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## The Alberta Legal Services Mapping Project: Report for the Lethbridge Judicial District

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# THE ALBERTA LEGAL SERVICES MAPPING PROJECT

Report for the

LETHBRIDGE JUDICIAL DISTRICT

January 2010



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**Disclaimer**

This report and its appendices have been prepared by the Canadian Forum on Civil Justice and the Alberta Legal Services Mapping Team and represent the independent and objective recording and summarization of input received from stakeholders, service providers and members of the public. Any opinions, interpretations, conclusions or recommendations contained within this document are those of the writers, and may or may not coincide with those of the Alberta Law Foundation or other members of the Research Director Committee.

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# THE ALBERTA LEGAL SERVICES MAPPING PROJECT

## Report for the LETHBRIDGE JUDICIAL DISTRICT

### 1.0 INTRODUCTION

The Lethbridge Judicial District is the third of eleven Alberta Judicial Districts to be mapped as part of the *Alberta Legal Services Mapping Project* (ALSMP). The ALSMP is a large-scale, multi-year endeavour, designed to gain an understanding of the legal needs of Albertans and of the legal services available in Alberta.<sup>1</sup>

The goals of this project are to:

- Collect and share information about existing legal services in Alberta.
- Gain a better understanding about the characteristics of people and communities across Alberta and their legal needs.
- Identify strengths and gaps in current legal service delivery and resources.
- Strengthen relationships between legal service providers through the sharing of knowledge and expertise.

The report for the Calgary Judicial District, the pilot region for the ALSMP research, includes a detailed introduction to the project and details of the research methodology and can be accessed from the Canadian Forum on Civil Justice (the Forum) website at <http://cfcj-fcjc.org/docs/2009/mapping-calgary-en.pdf>. A combined and condensed version of the original Legal Services I and II and the Brief Legal Questionnaires was used in the Lethbridge Judicial District (Appendix A). This instrument was created after we reviewed our experiences in the pilot District and were able to condense the questions to those that best elicit the information we require.

Team members travelled to the Lethbridge Judicial District between September 21 & 23, 2009. Key Contact visits were held and two interviews were conducted with service providers. A follow-up visit to complete interviews and meet with the Community Working Group was originally scheduled for November 2009, but had to be cancelled due to uncertainty about the continuation of funding. A shorter trip was later rescheduled for early December. We were only able to schedule a small portion of the interviews we had hoped for however, due to vacations and the busy nature of that month for Lethbridge service providers.

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<sup>1</sup> Full details of the ALSMP, including the project proposal, research questions, instruments and reports are available at: <http://cfcj-fcjc.org/research/mapping-en.php>.

Then bad weather prevented us from making the trip. We completed all scheduled interviews via telephone and subsequently scheduled and completed additional service provider interviews by phone. We were not able to hold the focus group that we had organized for members of the public, or host a Community Working Group meeting. Key contacts have agreed to review this Report and provide feedback.

## **1.1 Outline of the Report**

In this project we strive to address the following major research questions:

1. What programs, services and facilities relating to the administration of justice, public access and public understanding, are available in each Alberta judicial district?
2. What do we know about the users of current legal education, information, advice, representation and support services?
3. How can current legal services be enhanced to better meet client needs and how can service gaps be effectively filled?

In this Report we will first describe the relevant characteristics of this Judicial District, and then discuss the existing legal and related services. We will then discuss the predominant legal needs followed by identified gaps in legal and related services, noting the challenges, good practices and creative approaches of service providers. Following this, we will discuss non-legal factors that are impacting legal services provision. We will conclude by making recommendations designed to support good practices, remove barriers and fill identified gaps in needed services. These recommendations have been prioritized in collaboration with Key Contacts. Suggestions for how they might best be achieved are also provided.

## **1.2 Strengths and Limitations of the Research**

The Project is an ambitious undertaking that involves the collection of a wealth of quantitative and qualitative data. The result is a valuable combination of facts and figures with qualitative themes to provide context and explanations for the trends that emerge. The strengths of this Project are:

- it produces a large amount of useful data regarding what legal and related services exist,
- it engages people who live and work in the District and gains from their insights and experiences,
- it relies on mixed methodology and can thus provide a more complete picture of the topics that are addressed, and
- it takes a holistic approach to examining legal and related needs.



That said, there are always limitations when conducting research:

- In the Lethbridge Judicial District, we were not able to include the perspectives of members of the public due to the cancellation of our second trip.
- It was not possible to interview representatives from all of the legal and related services due to time and budgetary constraints, although we did succeed in including most of the key legal service providers.

