>	<b>3,575</b>	<b>2,038</b>
Wheatbelt	CLCs	1,925	39%	3%	58%	751	58	1,117
	LAWA	3,415	12%	83%	5%	410	2,834	171
	<b>Total</b>	<b>5,340</b>	<b>22%</b>	<b>54%</b>	<b>24%</b>	<b>1,161</b>	<b>2,892</b>	<b>1,287</b>
WA	CLCs	82,354	32%	4%	64%	26,586	3,282	52,485
	LAWA	86,849	19%	76%	4%	16,796	66,299	3,753
	<b>Total</b>	<b>169,203</b>	<b>26%</b>	<b>41%</b>	<b>33%</b>	<b>43,382</b>	<b>69,582</b>	<b>56,239</b>

\* excludes non-CLSP service data

Drawing upon the AECOM analysis, Figure 2 shows the proportion of services provided by CLCs and LAWA in relation to family, criminal and civil law. In Figure 2, most of the criminal law assistance is being provided by LAWA (95% of all criminal all services provided by LAWA and CLCs combined), whilst CLCs are undertaking the highest proportion of civil and family law matters. Even in raw numbers, CLCs are the primary provider of civil law services in WA – providing 52,485 services in civil law in 2015/16 compared to 3,753 services in civil law services by LAWA.<sup>45</sup>

<sup>45</sup> Aggregated from regional profile data in the AECOM Report (2017).

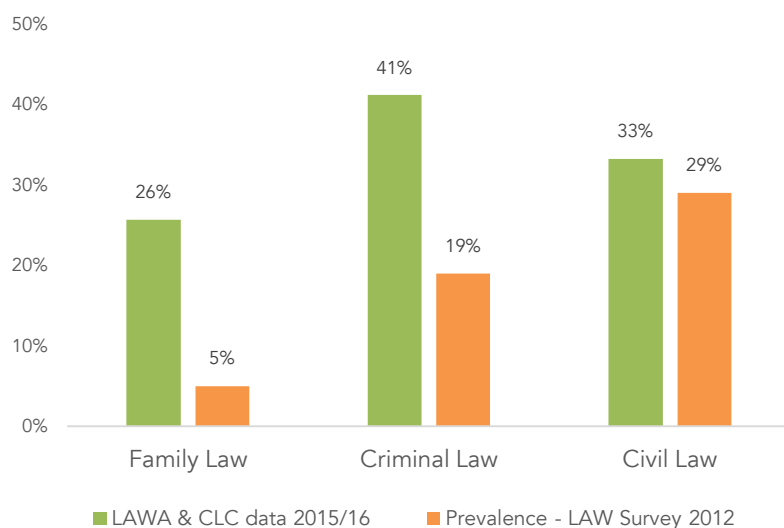
**Figure 2: Proportion of assistance to family, criminal and civil law: CLCs and LAWA, 2015/16**



\* excludes non-CLSP service data

Figure 3 shows the combined proportion of CLC and LAWA assistance in 2015/16 across family, criminal and civil law; and the prevalence of family, criminal and civil law experienced by respondents in the 2012 LAWA Survey in Western Australia. As seen in Figure 2, CLC and LAWA assistance combined is positively skewed towards family and criminal law – reflecting the higher level of priority given to criminal law by LAWA; and to family law by CLCs and LAWA, the latter often linked to child residency issues and/or domestic violence prioritisation.

**Figure 3: Combined LAWA and CLC assistance in family, criminal and civil law, compared with LAWA Survey prevalence**



\* excludes non-CLSP service data

The proportional underservicing of civil law found in Western Australia is reflective of other inquiry findings that have identified legal assistance in civil law as a significant legal need gap - 'a lack of resources, combined with a focus on representation for criminal matters, has led to an under-

provision of services for civil law matters' (Productivity Commission, 2014:38, ALSWA, 2013).

As identified by the Productivity Commission (2014), whilst criminal matters make up a relatively smaller component of legal need, they consume a significant proportion of legal assistance resources, partially due to the serious consequences of criminal matters, and the requirements and standards of the court system. This is not to say that criminal law and family law needs are adequately being met, rather that the gap between prevalence (as an indicator of need/demand) and assistance (accessible supply) in the area of civil law is higher than in the other two categories.

A study by James Cook University (Allison et al., 2014) looked at the civil and family law needs of Aboriginal people in Western Australia. Covering eight communities representing a cross section of urban, regional and rural areas, the research found that civil and family law problems are experienced frequently by Aboriginal people in WA and under serviced, contributing to poor levels of resolution and access to justice in these areas of law. Five key areas of need were identified in the study: housing, disputes with neighbours, discrimination, credit/debt and stolen wages. Linked to these five areas, six additional priority needs were identified: Stolen Generations, consumer law issues, child protection, education, social security/Centrelink and wills.

## 7 Regional profiles

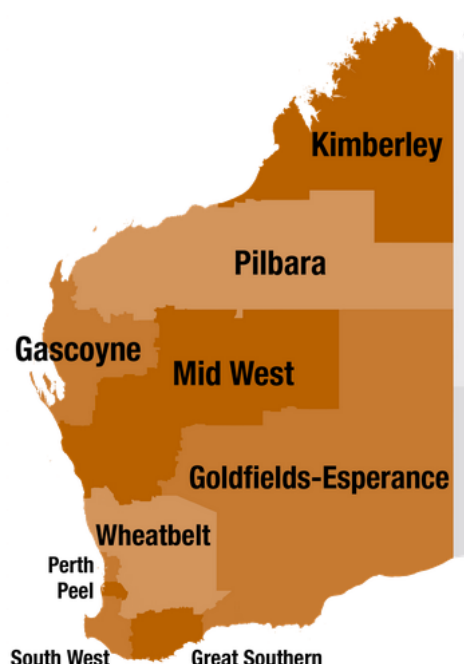
The following regional profiles<sup>46</sup> provide summary outlines of:

- The regional geography, population and economy.
- Data from AECOM and LJF on socio-demographic indicators linked to NPA priority groups and legal need<sup>47</sup>.
- The legal assistance agencies working in the region.

In undertaking legal service mapping, agencies were asked to identify key gaps in the services currently offered. For example, an agency may say that they assist with family law matters; but within that, property matters may not be included in the assistance package. It should be noted that the information provided is dynamic - as not all the impacts of recent and current funding cuts had flowed on to service delivery at the time of mapping.

The *Legal Assistance Service Mapping in Western Australia* report details specific gaps against areas of law. Across all the qualitative regional evidence, there was high levels of consistency in key gaps in current service provision to meet legal needs, namely:

- No or very limited representation in courts or tribunals - the most common identified gaps being family and civil law representation. In most cases, agencies stated that no representation is provided, particularly in relation to contested matters. Where it is provided, it is limited to particular types of cases, levels of representation or eligibility for assistance. For example, agencies said that they may appear for some hearings, but not for trials.
- Limited to particular aspects of an area of law - the most common example given was the inability to provide property assistance as part of the family law services.
- Limited casework assistance - examples included only if not complex, only for appeals at a particular level, only if referred from government agency (e.g. child protection), only if involving domestic or family violence.
- Limited advice - examples included only initial advice and referral, only provided by volunteer in evening service.



<sup>46</sup> Maps used in this report have been sourced from Western Australian Government agencies: Department of Regional Development and Department Culture and Arts.

<sup>47</sup> Regional level data was aggregated from LGA data, using both the AECOM and LJF data sets.



	AECOM	Percentage Index of Demand	791	
	AECOM	Whole of State Rank	3	
People experiencing financial disadvantage	LJF & AECOM	Financially disadvantaged - personal income 15yrs and over <\$400 pw	425,559	26.1%
	LJF	Financially disadvantaged - household income all ages	193,228	11.9%
	AECOM	Household income <\$800	141,041	8.7%
	LJF	Unemployed people	40,033	2.5%
	AECOM	Unemployed or not in labour force	422,902	26.0%
	AECOM	State or territory housing authority	20,128	1.2%
	AECOM	DSS transfer payments	248,253	15.3%
Younger people (under 25yrs)	LJF	Children and youth 24 and under	546,972	33.6%
	LJF	People with a disability 17 and under	6,295	0.4%
	LJF	Disengaged youth 15-24 (unemployed and not studying)	7,522	0.5%
Indigenous Australians	LJF	Indigenous Australians under 15	8,960	0.6%
	LJF	Indigenous Australians 15 and over	16,313	1.0%
	AECOM	Total Indigenous Australians	24,788	1.5%
Older people (65 yrs+)	LJF	People 65 yrs and over	197,694	12.1%
Experiencing or at risk of homelessness	LJF	Homeless people (Census composite)	4,668	0.3%
Residing in rural or remote areas	LJF	Outer regional/remote <sup>1</sup>	99	0.0%
People who are culturally and linguistically diverse	LJF	Culturally and linguistically diverse people <sup>2</sup>	235,884	14.5%
	AECOM	People born overseas (ex NZ)	521,474	32.0%
	LJF	People with poor English proficiency <sup>3</sup>	31,219	1.9%
	AECOM	Low English proficiency	41,755	2.6%
People with a disability or mental illness	LJF	People with a disability 18-74	26,598	1.6%
	AECOM	Need for assistance	56,995	3.5%
People with low education levels	LJF	People with low education <sup>4</sup>	189,496	11.6%
	AECOM	< year 8 education	56,284	3.5%
Single parents	LJF	Single parents	63,137	3.9%
Experiencing or at risk of family violence	AECOM	WA Police data on domestic assault verified offences 2015-16 <sup>5</sup>	14,407	706 per 100.000
People in custody and prisoners	LJF	Facilities in region	6	

1 - Percentage living in SA1 classified as outer regional, remote or very remote in *Accessibility and Remoteness Index of Australia*.

2 - People who speak a language other than English at home, excluding Australian Indigenous language.

3 - As spoken not well or not well at all, including Indigenous Australians.

4 - People 15-64 < year 12 education and without non-school qualification.

5 - Verified offences are all offences reported to or becoming known to police within the relevant time period that have not been determined to be falsely or mistakenly reported. Includes Mandurah.

Table 11 shows the composite indicators (NLAS Capability, NLAS Indigenous, NLAS CaLD and the Percentage Index of Demand) across the LGAs within the region.

**Table 11: Composite indicators of legal need, LGAs in Perth region**

LGA	Population 2011 Census	NLAS(Capability) Population		NLAS(Indigenous) Population		NLAS(CALD) Population		AECOM Index of Demand	
		number in region	% of region	number in region	% of region	number in region	% of region	Percentage Index	State ranking
Armadale (C)	62,297	3,848	6.2%	516	0.8%	1,876	3.0%	654	45
Bassendean (T)	14,405	721	5.0%	115	0.8%	719	5.0%	594	28
Bayswater (C)	61,264	2,444	4.0%	228	0.4%	5,976	9.8%	587	25
Belmont (C)	35,207	1,653	4.7%	311	0.9%	2,840	8.1%	506	12
Cambridge (T)	24,965	274	1.1%	9	0.0%	878	3.5%	1,023	117
Canning (C)	85,515	2,957	3.5%	261	0.3%	10,630	12.4%	661	47
Claremont (T)	9,279	79	0.9%	8	0.1%	342	3.7%	893	94
Cockburn (C)	89,685	4,193	4.7%	480	0.5%	6,073	6.8%	831	83
Cottesloe (T)	7,605	58	0.8%	3	0.0%	116	1.5%	1,072	121
East Fremantle (T)	6,932	119	1.7%	3	0.0%	223	3.2%	947	102
Fremantle (C)	26,583	980	3.7%	131	0.5%	1,772	6.7%	558	17
Gosnells (C)	106,584	5,915	5.5%	642	0.6%	7,912	7.4%	688	56
Joondalup (C)	152,404	4,998	3.3%	195	0.1%	5,070	3.3%	1,046	118
Kalamunda (S)	53,568	2,379	4.4%	247	0.5%	1,438	2.7%	872	91
Kwinana (T)	29,227	2,060	7.0%	253	0.9%	844	2.9%	742	66
Melville (C)	95,702	2,395	2.5%	158	0.2%	6,321	6.6%	752	68
Mosman Park (T)	8,599	146	1.7%	46	0.5%	350	4.1%	778	74
Mundaring (S)	36,530	1,567	4.3%	146	0.4%	650	1.8%	901	96
Nedlands (C)	20,533	227	1.1%	20	0.1%	921	4.5%	988	111
Peppermint Grove (S)	1,527	10	0.7%	6	0.4%	27	1.8%	993	112
Perth (C)	16,715	256	1.5%	44	0.3%	1,739	10.4%	826	82
Rockingham (C)	104,105	6,038	5.8%	453	0.4%	2,030	1.9%	854	88
South Perth (C)	40,739	852	2.1%	147	0.4%	2,992	7.3%	793	76
Stirling (C)	195,699	6,565	3.4%	680	0.3%	17,179	8.8%	605	35
Subiaco (C)	17,575	229	1.3%	35	0.2%	1,332	7.6%	763	70
Swan (C)	108,462	6,013	5.5%	832	0.8%	5,946	5.5%	722	62
Victoria Park (T)	32,433	889	2.7%	161	0.5%	3,239	10.0%	584	22
Vincent (C)	31,550	734	2.3%	42	0.1%	2,862	9.1%	894	95
Wanneroo (C)	152,076	7,312	4.8%	630	0.4%	8,943	5.9%	818	80

The following LGAs feature within the top 50 LGAs across four or more the indexes of need (Appendix 1):

- Armadale (C)
- Bassendean (T)
- Bayswater (C)
- Belmont (C)
- Canning (C)
- Cockburn (C)
- Fremantle (C)
- Gosnells (C)
- Joondalup (C)
- Kalamunda (S)
- Kwinana (T)
- Melville (C)
- Mundaring (S)
- Rockingham (C)
- South Perth (C)
- Stirling (C)
- Swan (C)
- Victoria Park (T)
- Wanneroo (C)



## Legal assistance services

The Perth metropolitan area is serviced by ALSWA, LAWA and a combination of seven generalists<sup>50</sup> and ten specialist community legal services<sup>51</sup>. Six CLCs also have specialist programs offering assistance beyond their local catchment areas<sup>52</sup>.

Table 12 outlines the physical location of legal assistance services offices located within the Perth metropolitan area. This includes head offices and office branches.

**Table 12: Legal assistance services with offices in the Perth**

LGA	Service provider	Office location
Armadale(C) (south east)	CAB, GCLC, SSCLS	Armadale
Fremantle (C) (south)	CAB, FCLC	Fremantle
Gosnells (C) (south east)	GCLC	Gosnells
Joondalup (C) (north)	CAB, NSCLC	Joondalup
Kwinana (T) (south)	CAB	Kwinana
Perth (C) (central)	ALSWA, CCLS, CAB, ELC, LAWA, MHLAC, WRAS, YLS	Perth City
	EDO	West Perth
	SLC, TWA, WLCWA, Djinda	East Perth
	Law Access	Crawley
Rockingham (C) (south)	CAB, SCALES	Rockingham
Stirling (C) (north)	NSCLC	Mirraboooka
Swan (C) (north-east)	MIDLAS, CAB, SSCLS	Midland
Victoria Park (T) (central to south-east)	AFLS <sup>53</sup> , SSCLS	East Victoria Park
	THG	Victoria Park

As discussed previously, there are no clearly defined boundaries within the Perth metropolitan for legal assistance services, and boundaries used by other state agencies vary. The 2003 review of CLCs discussed general corridors within the Perth area e.g. north east, south east. Table 11

<sup>50</sup> Citizens Advice Bureau, Fremantle Community Legal Centre, Gosnells Community Legal Centre, Midland Information Debt and Legal Advocacy Service, Northern Suburbs Community Legal Centre, Southern Corridors Advocacy and Legal Education Service, Sussex Street Community Legal Service.

<sup>51</sup> Consumer Credit Legal Service WA, Environmental Defender's Office WA, Employment Law Centre WA, Mental Health Law Centre, Street Law Centre WA, The Humanitarian Group, Tenancy WA, Women's Law Centre of WA, Welfare Rights & Advocacy Service, Youth Legal Service. Law Access is not a CLC as such, but does provide legal assistance services across the State.

<sup>52</sup> Gosnells CLC – child support and mediation services: NSCLC – Older Persons Rights Service and WREN; SCALES – Human Rights Clinic; SSCLS – Disability Discrimination Unit; FCLS, WRAS and SSCLS - provide welfare rights services across the state between the three agencies.

<sup>53</sup> AFLS has its head office in East Victoria Park, but does not provide services to the metropolitan area.

includes reference to these corridors in order to provide a spatial picture of the distribution of legal assistance services within Perth.

The current spread of legal assistance agencies shows the north-east corridor to have the lowest concentration of legal assistance services. MIDLAS (no CLSP funding) and Citizens Advice Bureau (limited State CLC funding) are the only legal assistance services with a permanent office in the outer eastern corridor. Djinda, and Sussex St Community Legal Services provide limited outreach services to the area and LAWA undertakes duty lawyer services only. In June 2015, LAWA closed its Midland regional office and relocated staff to Perth. ALSWA no longer service the Midland Magistrate's court. The underservicing of the north-east was identified in both the 2003 and 2009 review of CLC services. Since these reviews, the underservicing has increased, with the reduction in LAWA and ALSWA services in the area.

The 2003 and 2009 review of CLC services also identified the south-east metropolitan corridor as being under serviced. Evidence from Sussex St Community Legal Services show that in 2014/15, 15% of clients came from the Gosnells / Armadale area - in 2015/16, this figure has risen to 20% of clients<sup>54</sup>. The LGA of Armadale ranks within the top 50 LGAs across five of the eight indexes of need reviewed for this report (Appendix 1), but is comparatively under serviced. The legal services mapping report (Kalico Consulting, 2017) shows that LAWA and ALSWA do not have an office in Armadale, although they do provide duty lawyer services. Citizens Advice Bureau and Gosnells Community Legal Centre have branches in Armadale with limited services, and Sussex St Community Legal Services provides an outreach program in the area.

Evidence from Youth Legal Service also showed need in the north-east and south-east corridors, with 41% of casework coming from south eastern suburbs and 41% from north eastern suburbs, leaving 18% to come from other parts of the state.<sup>55</sup>

For full details on the level of services provided by legal assistance agencies in Perth metropolitan, the areas covered, and limits of assistance provided, see *Legal Assistance Services in Western Australia - a map of services*.

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<sup>54</sup> Data provided for this review by SSCLS General Manager, March 2017.

<sup>55</sup> Data provided for this review by CLSP State Program Manager, March 2017.

## 7.2 Peel

The Peel region is located 75 kilometres south of Perth. Encompassing 5,520 km<sup>2</sup><sup>56</sup> and five LGAs, the estimated resident population at 30 June 2015 was 131,893<sup>57</sup>. Mandurah is Peel's regional centre and home to about 65% of the region's population. The Peel region is the fastest growing region in Western Australia (AECOM 2017). The Peel's economy is dominated by mineral processing, followed by manufacturing and construction, agriculture, tourism and retail trade<sup>58</sup>.

The Peel region was identified as a priority area in the 2003 and 2009 CLC reviews.



### Indicators of legal need

Table 13 provides a summary of AECOM and LJF demographic data and the composite indicators of legal need for the Peel region as a whole.

**Table 13: Demographic indicators and priority groups, Peel**

NPA priority groups	Source	Indicator	Number	% of regional population
Total population	LJF & AECOM	Population all ages, 2011 Census	107,608	
	LJF	Population 15 and over, 2011 Census	86,382	
	AECOM	2016 projected population and % growth	141,640	31.6% growth 2011-16
	AECOM	2026 projected population and % growth	198,420	84.4% growth 2011-26
Composite indicators of legal need	LJF	NLAS(Capability) Population	7,445	6.9%
	LJF	NLAS(Indigenous) Population	532	0.5%
	LJF	NLAS(CALD) Population	1,773	1.6%
	AECOM	Percentage Index of Demand	784	
	AECOM	Whole of State Rank	2	
People experiencing financial disadvantage	LJF & AECOM	Financially disadvantaged - personal income 15yrs and over <\$400 pw	32,899	30.6%
	LJF	Financially disadvantaged - household income all ages	17,585	16.3%
	AECOM	Household income <\$800	13,075	12.2%
	LJF	Unemployed people	2,959	2.7%
	AECOM	Unemployed or not in labour force	35,599	33.1%
	AECOM	State or territory housing authority	951	0.9%

<sup>56</sup> Government of Western Australia, *Living in Western Australia*, op. cit.

<sup>57</sup> Australian Bureau of Statistics, *Regional Population Growth, Australia*, op. cit.

<sup>58</sup> Department of Regional Development and Peel Development Commission. *Peel: a region in profile*, 2014, Government of Western Australia, accessed [http://www.drd.wa.gov.au/Publications/Documents/A\\_region\\_in\\_profile\\_2014\\_Peel.pdf](http://www.drd.wa.gov.au/Publications/Documents/A_region_in_profile_2014_Peel.pdf).

	AECOM	DSS transfer payments	26,563	24.7%
Younger people (under 25yrs)	LJF	Children and youth 24 and under	34,297	31.9%
	LJF	People with a disability 17 and under	499	0.5%
	LJF	Disengaged youth 15-24 (unemployed and not studying)	696	0.6%
Indigenous Australians	LJF	Indigenous Australians under 15	853	0.8%
	LJF	Indigenous Australians 15 and over	1,162	1.1%
	AECOM	Total Indigenous Australians	2,004	1.9%
Older people (65 yrs+)	LJF	People 65 yrs and over	19,306	17.9%
Experiencing or at risk of homelessness	LJF	Homeless people (Census composite)	259	0.2%
Residing in rural or remote areas	LJF	Outer regional/remote <sup>1</sup>	109	0.1%
People who are culturally and linguistically diverse	LJF	Culturally and linguistically diverse people <sup>2</sup>	3,909	3.6%
	AECOM	People born overseas (ex NZ)	21,784	20.2%
	LJF	People with poor English proficiency <sup>3</sup>	316	0.3%
	AECOM	Low English proficiency	489	0.5%
People with a disability or mental illness	LJF	People with a disability 18-74	2,524	2.3%
	AECOM	Need for assistance	4,832	4.5%
People with low education levels	LJF	People with low education <sup>4</sup>	18,699	17.4%
	AECOM	< year 8 education	4,472	4.2%
Single parents	LJF	Single parents	4,398	4.1%
Experiencing or at risk of family violence	AECOM	WA Police data on domestic assault verified offences 2015-16 <sup>5</sup>	see Perth metro and South West	
People in custody and prisoners	LJF	Facilities in region	0	
<p>1 - Percentage living in SA1 classified as outer regional, remote or very remote in <i>Accessibility and Remoteness Index of Australia</i>.</p> <p>2 - People who speak a language other than English at home, excluding Australian Indigenous language.</p> <p>3 - As spoken not well or not well at all, including Indigenous Australians.</p> <p>4 - People 15-64 &lt; year 12 education and without non-school qualification.</p> <p>5 - Verified offences are all offences reported to or becoming known to police within the relevant time period that have not been determined to be falsely or mistakenly reported. The Peel region, excluding Mandurah, is in the WA Police South West district data.</p>				

Table 14 shows the composite indicators (NLAS Capability, NLAS Indigenous, NLAS CaLD and the Percentage Index of Demand) across the LGAs within the region.

**Table 14: Composite indicators of legal need, LGAs in Peel region**

LGA	Population 2011 Census	NLAS(Capability) Population		NLAS(Indigenous) Population		NLAS(CALD) Population		AECOM Index of Demand	
		number in region	% of region	number in region	% of region	number in region	% of region	Percentage Index	State ranking
Boddington (S)	2,228	94	4.2%	20	0.9%	20	0.9%	1,106	127
Mandurah (C)	69,903	4,800	6.9%	361	0.5%	1,258	1.8%	513	13
Murray (S)	14,150	1,165	8.2%	73	0.5%	130	0.9%	579	19

Serpentine-Jarrahdale (S)	17,745	1,043	5.9%	38	0.2%	258	1.5%	1,003	113
Waroona (S)	3,582	343	9.6%	40	1.1%	107	3.0%	541	16

The LGAs of Mandurah (C), Murray (S) and Waroona (S) feature within the top 50 LGAs across four or more the indexes of need (Appendix 1).

### ***Legal assistance services provided***

There are two service providers physically located in this region. Peel Community Legal Service (Peel CLS) and Citizens Advice Bureau (CAB) offers services across family, civil and criminal law matters. Gosnells CLC advises that it provides outreach services to people located in the Serpentine-Jarrahdale LGA in relation to family law, DFV and tenancy. NSCLC provide an Older People's Rights Service for Mandurah. Sussex Street Community Law (SSCLC) provides outreach services to people located in Serpentine-Jarrahdale in the following: disability discrimination, civil law and disability advocacy. Fremantle Community Legal Centre (FCLC) provides welfare rights assistance for persons located west of Albany Highway and along the coast.

In addition, there are specialist services (Perth located) that provide statewide assistance in certain matters: Consumer Credit Legal Service, Employment Law Centre, Environmental Defenders Office, The Humanitarian Group, Law Access, Mental Health Law Centre, Street Law Centre, Tenancy WA, Women's Law Centre, Welfare Rights Advocacy Service, Youth Legal Services, Gosnells Community Legal Centre (child support and family law mediation), Sussex Street Community Law Service (Disability Discrimination Unit).

Tables 15 and 16 show those agencies with an office located in the Peel and the outreach services provided. In addition are statewide, specialist CLC services provided to the region.

**Table 15: Legal assistance services with offices, Peel**

LGA	Location	Service provider
Mandurah (C)	Mandurah	Peel CLS, CAB

**Table 16: Outreach and circuit services, Peel**

LGA	Location	Type of service	Service provider
Murray (S)	Pinjarra	Outreach	Peel CLS
Serpentine-Jarrahdale (S)	across LGA	Outreach	GCLC (family law, DVF and tenancy matters) SSCLS (disability discrimination, civil law and disability advocacy)
Mandurah (C)	Mandurah	Outreach	NSCLC (older people's rights)

\* ALSWA advise that they provide services in family law, civil law and human rights law across all locations that they service, on an outreach basis through their Perth office.

For full details on the level of services provided by legal assistance agencies in the Peel region, the areas covered, and limits of assistance provided, see *Legal Assistance Service Mapping in Western Australia* (Kalico Consulting, 2017).

### 7.3 South West

The South West region covers an area of nearly 24,000 km<sup>2</sup><sup>59</sup>. The estimated resident population at 30 June 2015 was 175,949<sup>60</sup> people, making the South West the most populated region outside Perth. The region has 12 LGAs, with 40% of the population residing in the cities of Bunbury and Busselton.

The South West's economy is strongly influenced by the mineral processing industry, followed by retail and tourism, agriculture, construction, forestry and fishing industries<sup>61</sup>.



#### Indicators of legal need

Table 17 provides a summary of AECOM and LJF demographic data and the composite indicators of legal need for the South West region as a whole.

**Table 17: Demographic indicators and priority groups, South West**

NPA priority groups	Source	Indicator	Number	% of regional population
Total population	LJF & AECOM	Population all ages, 2011 Census	154,518	
	LJF	Population 15 and over, 2011 Census	121,558	
	AECOM	2016 projected population and % growth	176,370	14.1% growth 2011-16
	AECOM	2026 projected population and % growth	206,640	33.7% growth 2011-26
Composite indicators of legal need	LJF	NLAS(Capability) Population	9,726	6.3%
	LJF	NLAS(Indigenous) Population	922	0.6%
	LJF	NLAS(CALD) Population	2,610	1.7%
	AECOM	Percentage Index of Demand	870	
	AECOM	Whole of State Rank	6	
People experiencing financial disadvantage	LJF & AECOM	Financially disadvantaged - personal income 15yrs and over <\$400 pw	42,665	27.6%
	LJF	Financially disadvantaged - household income all ages	23,018	14.9%
	AECOM	Household income <\$800	17,352	11.2%
	LJF	Unemployed people	3,559	2.3%
	AECOM	Unemployed or not in labour force	42,224	27.3%
	AECOM	State or territory housing authority	2,190	1.4%
	AECOM	DSS transfer payments	30,511	19.7%

<sup>59</sup> Government of Western Australia, Living in Western Australia, op.cit.

<sup>60</sup> Australian Bureau of Statistics, *Regional Population Growth, Australia*, op. cit.

<sup>61</sup> Department of Regional Development and South West Development Commission. South West: a region in profile, 2014, Government of Western Australia, accessed [http://www.drd.wa.gov.au/Publications/Documents/A\\_region\\_in\\_profile\\_2014\\_SouthWest.pdf](http://www.drd.wa.gov.au/Publications/Documents/A_region_in_profile_2014_SouthWest.pdf).

Younger people (under 25yrs)	LJF	Children and youth 24 and under	50,839	32.9%
	LJF	People with a disability 17 and under	641	0.4%
	LJF	Disengaged youth 15-24 (unemployed and not studying)	788	0.5%
Indigenous Australians	LJF	Indigenous Australians under 15	1,310	0.8%
	LJF	Indigenous Australians 15 and over	2,052	1.3%
	AECOM	Total Indigenous Australians	3,291	2.1%
Older people (65 yrs+)	LJF	People 65 yrs and over	21,243	13.7%
Experiencing or at risk of homelessness	LJF	Homeless people (Census composite)	413	0.3%
Residing in rural or remote areas	LJF	Outer regional/remote <sup>1</sup>	12,070	7.8%
People who are culturally and linguistically diverse	LJF	Culturally and linguistically diverse people <sup>2</sup>	6,618	4.3%
	AECOM	People born overseas (ex NZ)	23,919	15.5%
	LJF	People with poor English proficiency <sup>3</sup>	692	0.4%
	AECOM	Low English proficiency	995	0.6%
People with a disability or mental illness	LJF	People with a disability 18-74	3,051	2.0%
	AECOM	Need for assistance	5,972	3.9%
People with low education levels	LJF	People with low education <sup>4</sup>	25,752	16.7%
	AECOM	< year 8 education	5,862	3.8%
Single parents	LJF	Single parents	6,011	3.9%
Experiencing or at risk of family violence	AECOM	WA Police data on domestic assault verified offences 2015-16 <sup>5</sup>	1,004	560 per 100,000
People in custody and prisoners	LJF	Facilities in region	1	

1 - Percentage living in SA1 classified as outer regional, remote or very remote in *Accessibility and Remoteness Index of Australia*.

2 - People who speak a language other than English at home, excluding Australian Indigenous language.

3 - As spoken not well or not well at all, including Indigenous Australians.

4 - People 15-64 < year 12 education and without non-school qualification.

5 - Verified offences are all offences reported to or becoming known to police within the relevant time period that have not been determined to be falsely or mistakenly reported. South West data includes the Peel region, excluding Mandurah.

Table 18 shows the composite indicators (NLAS Capability, NLAS Indigenous, NLAS CaLD and the Index of Demand) across the LGAs within the region.

**Table 18: Composite indicators of legal need, LGAs in South West region**

LGA	Population 2011 Census	NLAS(Capability) Population		NLAS(Indigenous) Population		NLAS(CALD) Population		AECOM Index of Demand	
		number in region	% of region	number in region	% of region	number in region	% of region	Percentage Index	State ranking
Augusta-Margaret River (S)	11,760	489	4.2%	29	0.2%	152	1.3%	849	87

Boyup Brook (S)	1,589	115	7.2%	7	0.4%	17	1.1%	675	52
Bridgetown-Greenbushes (S)	4,318	304	7.0%	23	0.5%	58	1.3%	619	40
Bunbury (C)	31,348	2,105	6.7%	301	1.0%	812	2.6%	520	15
Busselton (S)	30,331	1,631	5.4%	128	0.4%	336	1.1%	689	57
Capel (S)	14,637	724	4.9%	84	0.6%	221	1.5%	979	108
Collie (S)	9,126	876	9.6%	79	0.9%	110	1.2%	676	53
Dardanup (S)	12,404	731	5.9%	51	0.4%	150	1.2%	932	99
Donnybrook-Balingup (S)	5,322	423	7.9%	36	0.7%	128	2.4%	600	32
Harvey (S)	23,238	1,563	6.7%	123	0.5%	435	1.9%	797	77
Manjimup (S)	9,182	668	7.3%	56	0.6%	181	2.0%	612	38
Nannup (S)	1,263	97	7.7%	5	0.4%	10	0.8%	617	39

The LGAs of Bunbury (C), Doonybrook-Balingup (S), Collie (S) and Manjimup (S) feature within the top 50 LGAs across four or more the indexes of need (Appendix 1).

### ***Legal assistance services provided***

There are four service providers physically located in this region. The Aboriginal Legal Service (ALSWA), Citizens Advice Bureau (CAB), Legal Aid WA (LAWA) and the South West Community Legal Centre (SWCLC). ALSWA, LAWA and CAB provide services across family, civil and criminal law matters. SWCLC provides legal services in relation to family and civil law matters. SWCLC also provides a mediation (facilitated resolution process) service and a court based restraining order referral program. They describe their target group as disadvantaged and vulnerable people across the South West region. CAB also provides a fee for service mediation program. SWCLC advise that they provide outreach across the region. Fremantle Community Legal Centre (FCLC) provides welfare rights assistance for persons located west of Albany Highway and along the coast.

In addition, there are specialist services (Perth located) that provide statewide assistance in certain matters: Consumer Credit Legal Service, Employment Law Centre, Environmental Defenders Office, The Humanitarian Group, Law Access, Mental Health Law Centre, Street Law Centre, Tenancy WA, Women's Law Centre, Welfare Rights Advocacy Service, Youth Legal Services, Gosnells Community Legal Centre (child support and family law mediation), Sussex Street Community Law Service (Disability Discrimination Unit).

Tables 19 and 20 show those agencies with an office located in the South-West and the circuit or outreach services provided. In addition are statewide, specialist CLC services provided to the region.



**Table 19: Legal assistance services with offices in the South-West**

LGA	Location	Service provider
Bunbury (C)	Bunbury	ALSWA, LAWA, CAB and SWCLC
Busselton (S)	Busselton	CAB

**Table 20: Outreach and circuit services, South-West**

LGA	Location	Type of service	Service provider
Augusta- Margaret River (S)	Margaret River	Circuit Outreach	LAWA SWCLC
Busselton (C)	Busselton	Circuit Mediation and legal outreach Restraining order referral program	ALSWA, LAWA SWCLC SWCLC
Bridgetown- Greenbushes(S)	Bridgetown	Circuit Outreach	LAWA SWCLC
Manjimup (S)	Manjimup	Circuit Outreach Mediation and legal outreach	LAWA LAWA SWCLC
Collie (S)	Collie	Circuit Outreach	ALSWA, LAWA SWCLC
Harvey (S)	Harvey	Circuit Outreach	ALSWA, LAWA SWCLC
Bunbury (C)	Bunbury Regional Prison	Mediation and legal outreach	SWCLC

\* ALSWA advise that they provide services in family law, civil law and human rights law across all locations that they service, on an outreach basis through their Perth office.

For full details on the level of services provided by legal assistance agencies in the South-West, the areas covered, and limits of assistance provided, see *Legal Assistance Service Mapping in Western Australia* (Kalico Consulting, 2017).

## 7.4 Great Southern

The Great Southern covers an area of nearly 39,000 km<sup>2</sup><sup>62</sup> (almost the size of Switzerland). The estimated resident population at 30 June 2015 was 60,169<sup>63</sup>. The region comprises 11 LGAs, with the majority of the population (61%) living in the City of Albany.



The Great Southern's economy is strongly influenced by agriculture, followed by retail, tourism and building construction industries<sup>64</sup>.

### Indicators of legal need

Table 21 provides a summary of AECOM and LJF demographic data and the composite indicators of legal need for the Great Southern region as a whole.

**Table 21: Demographic indicators and priority groups, Great Southern**

NPA priority groups	Source	Indicator	Number	% of regional population
Total population	LJF & AECOM	Population all ages, 2011 Census	55,365	
	LJF	Population 15 and over, 2011 Census	43,886	
	AECOM	2016 projected population and % growth	60,240	8.8% growth 2011-16
	AECOM	2026 projected population and % growth	66,340	19.8% growth 2011-26
Composite indicators of legal need	LJF	NLAS(Capability) Population	3,625	6.5%
	LJF	NLAS(Indigenous) Population	654	1.2%
	LJF	NLAS(CALD) Population	1,004	1.8%
	AECOM	Percentage Index of Demand	907	
	AECOM	Whole of State Rank	8	
People experiencing financial disadvantage	LJF & AECOM	Financially disadvantaged - personal income 15yrs and over <\$400 pw	16,734	30.2%
	LJF	Financially disadvantaged - household income all ages	10,615	19.2%
	AECOM	Household income <\$800	7,743	14.0%
	LJF	Unemployed people	1,269	2.3%
	AECOM	Unemployed or not in labour force	17,030	30.8%
	AECOM	State or territory housing authority	1,054	1.9%
	AECOM	DSS transfer payments	12,146	21.9%
Younger people (under 25yrs)	LJF	Children and youth 24 and under	17,606	31.8%
	LJF	People with a disability 17 and under	259	0.5%

<sup>62</sup> Government of Western Australia, Living in Western Australia, op.cit.

<sup>63</sup> Australian Bureau of Statistics, *Regional Population Growth, Australia*, op. cit.

<sup>64</sup> Department of Regional Development and Great Southern Development Commission. Great Southern a region in profile, 2014, Government of Western Australia, accessed [http://www.drd.wa.gov.au/Publications/Documents/A\\_region\\_in\\_profile\\_2014\\_Great\\_Southern.pdf](http://www.drd.wa.gov.au/Publications/Documents/A_region_in_profile_2014_Great_Southern.pdf)

	LJF	Disengaged youth 15-24 (unemployed and not studying)	275	0.5%
Indigenous Australians	LJF	Indigenous Australians under 15	777	1.4%
	LJF	Indigenous Australians 15 and over	1,326	2.4%
	AECOM	Total Indigenous Australians	2,078	3.8%
Older people (65 yrs+)	LJF	People 65 yrs and over	9,256	16.7%
Experiencing or at risk of homelessness	LJF	Homeless people (Census composite)	195	0.4%
Residing in rural or remote areas	LJF	Outer regional/remote <sup>1</sup>	43,885	79.3%
People who are culturally and linguistically diverse	LJF	Culturally and linguistically diverse people <sup>2</sup>	2,461	4.4%
	AECOM	People born overseas (ex NZ)	9,028	16.3%
	LJF	People with poor English proficiency <sup>3</sup>	392	0.7%
	AECOM	Low English proficiency	543	1.0%
People with a disability or mental illness	LJF	People with a disability 18-74	1,333	2.4%
	AECOM	Need for assistance	2,638	4.8%
People with low education levels	LJF	People with low education <sup>4</sup>	9,106	16.4%
	AECOM	< year 8 education	2,662	4.8%
Single parents	LJF	Single parents	2,122	3.8%
Experiencing or at risk of family violence	AECOM	WA Police data on domestic assault verified offences 2015-16 <sup>5</sup>	691	825 per 100,000
People in custody and prisoners	LJF	Facilities in region	1	

1 - Percentage living in SA1 classified as outer regional, remote or very remote in *Accessibility and Remoteness Index of Australia*.  
2 - People who speak a language other than English at home, excluding Australian Indigenous language.  
3 - As spoken not well or not well at all, including Indigenous Australians.  
4 - People 15-64 < year 12 education and without non-school qualification.  
5 - Verified offences are all offences reported to or becoming known to police within the relevant time period that have not been determined to be falsely or mistakenly reported.

Table 22 shows the composite indicators (NLAS Capability, NLAS Indigenous, NLAS CaLD and the Index of Demand) across the LGAs within the region.

**Table 22: Composite indicators of legal need, LGAs in Great Southern region**

LGA	Population n 2011 Census	NLAS(Capability) Population		NLAS(Indigenous) Population		NLAS(CALD) Population		AECOM Index of Demand	
		number in region	% of region	number in region	% of region	number in region	% of region	Percentage Index	State ranking
Albany (C)	33,651	2,037	6.1%	327	1.0%	571	1.7%	625	41
Broomehill- Tambellup (S)	1,140	105	9.2%	49	4.3%	20	1.8%	669	50
Cranbrook (S)	1,081	95	8.8%	10	0.9%	10	0.9%	713	60
Denmark (S)	5,194	276	5.3%	14	0.3%	71	1.4%	607	36

Gnowangerup (S)	1,271	107	8.4%	42	3.3%	3	0.2%	986	109
Jerramungup (S)	1,053	59	5.6%	0	0.0%	3	0.3%	956	103
Katanning (S)	4,184	325	7.8%	114	2.7%	221	5.3%	468	7
Kent (S)	510	39	7.6%	0	0.0%	3	0.6%	1,097	125
Kojonup (S)	1,982	139	7.0%	34	1.7%	23	1.2%	785	75
Plantagenet (S)	4,882	412	8.4%	61	1.2%	79	1.6%	603	34
Woodanilling (S)	417	31	7.4%	3	0.7%	0	0.0%	1,101	126

The LGAs of Albany (C), Katanning (S), and Plantagenet (S) feature within the top 50 LGAs across four or more the indexes of need (Appendix 1).

### ***Legal assistance services provided***

There are four agencies physically located in this region, Albany Community Legal Centre (ACLC), Aboriginal Legal Service (ALSWA), Legal Aid WA (LAWA) and Southern Aboriginal Corporation – FV Prevention Legal Service (SAC). SAC provides assistance to ATSI clients seeking assistance in relation to FDV, child protection and criminal injuries compensation matters. ACLC, ALSWA and LAWA provide services across family, civil and criminal law matter types. Sussex Street Community Law Service (SSCLS) advise that they provide assistance through their Welfare Rights Unit to people located between Perth to Albany. Fremantle Community Law Centre (FCLC) provides welfare rights assistance for people located west of Albany Highway and along the coast.

In addition, there are specialist services (Perth located) that provide statewide assistance in certain matters: Consumer Credit Legal Service, Employment Law Centre, Environmental Defenders Office, The Humanitarian Group, Law Access, Mental Health Law Centre, Street Law Centre, Tenancy WA, Women's Law Centre, Welfare Rights Advocacy Service, Youth Legal Services, Gosnells Community Legal Centre (child support and family law mediation), Sussex Street Community Law Service (Disability Discrimination Unit).

Tables 23 and 24 show those agencies with an office located in the Great Southern and the circuit or outreach services provided. In addition are statewide, specialist CLC services provided to the region. In addition to the regular outreach services provided by ACLC outlined in Table 24, ACLC visits towns in the Lower Great Southern catchment area (Walpole, Kojonup, Wagin, Lake Grace, Lake King, Ravensthorpe, Hopetoun and Bremer Bay) for client appointments.

**Table 23: Legal assistance services with offices in the Great Southern**

LGA	Location	Service provider
Albany (C)	Albany	ACLC, ALSWA, LAWA and SAC

**Table 24: Outreach and circuit services, Great Southern**

LGA	Location	Type of service	Service provider
Denmark (S)	Denmark	Outreach	ACLC
Gnowangerup (S)	Gnowangerup	Circuit Outreach	ALSWA, LAWA ACLC
Plantagenet (S)	Mt Barker	Circuit Outreach	ALSWA, LAWA ACLC
Katanning (S)	Katanning	Circuit Outreach	ALSWA, LAWA ACLC
Ravensthorpe (S)	Ravensthorpe	Circuit	LAWA

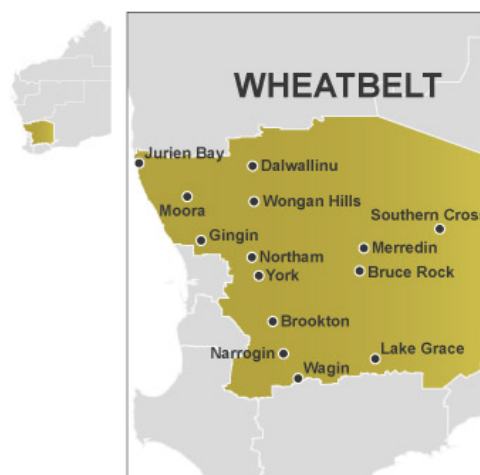
\* ALSWA advise that they provide services in family law, civil law and human rights law across all locations that they service, on an outreach basis through their Perth office.

For full details on the level of services provided by legal assistance agencies in the Great Southern, the areas covered, and limits of assistance provided, see *Legal Assistance Service Mapping in Western Australia* (Kalico Consulting, 2017).

## 7.5 Wheatbelt

The Wheatbelt comprises an area of 156,661 km<sup>2</sup><sup>65</sup> - over twice the size of Tasmania. The estimated resident population at 30 June 2015 was 74,473<sup>66</sup>. The Wheatbelt has the most evenly spread population of the state regions. Comprising 43 LGAs, the Shire of Northam is the largest resident base with about 16% of the population. In many of the LGAs, the community sizes are between 500-1,000 residents.

The Wheatbelt's economy is strongly influenced by agriculture, followed by mining and mineral processing, retail, tourism, building construction industries and fishing<sup>67</sup>.



The Wheatbelt was identified as a high priority area in both the 2003 and 2009 CLC reviews.

### Indicators of legal need

Table 25 provides a summary of AECOM and LJF demographic data and the composite indicators of legal need for the Wheatbelt region as a whole.

**Table 25: Demographic indicators and priority groups, Wheatbelt**

NPA priority groups	Source	Indicator	Number	% of regional population
Total population	LJF & AECOM	Population all ages, 2011 Census	71,146	
	LJF	Population 15 and over, 2011 Census	56,343	
	AECOM	2016 projected population and % growth	74,920	5.3% growth 2011-16
	AECOM	2026 projected population and % growth	77,590	9.1% growth 2011-26
Composite indicators of legal need	LJF	NLAS(Capability) Population	5,531	7.8%
	LJF	NLAS(Indigenous) Population	1,098	1.5%
	LJF	NLAS(CALD) Population	902	1.3%
	AECOM	Percentage Index of Demand	896	
	AECOM	Whole of State Rank	7	
People experiencing financial disadvantage	LJF & AECOM	Financially disadvantaged - personal income 15yrs and over <\$400 pw	21,257	29.9%
	LJF	Financially disadvantaged - household income all ages	13,546	19.0%
	AECOM	Household income <\$800	9,649	13.6%

<sup>65</sup> Government of Western Australia, Living in Western Australia, op.cit.

<sup>66</sup> Australian Bureau of Statistics, *Regional Population Growth, Australia*, op. cit.

<sup>67</sup> Department of Regional Development and Wheatbelt Development Commission. Wheatbelt: a region in profile, 2014, Government of Western Australia, accessed [http://www.drd.wa.gov.au/Publications/Documents/A\\_region\\_in\\_profile\\_2014\\_Wheatbelt.pdf](http://www.drd.wa.gov.au/Publications/Documents/A_region_in_profile_2014_Wheatbelt.pdf)

	LJF	Unemployed people	1,531	2.2%
	AECOM	Unemployed or not in labour force	19,952	28.0%
	AECOM	State or territory housing authority	1,382	1.9%
	AECOM	DSS transfer payments	14,265	20.1%
Younger people (under 25yrs)	LJF	Children and youth 24 and under	21,649	30.4%
	LJF	People with a disability 17 and under	291	0.4%
	LJF	Disengaged youth 15-24 (unemployed and not studying)	314	0.4%
Indigenous Australians	LJF	Indigenous Australians under 15	1,300	1.8%
	LJF	Indigenous Australians 15 and over	2,047	2.9%
	AECOM	Total Indigenous Australians	3,287	4.6%
Older people (65 yrs+)	LJF	People 65 yrs and over	11,437	16.1%
Experiencing or at risk of homelessness	LJF	Homeless people (Census composite)	198	0.3%
Residing in rural or remote areas	LJF	Outer regional/remote <sup>1</sup>	36,599	51.4%
People who are culturally and linguistically diverse	LJF	Culturally and linguistically diverse people <sup>2</sup>	2,170	3.1%
	AECOM	People born overseas (ex NZ)	9,014	12.7%
	LJF	People with poor English proficiency <sup>3</sup>	202	0.3%
	AECOM	Low English proficiency	296	0.4%
People with a disability or mental illness	LJF	People with a disability 18-74	1,701	2.4%
	AECOM	Need for assistance	3,039	4.3%
People with low education levels	LJF	People with low education <sup>4</sup>	13,844	19.5%
	AECOM	< year 8 education	3,601	5.1%
Single parents	LJF	Single parents	2,264	3.2%
Experiencing or at risk of family violence	AECOM	WA Police data on domestic assault verified offences 2015-16 <sup>5</sup>	428	796 per 100,000
People in custody and prisoners	LJF	Facilities in region	0	

1 - Percentage living in SA1 classified as outer regional, remote or very remote in *Accessibility and Remoteness Index of Australia*.  
2 - People who speak a language other than English at home, excluding Australian Indigenous language.  
3 - As spoken not well or not well at all, including Indigenous Australians.  
4 - People 15-64 < year 12 education and without non-school qualification.  
5 - Verified offences are all offences reported to or becoming known to police within the relevant time period that have not been determined to be falsely or mistakenly reported.

Table 26 shows the composite indicators (NLAS Capability, NLAS Indigenous, NLAS CaLD and the Index of Demand) across the LGAs within the region.

**Table 26: Composite indicators of legal need, LGAs in Wheatbelt region**

LGA	Population 2011 Census	NLAS(Capability) Population		NLAS(Indigenous) Population		NLAS(CALD) Population		AECOM Index of Demand	
		number in region	% of region	number in region	% of region	number in region	% of region	Percentage Index	State ranking
Beverley (S)	1,567	157	10.0%	27	1.7%	18	1.1%	444	6
Brookton (S)	932	78	8.4%	38	4.1%	3	0.3%	593	27
Bruce Rock (S)	975	86	8.8%	11	1.1%	12	1.2%	777	73
Chittering (S)	4,427	290	6.6%	18	0.4%	51	1.2%	939	100
Corrigin (S)	1,063	82	7.7%	19	1.8%	5	0.5%	665	49
Cuballing (S)	871	75	8.6%	4	0.5%	7	0.8%	825	81
Cunderdin (S)	1,311	98	7.5%	10	0.8%	14	1.1%	732	65
Dalwallinu (S)	1,266	73	5.8%	16	1.3%	3	0.2%	971	106
Dandaragan (S)	3,185	224	7.0%	19	0.6%	32	1.0%	804	78
Dowerin (S)	675	53	7.9%	3	0.4%	6	0.9%	690	58
Dumbleyung (S)	603	42	7.0%	6	1.0%	3	0.5%	756	69
Gingin (S)	4,687	376	8.0%	27	0.6%	94	2.0%	628	42
Goomalling (S)	986	83	8.4%	19	1.9%	11	1.1%	651	44
Kellerberrin (S)	1,180	113	9.6%	51	4.3%	18	1.5%	566	18
Kondinin (S)	1,046	77	7.4%	30	2.9%	3	0.3%	1,003	113
Koorda (S)	434	44	10.1%	3	0.7%	3	0.7%	658	46
Kulin (S)	826	67	8.1%	5	0.6%	6	0.7%	846	86
Lake Grace (S)	1,359	101	7.4%	6	0.4%	14	1.0%	1,011	116
Merredin (S)	3,282	212	6.5%	48	1.5%	109	3.3%	601	33
Moora (S)	2,476	159	6.4%	115	4.6%	23	0.9%	767	71
Mount Marshall (S)	486	41	8.4%	0	0.0%	0	0.0%	1,139	130
Mukinbudin (S)	489	35	7.2%	3	0.6%	0	0.0%	596	29
Narembeen (S)	813	79	9.7%	7	0.9%	12	1.5%	672	51
Narrogin (S)	875	44	5.0%	8	0.9%	4	0.5%	1,074	122
Narrogin (T)	4,220	334	7.9%	144	3.4%	66	1.6%	585	23
Northam (S)	10,557	816	7.7%	163	1.5%	199	1.9%	592	26
Nungarin (S)	231	22	9.5%	3	1.3%	3	1.3%	726	63
Pingelly (S)	1,164	131	11.3%	52	4.5%	9	0.8%	441	5
Quairading (S)	1,044	91	8.7%	45	4.3%	15	1.4%	470	8
Tammin (S)	405	28	6.9%	17	4.2%	3	0.7%	603	34
Toodyay (S)	4,387	368	8.4%	38	0.9%	51	1.2%	663	48
Trayning (S)	347	31	8.9%	5	1.4%	3	0.9%	492	11
Victoria Plains (S)	897	67	7.5%	9	1.0%	5	0.6%	867	90
Wagin (S)	1,847	166	9.0%	27	1.5%	17	0.9%	581	20
Wandering (S)	438	26	5.9%	0	0.0%	8	1.8%	1,120	129
West Arthur (S)	868	72	8.3%	0	0.0%	6	0.7%	913	98
Westonia (S)	276	19	6.9%	3	1.1%	0	0.0%	1,059	119
Wickepin (S)	749	60	8.0%	9	1.2%	6	0.8%	876	92
Williams (S)	913	51	5.6%	3	0.3%	4	0.4%	1,109	128
Wongan-Ballidu (S)	1,434	106	7.4%	32	2.2%	6	0.4%	884	93
Wyalkatchem (S)	523	51	9.8%	7	1.3%	0	0.0%	520	15
Yilgarn (S)	1,637	117	7.1%	8	0.5%	16	1.0%	1,091	123
York (S)	3,395	286	8.4%	40	1.2%	34	1.0%	663	48



The following LGAs feature within the top 50 LGAs across four or more the indexes of need (Appendix 1):

- Beverley (S)
- Brookton (S)
- Gingin (S)
- Goomalling (S)
- Kellerberrin (S)
- Merredin (S)
- Narrogin (T)
- Northam (S)
- Pingelly (S)
- Quairading (S)
- Trayning (S)
- Wagin (S)

### ***Legal assistance services provided***

There are two agencies physically located in this region, Aboriginal Legal Service (ALSWA) and Wheatbelt Community Legal Centre (WCLC). Both WCLC and ALSWA services across family, civil and criminal law matters. Outreach services to the region are also provided by LAWA. The Humanitarian Group (THG) advise that they undertake a substantial amount of work in the Wheatbelt region as they regularly provide services to detainees in the Yongah Hill Detention Centre in Northam. Welfare Rights and Advocacy Service (WRAS) provides welfare rights services to this region. South West Community Legal Centre provide outreach services to Narrogin from their Bunbury Office.

In addition, there are Perth based specialist agencies and generalist agencies (with specialist programs) that provide statewide assistance in certain matters: Consumer Credit Legal Service, Employment Law Centre, Environmental Defenders Office, The Humanitarian Group, Law Access, Mental Health Law Centre, Street Law Centre, Tenancy WA, Women's Law Centre, Welfare Rights Advocacy Service, Youth Legal Services, Gosnells Community Legal Centre (child support and family law mediation), Sussex Street Community Law Service (Disability Discrimination Unit).

Tables 27 and 28 show those agencies with an office located in the Wheatbelt and the circuit or outreach services provided. In addition are statewide, specialist CLC services provided to the region.

**Table 27: Legal assistance services with offices in the Wheatbelt**

LGA	Location	Service provider
Northam (S)	Northam	ALSWA and WCLC

**Table 28: Outreach and circuit services, Wheatbelt**

LGA	Location	Type of service	Service provider
Northam (S)	Northam	Outreach	LAWA
Moora (S)	Moora	Circuit Outreach	ALSWA, LAWA <sup>68</sup>
Merredin (S)	Merredin	Circuit Outreach	ALSWA, LAWA
Narrogin (S)	Narrogin	Circuit Outreach	ALSWA (from their Bunbury office), LAWA SWCLC
Yilgarn (S)	Southern Cross	Circuit	ALSWA, LAWA

\* ALSWA advise that they provide services in family law, civil law and human rights law across all locations that they service, on an outreach basis through their Perth office.

For full details on the level of services provided by legal assistance agencies in the Wheatbelt, the areas covered, and limits of assistance provided, see *Legal Assistance Service Mapping in Western Australia* (Kalico Consulting, 2017).

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<sup>68</sup> Provided by a LAWA contractor.

## 7.6 Goldfields-Esperance

The Goldfields-Esperance region is Western Australia's largest region. With a land area of 769,701 km<sup>2</sup><sup>69</sup>, the region is three times the size of the state of Victoria, and just under a third of Western Australia's total land mass. The distance between Kalgoorlie (the regional centre) and Warburton (the sub-regional centre of Ngaanyatjarra Lands) is over 900 kilometres, (further than the distance from Adelaide to Melbourne).

The estimated resident population at 30 June 2015 was 60,532 people<sup>70</sup>. The region comprises nine LGAs, with 54% of the population living in the City of Kalgoorlie-Boulder.



The economy of the Goldfields-Esperance region overall is based on the extraction and processing of mineral resources, whilst the coastal part of the region has a more mixed economy<sup>71</sup>.

### Indicators of legal need

Table 29 provides a summary of AECOM and LJF demographic data and the composite indicators of legal need for the Goldfields-Esperance region as a whole.

**Table 29: Demographic indicators and priority groups, Goldfields-Esperance**

NPA priority groups	Source	Indicator	Number	% of regional population
Total population	LJF & AECOM	Population all ages, 2011 Census	57,414	
	LJF	Population 15 and over, 2011 Census	44,394	
	AECOM	2016 projected population and % growth	62,960	9.7% growth 2011-16
	AECOM	2026 projected population and % growth	66,390	15.6% growth 2011-26
Composite indicators of legal need	LJF	NLAS(Capability) Population	3,989	6.9%
	LJF	NLAS(Indigenous) Population	1,970	3.4%
	LJF	NLAS(CALD) Population	926	1.6%
	AECOM	Percentage Index of Demand	929	
	AECOM	Whole of State Rank	9	
People	LJF &	Financially disadvantaged - personal	12,315	21.4%

<sup>69</sup> Government of Western Australia, Living in Western Australia, op.cit.

<sup>70</sup> Australian Bureau of Statistics, *Regional Population Growth, Australia*, op. cit.

<sup>71</sup> Department of Regional Development and Goldfields-Esperance Development Commission. Goldfields-Esperance: a region in profile, 2014, Government of Western Australia, accessed 10/3/17 at [http://www.gedc.wa.gov.au/Files/A\\_region\\_in\\_profile\\_2014\\_Goldfields\\_Esperance.aspx](http://www.gedc.wa.gov.au/Files/A_region_in_profile_2014_Goldfields_Esperance.aspx).

experiencing financial disadvantage	AECOM	income 15yrs and over <\$400 pw		
	LJF	Financially disadvantaged - household income all ages	7,115	12.4%
	AECOM	Household income <\$800	4,257	7.4%
	LJF	Unemployed people	1,263	2.2%
	AECOM	Unemployed or not in labour force	11,426	19.9%
	AECOM	State or territory housing authority	1,266	2.2%
Younger people (under 25yrs)	AECOM	DSS transfer payments	7,089	12.3%
	LJF	Children and youth 24 and under	20,952	36.5%
	LJF	People with a disability 17 and under	201	0.4%
Indigenous Australians	LJF	Disengaged youth 15-24 (unemployed and not studying)	331	0.6%
	LJF	Indigenous Australians under 15	1,833	3.2%
	LJF	Indigenous Australians 15 and over	3,510	6.1%
Older people (65 yrs+)	AECOM	Total Indigenous Australians	5,269	9.2%
	LJF	People 65 yrs and over	4,395	7.7%
Experiencing or at risk of homelessness	LJF	Homeless people (Census composite)	682	1.2%
Residing in rural or remote areas	LJF	Outer regional/remote <sup>1</sup>	44,392	77.3%
People who are culturally and linguistically diverse	LJF	Culturally and linguistically diverse people <sup>2</sup>	2,905	5.1%
	AECOM	People born overseas (ex NZ)	7,095	12.4%
	LJF	People with poor English proficiency <sup>3</sup>	284	0.5%
	AECOM	Low English proficiency	535	0.9%
People with a disability or mental illness	LJF	People with a disability 18-74	883	1.5%
	AECOM	Need for assistance	1,547	2.7%
People with low education levels	LJF	People with low education <sup>4</sup>	11,017	19.2%
	AECOM	< year 8 education	2,195	3.8%
Single parents	LJF	Single parents	1,962	3.4%
Experiencing or at risk of family violence	AECOM	WA Police data on domestic assault verified offences 2015-16 <sup>5</sup>	829	1,387 per 100,000
People in custody and prisoners	LJF	Facilities in region	1	
<p>1 - Percentage living in SA1 classified as outer regional, remote or very remote in <i>Accessibility and Remoteness Index of Australia</i>.</p> <p>2 - People who speak a language other than English at home, excluding Australian Indigenous language.</p> <p>3 - As spoken not well or not well at all, including Indigenous Australians.</p> <p>4 - People 15-64 &lt; year 12 education and without non-school qualification.</p> <p>5 - Verified offences are all offences reported to or becoming known to police within the relevant time period that have not been determined to be falsely or mistakenly reported.</p>				

Table 30 shows the composite indicators (NLAS Capability, NLAS Indigenous, NLAS CaLD and the Index of Demand) across the LGAs within the region.

**Table 30: Composite indicators of legal need, LGAs in Goldfields-Esperance region**

LGA	Population 2011 Census	NLAS(Capability) Population		NLAS(Indigenous) Population		NLAS(CALD) Population		AECOM Index of Demand	
		number in region	% of region	number in region	% of region	number in region	% of region	Percenta ge Index	State ranking
Coolgardie (S)	4,000	340	8.5%	133	3.3%	59	1.5%	987	110
Dundas (S)	1,143	89	7.8%	31	2.7%	15	1.3%	836	84
Esperance (S)	13,477	857	6.4%	178	1.3%	135	1.0%	839	85
Kalgoorlie/Boulder (C)	31,109	1,747	5.6%	591	1.9%	665	2.1%	961	104
Laverton (S)	1,226	147	12.0%	161	13.1%	8	0.7%	769	72
Leonora (S)	2,512	88	3.5%	65	2.6%	23	0.9%	1,092	124
Menzies (S)	385	124	32.2%	157	40.8%	0	0.0%	506	12
Ngaanyatjarraku (S)	1,436	466	32.5%	647	45.1%	0	0.0%	415	4
Ravensthorpe (S)	2,126	131	6.2%	7	0.3%	21	1.0%	1,010	115

The following LGAs feature within the top 50 LGAs across four or more the indexes of need (Appendix 1):

- Kalgoorlie/Boulder (C)
- Menzies (S)
- Ngaanyatjarraku (S)

### ***Legal assistance services provided***

There are five agencies physically located in this region, Aboriginal Family Law Service (AFLS), Aboriginal Legal Service (ALSWA), Goldfields Community Legal Centre (Goldfields CLC), Legal Aid WA (LAWA) and Sussex Street Community Law Service (SSCLS). AFLS provides assistance to ATSI clients in relation to FDV and family law matters. ALSWA and LAWA provide services with family, civil and criminal law matters. Goldfields CLC provides generalist legal services in relation to family and civil law matters. They describe their target group as people on low or no income who reside within a 2.5 – 4-hour drive of Kalgoorlie. SSCLS's regional office in Kalgoorlie provides disability advocacy services. Welfare Rights and Advocacy Service (WRAS) and SSCLS provide welfare rights services to this region. Women's Law Centre (WLC) provides outreach to Warburton and NPY Lands.

In addition, there are specialist services (Perth located) that provide statewide assistance in certain matters: Consumer Credit Legal Service, Employment Law Centre, Environmental Defenders Office, The Humanitarian Group, Law Access, Mental Health Law Centre, Street Law Centre, Tenancy WA, Women's Law Centre, Youth Legal Services, Gosnells Community Legal Centre (child support and family law mediation), Sussex Street Community Law Service (Disability Discrimination Unit).

Tables 31 and 32 show those agencies with an office located in the Goldfields-Esperance and the

circuit or outreach services provided. In addition are statewide, specialist CLC services provided to the region.

**Table 31: Legal assistance services with offices in the Goldfields-Esperance**

LGA	Location	Service provider
Kalgoorlie- Boulder (C)	Kalgoorlie	AFLS, ALSWA, Goldfields CLC, LAWA, SSCLS

**Table 32: Outreach and circuit services, Goldfields-Esperance**

LGA	Location	Type of service	Service provider
Kalgoorlie- Boulder (C)	Boulder	Circuit (community court)	ALSWA
		Outreach	AFLS
Coolgardie (S)	Coolgardie	Circuit (community court)	ALSWA, LAWA
		Outreach	AFLS
Dundas (S)	Norseman	Circuit	ALSWA, LAWA
Esperance (S)	Esperance	Circuit	ALSWA, LAWA
		Outreach	AFLS
Laverton (S)	Laverton	Circuit	ALSWA, LAWA
		Phone appointments	Goldfields CLC
		Outreach	AFLS
Leonora (S)	Leonora	Circuit	ALSWA, LAWA
		Phone appointments	Goldfields CLC
		Outreach	AFLS
Menzies (S)	Menzies	Phone appointments	Goldfields CLC
		Outreach	AFLS
Ngaanyatjarraku (S)	Warburton	Circuit/Outreach	ALSWA, LAWA, WLC
	Warakurna	Circuit/Outreach	ALSWA, LAWA
	Blackstone	Circuit/Outreach	ALSWA, LAWA
	Jamieson		WLC
	Wanarn		WLC
	Wingellina		WLC
	Tjukula		WLC

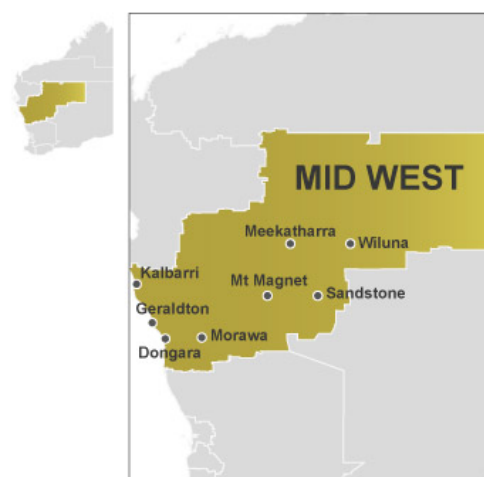
\* ALSWA advise that they provide services in family law, civil law and human rights law across all locations that they service, on an outreach basis through their Perth office.

For full details on the level of services provided by legal assistance agencies in the Goldfields-Esperance, the areas covered, and limits of assistance provided, see *Legal Assistance Service Mapping in Western Australia* (Kalico Consulting, 2017).

## 7.7 Mid West

The Mid West region covers nearly one-fifth of Western Australia's land area, spanning 466,830 km<sup>2</sup><sup>72</sup>, a land area larger than Sweden. The region has 17 LGAs. The City of Greater Geraldton is the region's administrative centre, housing around 70% of population. The estimated resident population at 30 June 2015 was 57,974 people<sup>73</sup>.

The Mid-West economy is dominated by mining and mineral processing, followed by agriculture, retail and tourism.<sup>74</sup>



### Indicators of legal need

Table 33 provides a summary of AECOM and LJF demographic data and the composite indicators of legal need for the Mid West region as a whole.

**Table 33: Demographic indicators and priority groups, Midwest**

NPA priority groups	Source	Indicator	Number	% of regional population
Total population	LJF & AECOM	Population all ages, 2011 Census	53,667	
	LJF	Population 15 and over, 2011 Census	42,210	
	AECOM	2016 projected population and % growth	59,090	10.1% growth 2011-16
	AECOM	2026 projected population and % growth	67,130	25.1% growth 2011-26
Composite indicators of legal need	LJF	NLAS(Capability) Population	3,827	7.1%
	LJF	NLAS(Indigenous) Population	1,558	2.9%
	LJF	NLAS(CALD) Population	716	1.3%
	AECOM	Percentage Index of Demand	853	
	AECOM	Whole of State Rank	5	
People experiencing financial disadvantage	LJF & AECOM	Financially disadvantaged - personal income 15yrs and over <\$400 pw	14,053	26.2%
	LJF	Financially disadvantaged - household income all ages	8,607	16.0%
	AECOM	Household income <\$800	6,347	11.8%
	LJF	Unemployed people	1,373	2.6%
	AECOM	Unemployed or not in labour force	14,403	26.8%
	AECOM	State or territory housing authority	1,237	2.3%
	AECOM	DSS transfer payments	10,081	18.8%
Younger people (under 25yrs)	LJF	Children and youth 24 and under	18,092	33.7%
	LJF	People with a disability 17 and under	215	0.4%

<sup>72</sup> Government of Western Australia, Living in Western Australia, op.cit.

<sup>73</sup> Australian Bureau of Statistics, *Regional Population Growth, Australia*, op. cit.

<sup>74</sup> Department of Regional Development and Kimberley Development Commission. Mid West: a region in profile, 2014, Government of Western Australia, accessed [http://www.drd.wa.gov.au/Publications/Documents/A\\_region\\_in\\_profile\\_2014\\_Mid\\_West.pdf](http://www.drd.wa.gov.au/Publications/Documents/A_region_in_profile_2014_Mid_West.pdf).

	LJF	Disengaged youth 15-24 (unemployed and not studying)	290	0.5%
Indigenous Australians	LJF	Indigenous Australians under 15	1,929	3.6%
	LJF	Indigenous Australians 15 and over	3,370	6.3%
	AECOM	Total Indigenous Australians	5,089	9.5%
Older people (65 yrs+)	LJF	People 65 yrs and over	6,874	12.8%
Experiencing or at risk of homelessness	LJF	Homeless people (Census composite)	329	0.6%
Residing in rural or remote areas	LJF	Outer regional/remote <sup>1</sup>	42,210	78.7%
People who are culturally and linguistically diverse	LJF	Culturally and linguistically diverse people <sup>2</sup>	2,011	3.7%
	AECOM	People born overseas (ex NZ)	6,112	11.4%
	LJF	People with poor English proficiency <sup>3</sup>	208	0.4%
	AECOM	Low English proficiency	319	0.6%
People with a disability or mental illness	LJF	People with a disability 18-74	1,105	2.1%
	AECOM	Need for assistance	2,022	3.8%
People with low education levels	LJF	People with low education <sup>4</sup>	10,229	19.1%
	AECOM	< year 8 education	2,673	5.0%
Single parents	LJF	Single parents	2,169	4.0%
Experiencing or at risk of family violence	AECOM	WA Police data on domestic assault verified offences 2015-16 <sup>5</sup>	975	1,469 per 100,000
People in custody and prisoners	LJF	Facilities in region	1	

1 - Percentage living in SA1 classified as outer regional, remote or very remote in *Accessibility and Remoteness Index of Australia*.  
2 - People who speak a language other than English at home, excluding Australian Indigenous language.  
3 - As spoken not well or not well at all, including Indigenous Australians.  
4 - People 15-64 < year 12 education and without non-school qualification.  
5 - Verified offences are all offences reported to or becoming known to police within the relevant time period that have not been determined to be falsely or mistakenly reported. Includes Gascoyne region.

Table 34 shows the composite indicators (NLAS Capability, NLAS Indigenous, NLAS CaLD and the Index of Demand) across the LGAs within the region.

**Table 34: Composite indicators of legal need, LGAs in Mid-West region**

LGA	Population 2011 Census	NLAS(Capability) Population		NLAS(Indigenous) Population		NLAS(CALD) Population		AECOM Index of Demand	
		number in region	% of region	number in region	% of region	number in region	% of region	Percentage Index	State ranking
Carnamah (S)	547	44	8.0%	4	0.7%	3	0.5%	686	55
Chapman Valley (S)	1,173	82	7.0%	7	0.6%	7	0.6%	905	97
Coorow (S)	1,065	107	10.0%	9	0.8%	17	1.6%	680	54



Cue (S)	272	24	8.8%	20	7.4%	3	1.1%	273	1
Greater Geraldton (C)	37,162	2,493	6.7%	928	2.5%	583	1.6%	716	61
Irwin (S)	3,567	276	7.7%	17	0.5%	24	0.7%	598	31
Meekatharra (S)	1,377	124	9.0%	164	11.9%	9	0.7%	730	64
Mingenew (S)	479	26	5.4%	3	0.6%	0	0.0%	966	105
Morawa (S)	891	49	5.5%	24	2.7%	11	1.2%	812	79
Mount Magnet (S)	643	80	12.4%	98	15.2%	4	0.6%	479	9
Murchison (S)	115	14	12.2%	15	13.0%	5	4.3%	597	30
Northampton (S)	3,191	270	8.5%	68	2.1%	21	0.7%	582	21
Perenjori (S)	905	46	5.1%	13	1.4%	3	0.3%	1,220	131
Sandstone (S)	105	5	4.8%	3	2.9%	0	0.0%	634	43
Three Springs (S)	614	47	7.7%	13	2.1%	11	1.8%	608	37
Wiluna (S)	1,159	131	11.3%	146	12.6%	15	1.3%	818	80
Yalgoo (S)	402	9	2.2%	26	6.5%	0	0.0%	1,004	114

The following LGAs feature within the top 50 LGAs across four or more the indexes of need (Appendix 1):

- Cue (S)
- Greater Geraldton (C)
- Mount Magnet (S)
- Murchison (S)
- Northampton (S)

### ***Legal assistance services provided***

There are five agencies physically located in this region, Aboriginal Family Law Service (AFLS), Aboriginal Legal Service (ALSWA), Geraldton Resource Centre (GRC), Legal Aid WA (LAWA) and Sussex Street Community Legal Service (SSCLS). AFLS provides assistance to ATSI clients seeking assistance in relation to FDV and family law matters. ALSWA and LAWA provide services across family, civil and criminal law matter. GRC provides generalist legal services in relation to family and civil Law matters. SSCLS operate a regional office providing disability advocacy.

In addition, there are specialist services (Perth located) that provide statewide assistance in certain matters: Consumer Credit Legal Service, Employment Law Centre, Environmental Defenders Office, The Humanitarian Group, Law Access, Mental Health Law Centre, Street Law Centre, Tenancy WA, Women's Law Centre, Welfare Rights Advocacy Service, Youth Legal Services, Gosnells Community Legal Centre (child support and family law mediation), Sussex Street Community Law Service (Disability Discrimination Unit).

Tables 35 and 36 show those agencies with an office located in the Mid-West and the circuit or outreach services provided. In addition are statewide, specialist CLC services provided to the region.

**Table 35: Legal assistance services with offices in the Mid-West**

LGA	Location	Service provider
Greater Geraldton (C)	Geraldton	AFLS, ALSWA, GRC, LAWA & SSCLS
Meekatharra (S)	Meekatharra	ALSWA, AFLS

**Table 36: Outreach and circuit services, Mid-West**

LGA	Location	Type of service	Service provider
Mt Magnet (S)	Mt Magnet	Circuit	ALSWA, LAWA
		Outreach	AFLS
Coorow (S)	Leeman	Circuit	LAWA
Northampton (S)	Kalbarri	Circuit & Outreach	LAWA
		Outreach	AFLS
	Northampton	Circuit & Outreach	LAWA, ALSWA
		Outreach	AFLS
Cue (S)	Cue	Circuit	ALSWA, LAWA
Greater Geraldton (C)	Barndimalgu	FV Court	ALSWA
	Mullewa	Circuit	ALSWA, LAWA
Meekatharra (S)	Meekatharra	Circuit	ALSWA, LAWA
Three Springs (S)	Three Springs	Circuit	LAWA
Irwin (S)	Dongara	Circuit	LAWA
Wiluna (S)	Wiluna	Circuit	ALSWA, LAWA
Morawa (S)	Morawa	Circuit	LAWA

\* ALSWA advise that they provide services in family law, civil law and human rights law across all locations that they service, on an outreach basis through their Perth office.

For full details on the level of services provided by legal assistance agencies in the Mid-West, the areas covered, and limits of assistance provided, see *Legal Assistance Service Mapping in Western Australia* (Kalico Consulting, 2017).

## 7.8 Gascoyne

The Gascoyne region has a land mass of 135,074 km<sup>2</sup><sup>75</sup> (twice the size of Tasmania), with the lowest population and lowest population density of any region of the state. The estimated resident population at 30 June 2015 was 9,904 people across four LGAs<sup>76</sup>. The majority of the population resides in the Shire of Carnarvon. The Gascoyne economy is dominated by tourism, followed by mining and mineral processing and horticulture.<sup>77</sup>



### Indicators of legal need

Table 37 provides a summary of AECOM and LJF demographic data and the composite indicators of legal need for the Gascoyne region as a whole.

**Table 37: Demographic indicators and priority groups, Gascoyne**

NPA priority groups	Source	Indicator	Number	% of regional population
Total population	LJF & AECOM	Population all ages, 2011 Census	9,283	
	LJF	Population 15 and over, 2011 Census	7,293	
	AECOM	2016 projected population and % growth	9,880	6.4% growth 2011-16
	AECOM	2026 projected population and % growth	10,830	16.7% growth 2011-26
Composite indicators of legal need	LJF	NLAS(Capability) Population	688	7.4%
	LJF	NLAS(Indigenous) Population	421	4.5%
	LJF	NLAS(CALD) Population	192	2.1%
	AECOM	Percentage Index of Demand	844	
	AECOM	Whole of State Rank	4	
People experiencing financial disadvantage	LJF & AECOM	Financially disadvantaged - personal income 15yrs and over <\$400 pw	2,152	23.2%
	LJF	Financially disadvantaged - household income all ages	1,508	16.2%
	AECOM	Household income <\$800	2,065	22.2%
	LJF	Unemployed people	197	2.1%
	AECOM	Unemployed or not in labour force	2,178	23.5%
	AECOM	State or territory housing authority	486	5.2%
	AECOM	DSS transfer payments	1,575	17.0%
Younger people	LJF	Children and youth 24 and under	2,832	30.5%

<sup>75</sup> Government of Western Australia, Living in Western Australia, op. cit.

<sup>76</sup> Australian Bureau of Statistics, *Regional Population Growth, Australia*, op. cit.

<sup>77</sup> Department of Regional Development and Gascoyne Development Commission. Gascoyne: a region in profile, 2014, Government of Western Australia, accessed [http://www.drd.wa.gov.au/Publications/Documents/A\\_region\\_in\\_Profile\\_2014\\_Gascoyne.pdf](http://www.drd.wa.gov.au/Publications/Documents/A_region_in_Profile_2014_Gascoyne.pdf)

(under 25yrs)	LJF	People with a disability 17 and under	25	0.3%
	LJF	Disengaged youth 15-24 (unemployed and not studying)	32	0.3%
Indigenous Australians	LJF	Indigenous Australians under 15	498	5.4%
	LJF	Indigenous Australians 15 and over	875	9.4%
	AECOM	Total Indigenous Australians	1,348	14.5%
Older people (65 yrs+)	LJF	People 65 yrs and over	1,096	11.8%
Experiencing or at risk of homelessness	LJF	Homeless people (Census composite)	157	1.7%
Residing in rural or remote areas	LJF	Outer regional/remote <sup>1</sup>	7,292	78.6%
People who are culturally and linguistically diverse	LJF	Culturally and linguistically diverse people <sup>2</sup>	610	6.6%
	AECOM	People born overseas (ex NZ)	1,364	14.7%
	LJF	People with poor English proficiency <sup>3</sup>	154	1.7%
	AECOM	Low English proficiency	173	1.9%
People with a disability or mental illness	LJF	People with a disability 18-74	203	2.2%
	AECOM	Need for assistance	320	3.4%
People with low education levels	LJF	People with low education <sup>4</sup>	1,805	19.4%
	AECOM	< year 8 education	510	5.5%
Single parents	LJF	Single parents	339	3.7%
Experiencing or at risk of family violence	AECOM	WA Police data on domestic assault verified offences 2015-16 <sup>5</sup>	See Mid West	
People in custody and prisoners	LJF	Facilities in region	0	

1 - Percentage living in SA1 classified as outer regional, remote or very remote in *Accessibility and Remoteness Index of Australia*.  
2 - People who speak a language other than English at home, excluding Australian Indigenous language.  
3 - As spoken not well or not well at all, including Indigenous Australians.  
4 - People 15-64 < year 12 education and without non-school qualification.  
5 - Verified offences are all offences reported to or becoming known to police within the relevant time period that have not been determined to be falsely or mistakenly reported. Gascoyne included in WA Police Data for Mid West.

Table 38 shows the composite indicators (NLAS Capability, NLAS Indigenous, NLAS CaLD and the Index of Demand) across the LGAs within the region.

**Table 38: Composite indicators of legal need, LGAs in Gascoyne region**

LGA	Population 2011 Census	NLAS(Capability) Population		NLAS(Indigenous) Population		NLAS(CALD) Population		AECOM Index of Demand	
		number in region	% of region	number in region	% of region	number in region	% of region	Percentage Index	State ranking
Carnarvon (S)	5,785	461	8.0%	331	5.7%	161	2.8%	514	14
Exmouth (S)	2,393	115	4.8%	8	0.3%	23	1.0%	941	101
Shark Bay (S)	855	64	7.5%	30	3.5%	8	0.9%	486	10
Upper Gascoyne (S)	250	48	19.2%	52	20.8%	0	0.0%	586	24

The LGA of Carnarvon (S) featured within the top 50 LGAs for all indexes of need (Appendix 1).

### ***Legal assistance services provided***

There are four agencies located in this region, Aboriginal Family Law Service (AFLS), Aboriginal Legal Service (ALSWA), Geraldton Resource Centre (GRC, operating as Gascoyne Community Legal Services) and Legal Aid WA (LAWA). AFLS provides assistance to ATSI clients seeking assistance in relation to FDV and family law matters. ALSWA and LAWA provide services across family, civil and criminal law matter. GRC provides generalist legal services in relation to family and civil Law matters.

In addition, there are specialist services (Perth located) that provide statewide assistance in certain matters: Consumer Credit Legal Service, Employment Law Centre, Environmental Defenders Office, The Humanitarian Group, Law Access, Mental Health Law Centre, Street Law Centre, Tenancy WA, Women's Law Centre, Welfare Rights Advocacy Service, Youth Legal Services, Gosnells Community Legal Centre (child support and family law mediation), Sussex Street Community Law Service (Disability Discrimination Unit).

Tables 39 and 40 show those agencies with an office located in the Gascoyne and the circuit or outreach services provided. In addition are statewide, specialist CLC services provided to the region.

**Table 39: Legal assistance services with offices in the Gascoyne**

LGA	Location	Service provider
Carnarvon (S)	Carnarvon	AFLS, ALSWA, GRC (as Gascoyne CLS) and LAWA

**Table 40: Outreach and circuit services, Gascoyne**

LGA	Location	Type of service	Service provider
Carnarvon (S)	Carnarvon	Circuit	LAWA <sup>78</sup>
Upper Gascoyne (S)	Burringurrah	Circuit Outreach	ALSWA AFLS
Exmouth (S)	Exmouth	Outreach	AFLS, GRC, LAWA
Shark Bay (S)	Denham	Outreach	AFLS, GRC

\* ALSWA advise that they provide services in family law, civil law and human rights law across all locations that they service, on an outreach basis through their Perth office.

For full details on the level of services provided by legal assistance agencies in the Gascoyne, the areas covered, and limits of assistance provided, see *Legal Assistance Service Mapping in Western Australia* (Kalico Consulting, 2017).

<sup>78</sup> Satellite office

## 7.9 Pilbara

The Pilbara region accounts for 20% of Western Australia's total land mass<sup>79</sup> (505,870 km<sup>2</sup>) and is twice the size of Victoria<sup>80</sup>. The estimated resident population at 30 June 2015 was 65,859 people across four LGAs<sup>81</sup>. The Shire of East Pilbara, covers 378,571 km<sup>2</sup> (roughly the size of Japan), making it the largest shire in Australia. The towns of Karratha, Port Hedland and Newman are the key population centres.

The Pilbara economy is highly dominated by the mining and resources sectors, followed by building construction, retail and tourism<sup>82</sup>.



### Indicators of legal need

Table 41 provides a summary of AECOM and LJF demographic data and the composite indicators of legal need for the Pilbara region as a whole.

**Table 41: Demographic indicators and priority groups, Pilbara**

NPA priority groups	Source	Indicator	Number	% of regional population
Total population	LJF & AECOM	Population all ages, 2011 Census	59,896	
	LJF	Population 15 and over, 2011 Census	48,366	
	AECOM	2016 projected population and % growth	70,620	17.9% growth 2011-16
	AECOM	2026 projected population and % growth	82,500	37.7% growth 2011-26
Composite indicators of legal need	LJF	NLAS(Capability) Population	2,102	3.5%
	LJF	NLAS(Indigenous) Population	2,045	3.4%
	LJF	NLAS(CALD) Population	639	1.1%
	AECOM	Percentage Index of Demand	1,027	
	AECOM	Whole of State Rank	10	
People experiencing financial disadvantage	LJF & AECOM	Financially disadvantaged - personal income 15yrs and over <\$400 pw	6,550	10.9%
	LJF	Financially disadvantaged - household income all ages	2,999	5.0%
	AECOM	Household income <\$800	1,601	2.7%
	LJF	Unemployed people	836	1.4%

<sup>79</sup> Government of Western Australia, Living in Western Australia, op. cit.

<sup>80</sup> Pilbara Development Commission, Economic Profile, assessed 3/3/17 at <http://www.economicprofile.com.au/pilbara#>.

<sup>81</sup> Australian Bureau of Statistics, *Regional Population Growth, Australia*, op. cit.

<sup>82</sup> Department of Regional Development and Pilbara Development Commission. Pilbara: a region in profile, 2014, Government of Western Australia, accessed [http://www.drd.wa.gov.au/Publications/Documents/A-region\\_in\\_profile\\_2014\\_Pilbara.pdf](http://www.drd.wa.gov.au/Publications/Documents/A-region_in_profile_2014_Pilbara.pdf)

	AECOM	Unemployed or not in labour force	6,172	10.3%
	AECOM	State or territory housing authority	1,317	2.2%
	AECOM	DSS transfer payments	2,716	4.5%
Younger people (under 25yrs)	LJF	Children and youth 24 and under	19,160	32.0%
	LJF	People with a disability 17 and under	117	0.2%
	LJF	Disengaged youth 15-24 (unemployed and not studying)	212	0.4%
Indigenous Australians	LJF	Indigenous Australians under 15	2,192	3.7%
	LJF	Indigenous Australians 15 and over	5,022	8.4%
	AECOM	Total Indigenous Australians	7,013	11.7%
Older people (65 yrs+)	LJF	People 65 yrs and over	1,155	1.9%
Experiencing or at risk of homelessness	LJF	Homeless people (Census composite)	828	1.4%
Residing in rural or remote areas	LJF	Outer regional/remote <sup>1</sup>	48,366	80.7%
People who are culturally and linguistically diverse	LJF	Culturally and linguistically diverse people <sup>2</sup>	3,881	6.5%
	AECOM	People born overseas (ex NZ)	7,904	13.2%
	LJF	People with poor English proficiency <sup>3</sup>	490	0.8%
	AECOM	Low English proficiency	731	1.2%
People with a disability or mental illness	LJF	People with a disability 18-74	388	0.6%
	AECOM	Need for assistance	593	1.0%
People with low education levels	LJF	People with low education <sup>4</sup>	8,795	14.7%
	AECOM	< year 8 education	1,303	2.2%
Single parents	LJF	Single parents	1,049	1.8%
Experiencing or at risk of family violence	AECOM	WA Police data on domestic assault verified offences 2015-16 <sup>5</sup>	880	1,286 per 100,000
People in custody and prisoners	LJF	Facilities in region	1	

1 - Percentage living in SA1 classified as outer regional, remote or very remote in *Accessibility and Remoteness Index of Australia*.  
2 - People who speak a language other than English at home, excluding Australian Indigenous language.  
3 - As spoken not well or not well at all, including Indigenous Australians.  
4 - People 15-64 < year 12 education and without non-school qualification.  
5 - Verified offences are all offences reported to or becoming known to police within the relevant time period that have not been determined to be falsely or mistakenly reported.

Table 42 shows the composite indicators (NLAS Capability, NLAS Indigenous, NLAS CaLD and the Index of Demand) across the LGAs within the region.

The LGAs of Karratha (C) and Port Hedland (T) feature within the top 50 LGAs across four or more the indexes of need (Appendix 1).

**Table 42: Composite indicators of legal need, LGAs in Pilbara region**

LGA	Population 2011 Census	NLAS(Capability) Population		NLAS(Indigenous) Population		NLAS(CALD) Population		AECOM Index of Demand	
		number in region	% of region	number in region	% of region	number in region	% of region	Percentage Index	State ranking
Ashburton (S)	10,001	316	3.2%	231	2.3%	66	0.7%	1,066	120
East Pilbara (S)	11,950	557	4.7%	692	5.8%	86	0.7%	974	107
Karratha (C)	22,899	642	2.8%	502	2.2%	269	1.2%	884	93
Port Hedland (T)	15,046	587	3.9%	620	4.1%	218	1.4%	863	89

### ***Legal assistance services provided***

There are four agencies located within and providing services in this region, Aboriginal Family Law Service (AFLS), Aboriginal Legal Service (ALSWA), Legal Aid WA (LAWA) and Pilbara Community Legal Service (PCLS). AFLS provides assistance to ATSI clients seeking assistance in relation to FDV and family law matters. ALSWA and LAWA provide services across family, civil and criminal law matters. PCLS provides services in relation to family and civil law matters as well as VRO. They describe their target group as people with limited access to justice including but not limited to ATSI, CaLD and low income.

In addition, there are specialist services (Perth located) that provide statewide assistance in certain matters: Consumer Credit Legal Service, Employment Law Centre, Environmental Defenders Office, The Humanitarian Group, Law Access, Mental Health Law Centre, Street Law Centre, Tenancy WA, Women's Law Centre, Welfare Rights Advocacy Service, Youth Legal Services, Gosnells Community Legal Centre (child support and family law mediation), Sussex Street Community Law Service (Disability Discrimination Unit).

Tables 43 and 44 show those agencies with an office located in the Pilbara and the circuit or outreach services provided. In addition are statewide, specialist CLC services provided to the region.

**Table 43: Legal assistance services with offices in the Pilbara**

LGA	Location	Service provider
Karratha (C)	Roebourne	PCLS
	Karratha	PCLS
Port Hedland (T)	Port Hedland	AFLS
	South Hedland	ALSWA, LAWA & PCLS
East Pilbara (S)	Newman	PCLS



**Table 44: Outreach and circuit services, Pilbara**

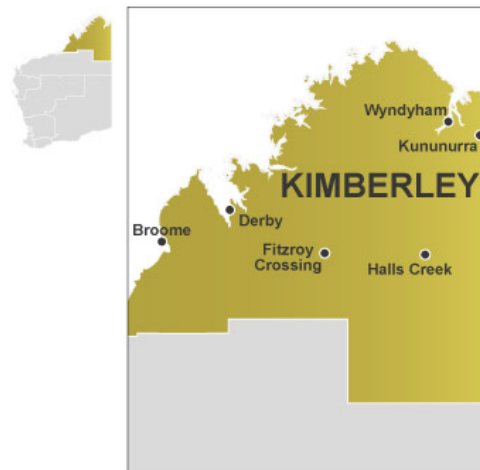
LGA	Location	Type of service	Service provider
Karratha (C)	Karratha	Circuit	AFLS, ALSWA, LAWA
	Roebourne	Circuit	AFLS, ALSWA, LAWA
	Point Samson, Wickham, Cheeditha, Mingullatharndo	Outreach	PCLS
Ashburton (S)	Onslow, Tom Price, Paraburdoo	Circuit /Outreach	ALSWA, LAWA, AFLS, PCLS
East Pilbara (S)	Newman	Circuit / Outreach	ALSWA, LAWA, PCLS AFLS (from Hedland)
	Marble Bar	Circuit	ALSWA, LAWA, PCLS
	Nullagine	Circuit	ALSWA, LAWA, PCLS
	Jigalong	Circuit	ALSWA, LAWA, PCLS
Port Hedland (T)	South Hedland	Circuit/Outreach	ALSWA, LAWA, PCLS
		Outreach	AFLS, LAWA
	Yandeyarra	Circuit/Outreach	AFLS, ALSWA, LAWA, PCLS
	Marta Marta, Tkalka Boorda, Wakhuni Innawanga	Circuit	PCLS

\* ALSWA advise that they provide services in family law, civil law and human rights law across all locations that they service, on an outreach basis through their Perth office.

For full details on the level of services provided by legal assistance agencies in the Pilbara, the areas covered, and limits of assistance provided, see *Legal Assistance Service Mapping in Western Australia* (Kalico Consulting, 2017).

## 7.10 Kimberley

The Kimberley region is located in the north of the state and comprises four LGAs. Covering almost 420,000 km<sup>2</sup><sup>83</sup>, the region is almost twice the size of Victoria, with 0.75% of its population. The estimated resident population at 30 June 2015 was 38,801 people<sup>84</sup>. In terms of government services, the region is often divided into West Kimberley (with Broome or Derby as the regional centre) and East Kimberley (with Kununurra as the regional centre). The region's economy is largely influenced by mining, mineral processing and retail; followed by tourism, agriculture and building construction.<sup>85</sup> The Kimberley region has the highest proportion of Aboriginal people in Western Australia.



The 2011 Census estimated population of Aboriginal people ranged from 28% in the Shire of Broome, to 78% in the Shire of Halls Creek (39% regionally). As the Census is known to undercount Aboriginal people (17.2% nationally<sup>86</sup>), this should be taken into consideration when using Census data as a planning tool.

The West Kimberley was identified as a high priority area in the 2003 and 2009 CLC reviews, and the East Kimberley was identified as having increased demand in the 2009 review.

### Indicators of legal need

Table 45 provides a summary of AECOM and LJF demographic data and the composite indicators of legal need for the Kimberley region as a whole.

**Table 45: Demographic indicators and priority groups, Kimberley**

NPA priority groups	Source	Indicator	Number	% of regional population
Total population	LJF & AECOM	Population all ages, 2011 Census	34,794	
	LJF	Population 15 and over, 2011 Census	26,247	
	AECOM	2016 projected population and % growth	41,650	19.7% growth 2011-16
	AECOM	2026 projected population and % growth	49,580	42.5% growth 2011-26
Composite indicators of legal need	LJF	NLAS(Capability) Population	3,567	10.3%
	LJF	NLAS(Indigenous) Population	5,621	16.2%
	LJF	NLAS(CALD) Population	259	0.7%
	AECOM	Percentage Index of Demand	707	

<sup>83</sup> Government of Western Australia, *Living in Western Australia*, op. cit.

<sup>84</sup> Australian Bureau of Statistics, *Regional Population Growth, Australia*, op. cit.

<sup>85</sup> Department of Regional Development and Kimberley Development Commission. *Kimberley: a region in profile, 2014*, Government of Western Australia, accessed <https://kdc.wa.gov.au/wp-content/uploads/2016/08/Kimberley-A-Region-in-Profile-2014.pdf>.

<sup>86</sup> See section on Limitations and Considerations for discussion on Census undercount.

	AECOM	Whole of State Rank	1	
People experiencing financial disadvantage	LJF & AECOM	Financially disadvantaged - personal income 15yrs and over <\$400 pw	8,166	23.5%
	LJF	Financially disadvantaged - household income all ages	9,000	25.9%
	AECOM	Household income <\$800	3,471	10.0%
	LJF	Unemployed people	827	2.4%
	AECOM	Unemployed or not in labour force	9,087	26.1%
	AECOM	State or territory housing authority	2,230	6.4%
	AECOM	DSS transfer payments	6,900	19.8%
Younger people (under 25yrs)	LJF	Children and youth 24 and under	13,343	38.3%
	LJF	People with a disability 17 and under	112	0.3%
	LJF	Disengaged youth 15-24 (unemployed and not studying) <sup>87</sup>	246	0.7%
Indigenous Australians	LJF	Indigenous Australians under 15	4,861	14.0%
	LJF	Indigenous Australians 15 and over	9,053	26.0%
	AECOM	Total Indigenous Australians	13,607	39.1%
Older people (65 yrs+)	LJF	People 65 yrs and over	1,682	4.8%
Experiencing or at risk of homelessness	LJF	Homeless people (Census composite)	1,878	5.4%
Residing in rural or remote areas	LJF	Outer regional/remote <sup>1</sup>	26,249	75.4%
People who are culturally and linguistically diverse	LJF	Culturally and linguistically diverse people <sup>2</sup>	1,207	3.5%
	AECOM	People born overseas (ex NZ)	4,221	12.1%
	LJF	People with poor English proficiency <sup>3</sup>	471	1.4%
	AECOM	Low English proficiency	883	2.5%
People with a disability or mental illness	LJF	People with a disability 18-74	598	1.7%
	AECOM	Need for assistance	907	2.6%
People with low education levels	LJF	People with low education <sup>4</sup>	6,558	18.8%
	AECOM	< year 8 education	1,977	5.7%
Single parents	LJF	Single parents	1,618	4.7%
Experiencing or at risk of family violence	AECOM	WA Police data on domestic assault verified offences 2015-16 <sup>5</sup>	1,948	5,020 per 100,000
People in custody and prisoners	LJF	Facilities in region	2	
<sup>1</sup> - Percentage living in SA1 classified as outer regional, remote or very remote in <i>Accessibility and Remoteness Index of Australia</i> . <sup>2</sup> - People who speak a language other than English at home, excluding Australian Indigenous language. <sup>3</sup> - As spoken not well or not well at all, including Indigenous Australians. <sup>4</sup> - People 15-64 < year 12 education and without non-school qualification. <sup>5</sup> - Verified offences are all offences reported to or becoming known to police within the relevant time period that have not been determined to be falsely or mistakenly reported.				

<sup>87</sup> Legal assistance services in the region regard this as a significant undercount, linked to the combined undercount of Aboriginal people and young adults (particularly young men) in the 2011 Census.

Table 46 shows the composite indicators (NLAS Capability, NLAS Indigenous, NLAS CaLD and the Percentage Index of Demand) across the LGAs within the region.

**Table 46: Composite indicators of legal need, LGAs in Kimberley region**

LGA	Population 2011 Census	NLAS(Capability) Population		NLAS(Indigenous) Population		NLAS(CALD) Population		AECOM Index of Demand	
		number in region	% of region	number in region	% of region	number in region	% of region	Percentage Index	State ranking
Broome (S)	14,998	959	6.4%	1,546	10.3%	152	1.0%	701	59
Derby-West Kimberley (S)	8,434	1,121	13.3%	1,782	21.1%	32	0.4%	412	3
Halls Creek (S)	3,562	862	24.2%	1,335	37.5%	10	0.3%	391	2
Wyndham- East Kimberley (S)	7,800	625	8.0%	958	12.3%	65	0.8%	751	67

The following LGAs feature within the top 50 LGAs across four or more the indexes of need (Appendix 1):

- Broome (S)
- Derby-West Kimberley (S)
- Halls Creek (S)
- Wyndham-East Kimberley (S)

### ***Legal assistance services provided***

There are five agencies physically located in this region, Aboriginal Family Law Service (AFLS), Aboriginal Legal Service (ALSWA), Kimberley Community Legal Service (KCLS), Legal Aid WA (LAWA) and Marninwarntikura Women's Resource Centre (MWRC).

Two of the agencies, AFLS and MWRC, provide assistance to ATSI clients in relation to family and domestic violence (FDV) and family law matters, across different areas of the region. ALSWA and LAWA provide services across family, civil and criminal law matters. KCLS provides services in relation to family and civil law matters and describe their target group as low income, CaLD and ATSI.

In addition, there are specialist services (Perth located) that provide statewide assistance in certain matters: Consumer Credit Legal Service, Employment Law Centre, Environmental Defenders Office, The Humanitarian Group, Law Access, Mental Health Law Centre, Street Law Centre, Tenancy WA, Women's Law Centre, Welfare Rights Advocacy Service, Youth Legal Services, Gosnells Community Legal Centre (child support and family law mediation), Sussex Street Community Law Service (Disability Discrimination Unit).

Tables 47 and 48 show those agencies with an office located in the Kimberley and the circuit or outreach services provided. In addition are statewide, specialist CLC services provided to the region.

**Table 47: Legal assistance services with offices in the Kimberley**

LGA	Location	Service provider
Broome (S)	Broome	AFLS, ALSWA, KCLS & LAWA
Wyndham – East Kimberley (S)	Kununurra	AFLS, ALSWA, KCLS & LAWA
Derby – West Kimberley (S)	Fitzroy Crossing	MWRC, ALSWA
Halls Creek (S)	Halls Creek	ALSWA

**Table 48: Outreach and circuit services, Kimberley**

LGA (S)	Location	Type of service	Service provider
Broome (S)	Bidyadanga	Circuit Outreach	ALSWA, LAWA, AFLS KCLS
	Dampier Peninsular	Circuit Outreach	ALSWA, LAWA AFLS
Derby – West Kimberley (S)	Derby	Circuit Outreach	ALSWA, LAWA KCLS, AFLS
	Gibb River Road/ Mt Barnett	Outreach	KCLS
	Looma	Circuit Outreach	ALSWA AFLS
	Fitzroy Crossing	Circuit Outreach	LAWA, (ALSWA have an office here) KCLS
Halls Creek (S)	Balgo	Circuit Outreach	ALSWA, LAWA KCLS, AFLS
	Halls Creek	Circuit Outreach	LAWA, (ALSWA have an office here) KCLS
	Warmun	Circuit Outreach	ALSWA, LAWA KCLS, AFLS
Wyndham – East Kimberley (S)	Kalumburu	Circuit Outreach	ALSWA, LAWA KCLS, AFLS
	Wyndham	Circuit Outreach	ALSWA, LAWA KCLS, AFLS

\* ALSWA advise that they provide services in family law, civil law and human rights law across all locations that they service, on an outreach basis through their Perth office.

For full details on the level of services provided by legal assistance agencies in the Kimberley, the areas covered, and limits of assistance provided, see *Legal Assistance Service Mapping in Western Australia* (Kalico Consulting, 2017).

## 8 Conclusion

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This paper provides an overview of:

- the AECOM and LJF socio-demographic indicators of legal need in relation to Western Australia as a whole, and at a regional and LGA level within the state.
- the types of legal assistance services available at a state and regional level.

Each socio-demographic data source includes indicators linked to NPA priority groups as well as composite indicators of legal need (Index of Demand, NLAS Capability, NLAS Indigenous and NLAS CaLD). Socio-demographic proxy indicators such as those used by AECOM and LJF, can assist legal assistance agencies identify the spread and concentration of priority target groups. Evidence based research, such as the Law Justice Foundation's *Collaborative Planning Resource - Service Planning* (Coumarelos et al., 2015) can complement socio-demographic analysis by showing the types of legal problems specific priority groups are likely to experience, how priority groups respond to legal problems, and the implications for designing services for specific groups.

The mapping of socio-demographic indicators can be viewed in one of two ways. Mapping the *number* of people within a given area shows where the highest numbers of a particular group resides; and mapping the *proportion* of people within a given area shows where the highest concentrations of a particular group resides. Within a Western Australian context:

- Perth LGAs tend to dominate indicators based on pure numbers of people, as metropolitan LGAs tend to have the biggest populations.<sup>88</sup>
- LGAs rated with the highest proportion of a particular indicator are often located in remote parts of the state with relatively low population density.<sup>89</sup>

The geographical spread of population in Western Australia adds a further dimension to socio-demographic analysis of legal need. Greater Perth has a population density of 320 people per km<sup>2</sup>, whilst the rest of WA has a density of just 0.2 people per km<sup>2</sup>. This requires the legal assistance sector to service almost 80% of the state population within Greater Perth, whilst also serving 20% of the population across a land mass one third the size of Australia.

The LAW Survey (2012) identifies consumer, crime, housing and government matters as being the most prevalent legal problems experienced by Western Australians. The state prevalence rate for legal problems in the 12 months prior to LAW Survey was 52%, higher than the Australian average of 50% (Coumarelos et al. 2012b). Single parents were most likely to have experienced a legal problem in the 12 months prior to the survey (74%), followed by people with a disability (65%) and

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<sup>88</sup> In the 2011 Census, WA had 25 LGAs with a population over 25,000 people - five of these LGAs were from outside the metropolitan region: Greater Geraldton (C), Albany (C), Bunbury (C), Kalgoorlie-Esperance (C) and Busselton (S).

<sup>89</sup> The top 50 LGAs against the NLAS(Capacity) indicator are in regional and remote WA, with an average LGA population of 2,370 people.

unemployed people (60%).

Using the Law and Justice Foundation of NSW's composite indicator of NLAS (Capacity), it can be estimated that 5% of the Western Australian population and 7% of those aged 15-64 years are most likely to be in need of legal assistance services. With an estimated population of 2.62 million people in June 2016,<sup>90</sup> this equates to approximately 131,000 people.

Calculating the overall number of people assisted in 2015-2016 by legal assistance agencies is difficult, as some agencies count matters, some count clients and some count types of assistance (see Table 3). However, based upon the overall evidence reviewed, it is apparent that the legal services sector:

- does not have current capacity to fully meet legal need
- has experienced reduce capacity due to a series of funding cuts over the past 2-3 years
- is likely to experience a further reduction in capacity to meet need, if expected funding cuts are implemented.

The mapping of legal services shows that the targeting of legal assistance in Western Australia aligns with NPA priority groups and focuses on those most in need. Despite targeting services to priority groups, there continues to be a high imbalance between the demand for legal assistance services and their supply. In the Australian Community Sector Survey, community legal services reported the greatest difficulty in meeting demand across the four types of service areas examined - 72% of community legal services reported an inability to meet demand, compared to 43% across the community services industry as a whole.<sup>91</sup>

Agencies are utilising a variety of methods to try and manage demand, including outreach services, telephone and web-based assistance, and circuit visits. Another way in which agencies are responding to demand is to limit the type of assistance provided. This is most evident in:

- limiting the representation that clients receive in courts or tribunals (the most frequently cited gap in legal services identified in the mapping exercise)
- limiting services to particular legal problems
- excluding highly complex or contested matters
- closing regional and metropolitan branches
- restricting some services to advice only.

Whilst these strategies assist with the agency side of demand management, they do not necessarily address the actual legal need. As the constriction of eligibility and services continues to grow, it can be expected that unmet need as a result of such restrictions, will increase.

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<sup>90</sup> Department of State Development, 2017, op. cit.

<sup>91</sup> ACOSS, (2014). The survey classifies types of services as: counselling and other support services, community legal services, family support and child protection services, accommodation services.

Analysing data across the legal assistance sector indicates that civil law assistance is proportionally underserved, a finding consistent with the Productivity Commission's review into access to justice arrangements (2014). Although all sections of the legal assistance sector provide civil law assistance, community legal centres are the primary provider, with ALSWA and LAWA primarily providing criminal law assistance. For example, in 2015/16, CLCs provided 52,485 services in civil law in 2015/16 compared to 3,753 services in civil law services by LAWA.

Agency feedback highlights significant gaps in relation to family law (especially property matters) and migration/humanitarian law. Previous reviews (2003 and 2009) have identified gaps in family law, employment law, care and protection matters, consumer law, housing, domestic violence and welfare rights. Unmet need in relation to representation and alternative dispute resolution has also been identified in this review as well as previous reviews.

## **8.1 Going forward**

This report does not attempt to identify 'priorities within priorities', that is which priority groups are most in need or which gaps in legal assistance are most pressing. Such an analysis is the task of the CSPG and requires further consultation, analysis and discussion.

The primary purpose of this overview is to aid collaborative service planning between legal assistance services in Western Australia. The information provided can assist:

- Initiatives of the CSPG, its working groups and other statewide networks/forums.
- Collaborative initiatives between legal assistance providers within a common region, area of law and/or target group.
- Planning within a legal assistance agency, such as identifying the demographic spread of priority groups for new initiatives, linking practice experience with research evidence or developing new business cases.
- Identifying what further research and consultation is required.

As part of an iterative process of understanding legal need, the work undertaken on mapping social-demographic indicators and services can be refined and added to through the ongoing work of the CSPG and legal assistance sector in Western Australia. To date, the methodology has focused on an analysis of social-demographic indicators and the review of previous papers and studies. Going forward, the work could be further built upon to include:

- More qualitative feedback from legal assistance agencies on priority areas, based upon local knowledge and experience.
- Further discussions across agencies in order to better understand what the data is saying and how it links (or doesn't link) with practice experience.
- The collection of agreed data in relation to unmet expressed need e.g. turnaway rates.
- Clearer definitions of concepts such as outreach services.
- Other indicators of legal need, such as child protection, juvenile justice and debt data.



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## Appendix 1: Composite indexes by top ranking LGAs

The following table creates a summary of LJF and AECOM indexes of need by showing the main LGAs consistently ranked within the top 50 LGAs across the different indexes, the following method was used:

1. All LGAs were mapped against eight indexes (LJF and AECOM, by number of population and percentage of population for each index).
2. The data was analysed to count the number of times a LGA showed within the top 50 for each index.
3. Those LGAs that ranked four times or more within the top 50 LGAs across each of the eight different indexes are shown in Table 6.
4. Whilst results for all indexes are shown, where an LGA ranked within the top 50 of an index, the data is shaded.

**Table 49: Composite indexes of need by LGAs that ranked within the top 50 LGAs, across four or more indexes**

LGA	Region	LGA population all ages 2011	Forecast growth 2011-2026 %	# of times in top 50 for an index	LJF CPR-JD <sup>1</sup>						AECOM <sup>2</sup>			
					NLAS (Capability)		NLAS (Indigenous)		NLAS (CALD)		Index of Demand			
					number in region	% of region	number in region	% of region	number in region	% of region	number of people	State ranking	Percentage Index	State ranking
Carnarvon (S)	Gascoyne	5,785	13.20%	8	461	8.0%	331	5.7%	161	2.8%	674	25	514	14
Katanning (S)	Great Southern	4,184	14.50%	7	325	7.8%	114	2.7%	221	5.3%	460	3	468	7
Northam (S)	Wheatbelt	10,557	39.80%	7	816	7.7%	163	1.5%	199	1.9%	588	15	592	26
Albany (C)	Great Southern	33,651	22.60%	6	2,037	6.1%	327	1.0%	571	1.7%	648	26	625	41
Bassendean (T)	Perth	14,405	21.40%	6	721	5.0%	115	0.8%	719	5.0%	626	23	594	28
Bayswater (C)	Perth	61,264	33.30%	6	2,444	4.0%	228	0.4%	5,976	9.8%	694	38	587	25
Belmont (C)	Perth	35,207	36.50%	6	1,653	4.7%	311	0.9%	2,840	8.1%	597	17	506	12
Bunbury (C)	South West	31,348	14.30%	6	2,105	6.7%	301	1.0%	812	2.6%	636	24	520	15
Derby-West Kimberley (S)	Kimberley	8,434	38.50%	6	1,121	13.3%	1,782	21.1%	32	0.4%	484	5	412	3
Donnybrook-Balingup (S)	South West	5,322	26.10%	6	423	7.9%	36	0.7%	128	2.4%	714	41	600	32
Fremantle (C)	Perth	26,583	26.20%	6	980	3.7%	131	0.5%	1,772	6.7%	596	17	558	17
Halls Creek (S)	Kimberley	3,562	18.20%	6	862	24.2%	1,335	37.5%	10	0.3%	447	2	391	2
Mandurah (C)	Peel	69,903	68.90%	6	4,800	6.9%	361	0.5%	1,258	1.8%	608	21	513	13

<sup>1</sup> NLAS indexes: higher the number, higher the need. <sup>2</sup> AECOM index: lower the number, higher the need

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LGA	Region	LGA population all ages 2011	Forecast growth 2011-2026 %	# of times in top 50 for an index	LJF CPR-JD <sup>1</sup>						AECOM <sup>2</sup>			
					NLAS		NLAS		NLAS		Index of Demand			
					(Capability)		(Indigenous)		(CALD)					
					number in region	% of region	number in region	% of region	number in region	% of region	number of people	State ranking	Percentage Index	State ranking
Narrogin (T)	Wheatbelt	4,220	-3.30%	6	334	7.9%	144	3.4%	66	1.6%	540	8	585	23
Ngaanyatjarraku (S)	Goldfields-Esperance	1,436	21.80%	6	466	32.5%	647	45.1%	0	0.0%	422	1	415	4
Victoria Park (T)	Perth	32,433	66.70%	6	889	2.7%	161	0.5%	3,239	10.0%	710	45	584	22
Armadale (C)	Perth	62,297	81.80%	5	3,848	6.2%	516	0.8%	1,876	3.0%	754	51	654	45
Canning (C)	Perth	85,515	38.10%	5	2,957	3.5%	261	0.3%	10,630	12.4%	754	56	661	47
Collie (S)	South West	9,126	11.50%	5	876	9.6%	79	0.9%	110	1.2%	708	40	676	53
Gingin (S)	Wheatbelt	4,687	29.30%	5	376	8.0%	27	0.6%	94	2.0%	658	27	628	42
Greater Geraldton (C)	Mid West	37,162	29.20%	5	2,493	6.7%	928	2.5%	583	1.6%	749	50	716	61
Kalgoorlie/Boulder (C)	Goldfields-Esperance	31,109	19.00%	5	1,747	5.6%	591	1.9%	665	2.1%	1,019	105	961	104
Kellerberrin (S)	Wheatbelt	1,180	-11.90%	5	113	9.6%	51	4.3%	18	1.5%	561	13	566	18
Kwinana (T)	Perth	29,227	119.40%	5	2,060	7.0%	253	0.9%	844	2.9%	725	37	742	66
Manjimup (S)	South West	9,182	-3.20%	5	668	7.3%	56	0.6%	181	2.0%	697	33	612	38
Menzies (S)	Goldfields-Esperance	385	21.80%	5	124	32.2%	157	40.8%	0	0.0%	623	14	506	12
Mount Magnet (S)	Mid West	643	38.60%	5	80	12.4%	98	15.2%	4	0.6%	576	11	479	9
Murchison (S)	Mid West	115	47.80%	5	14	12.2%	15	13.0%	5	4.3%	514	6	597	30
Plantagenet (S)	Great Southern	4,882	10.80%	5	412	8.4%	61	1.2%	79	1.6%	623	22	603	34
Stirling (C)	Perth	195,699	42.20%	5	6,565	3.4%	680	0.3%	17,179	8.8%	730	49	605	35
Waroona (S)	Peel	3,582	19.50%	5	343	9.6%	40	1.1%	107	3.0%	601	16	541	16
Beverley (S)	Wheatbelt	1,567	11.70%	4	157	10.0%	27	1.7%	18	1.1%	529	7	444	6
Brookton (S)	Wheatbelt	932	2.00%	4	78	8.4%	38	4.1%	3	0.3%	615	20	593	27
Broome (S)	Kimberley	14,998	56.30%	4	959	6.4%	1,546	10.3%	152	1.0%	861	73	701	59
Cockburn (C)	Perth	89,685	60.10%	4	4,193	4.7%	480	0.5%	6,073	6.8%	817	67	831	83
Cue (S)	Mid West	272	58.70%	4	24	8.8%	20	7.4%	3	1.1%	455	4	273	1
Goomalling (S)	Wheatbelt	986	-8.60%	4	83	8.4%	19	1.9%	11	1.1%	723	46	651	44
Gosnells (C)	Perth	106,584	40.90%	4	5,915	5.5%	642	0.6%	7,912	7.4%	765	54	688	56
Harvey (S)	South West	23,238	43.30%	4	1,563	6.7%	123	0.5%	435	1.9%	885	83	797	77

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					NLAS		NLAS		NLAS		Index of Demand			
					(Capability)		(Indigenous)		(CALD)					
					number in region	% of region	number in region	% of region	number in region	% of region	number of people	State ranking	Percenta ge Index	State ranking
Kalamunda (S)	Perth	53,568	36.50%	4	2,379	4.4%	247	0.5%	1,438	2.7%	944	94	872	91
Karratha (C)	Pilbara	22,899	55.20%	4	642	2.8%	502	2.2%	269	1.2%	971	98	884	93
Melville (C)	Perth	95,702	17.90%	4	2,395	2.5%	158	0.2%	6,321	6.6%	911	88	752	68
Merredin (S)	Wheatbelt	3,282	-23.80%	4	212	6.5%	48	1.5%	109	3.3%	717	39	601	33
Mundaring (S)	Perth	36,530	44.20%	4	1,567	4.3%	146	0.4%	650	1.8%	921	90	901	96
Northampton (S)	Mid West	3,191	17.90%	4	270	8.5%	68	2.1%	21	0.7%	647	25	582	21
Pingelly (S)	Wheatbelt	1,164	-1.30%	4	131	11.3%	52	4.5%	9	0.8%	547	10	441	5
Port Hedland (T)	Pilbara	15,046	27.40%	4	587	3.9%	620	4.1%	218	1.4%	973	97	863	89
**	Wheatbelt	1,044	-11.80%	4	91	8.7%	45	4.3%	15	1.4%	610	19	470	8
Rockingham (C)	Perth	104,105	60.90%	4	6,038	5.8%	453	0.4%	2,030	1.9%	871	79	854	88
South Perth (C)	Perth	40,739	40.10%	4	852	2.1%	147	0.4%	2,992	7.3%	870	80	793	76
Swan (C)	Perth	108,462	57.40%	4	6,013	5.5%	832	0.8%	5,946	5.5%	799	61	722	62
Three Springs (S)	Mid West	614	-7.20%	4	47	7.7%	13	2.1%	11	1.8%	718	35	608	37
Trayning (S)	Wheatbelt	347	-8.00%	4	31	8.9%	5	1.4%	3	0.9%	562	492	12	11
Wagin (S)	Wheatbelt	1,847	7.10%	4	166	9.0%	27	1.5%	17	0.9%	604	18	581	20
Wanneroo (C)	Perth	152,076	105.30%	4	7,312	4.8%	630	0.4%	8,943	5.9%	871	76	818	80
Wyndham-East Kimberley (S)	Kimberley	7,800	31.40%	4	625	8.0%	958	12.3%	65	0.8%	806	62	751	67