### **1.3 Database**

One of the deliverables of this Project is the creation of a database that provides information about all of the mapped legal and related services in Alberta. The database contains basic information about services such as mandates, as well as details about location, eligibility criteria, required documentation and accessibility. The administrative interface for this database can be viewed online by project partners by going to [www.albertalegalservices.ca/admin/](http://www.albertalegalservices.ca/admin/) then entering *guest* as the user name and *mapping data* as the password.

Beyond the scope of this project, but very closely related, will be the development of a website that will be user-friendly and available to members of the public as well as service providers. There is a significant amount of interest in this next step, and the Team is currently seeking suggestions about where the data should ultimately be housed and how the public interface should be developed.

## **2.0 ABOUT THE LETHBRIDGE JUDICIAL DISTRICT**

Team members found it difficult to book appointments in this Judicial District. This may be related to how busy the service providers are, and that it was nearing the holiday season in December as well as disruptions in the Team's research schedule. The service providers who did participate in interviews were very generous with their time and extremely friendly and supportive of the project. They wanted to discuss the services they provide and how they were trying to remove barriers and improve service delivery for their clients.

### **2.1 Population**

In April 2009 the population of the City of Lethbridge was 85,492. The population for the entire Judicial District is approximately 155,000. Unlike areas such as Fort McMurray and Calgary, the growth in this District has been modest and consistent over the past 10 years, averaging 2% a year (Choose Lethbridge, 2009).

**Figure 1 –  
Map of the Communities in the Lethbridge Judicial District**



### **2.1.1 Aboriginal Peoples**

There are currently approximately 3,990 Aboriginal people living in this District (Statistics Canada, 2006). There are two First Nations reserves in this District: Blood tribe and Piikani Nation (Faiz, 2009). First Nations peoples here are largely of Blackfoot<sup>2</sup> origins. Approximately 535 (13%) speak Aboriginal languages. The two main dialects spoken in this District are Peigan and Siksika Blackfoot.<sup>3</sup>

### **2.1.2 New Canadians**

Lethbridge is a signatory in the *Coalition of Municipalities against Racism and Discrimination*<sup>4</sup>. The aim of this coalition is to “signify the respect, acceptance and appreciation of the rich diversity of our communities' cultures, our forms of expression and the dignity of all peoples” (Walden, 2009).

Residents of the City of Lethbridge and surrounding communities are largely of Western European origins. Next to Europe, the majority of immigrants and

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<sup>2</sup> Blackfoot is the name used to refer to three groups in Alberta; Siksika (which is literally translated as Blackfoot), Akainawa (widely referred to as Bloods) and Peigan (also spelled Pikani, Piikani, Pikuni or Piegan). There is a fourth group known as Blackfeet (due to a misnomer given by European settlers) that live in Montana, USA (Choose Lethbridge, 2009; Native-Languages.org, Retrieved January 7, 2010).

<sup>3</sup> Native-Languages.org, (Retrieved January 7, 2010).

<sup>4</sup> Signatories in Alberta include; Brooks, Calgary, Drayton Valley, Edmonton, Grande Prairie, Lethbridge, St. Albert and the Region of Wood Buffalo and Fort McMurray. This information was retrieved on January 22, 2010 from: [http://www.albertahumanrights.ab.ca/Media\\_invitation\\_2009\\_CMARD\\_reception.pdf](http://www.albertahumanrights.ab.ca/Media_invitation_2009_CMARD_reception.pdf)

temporary residents (1.5%) are of Asian descent. However, service providers reported that people are currently moving to this District from the Sudan, Iraq and Pakistan, among other countries. This may be due to the fact that Lethbridge is one of five locations in Alberta that offers service that specifically works with government assisted refugees.

## 2.2 Education

Educational attainment in this Judicial District is lower than provincial averages (See Table 1 below). The total number of people who have less than high school education is more than double that of the provincial average. As is the case in the rest of the province, educational attainment for Aboriginal peoples is lower than the general population. That said, the distinction between the educational attainment of Aboriginal peoples and that of the general population is not as vast as in the rest of the province.

**Table 1 -  
Educational Attainment for Lethbridge Judicial District**

Education	Alberta		Lethbridge	
	Total %	Aboriginals %	Total %	Aboriginals %
Less Than High School	14	26	32	39
High School	24	25	27	27
Trade	12	18	11	10
University/College	48	27	31	25

Sources: Alberta First (2008); Statistics Canada (2006; 2008)

## 2.3 Employment and Industry

Agriculture is very important in the Lethbridge District and has been touted as the primary industry (Statistics Canada, 2006) due to the revenue it garners. In fact, the nickname of *Feedlot Alley* has been given to a 500 km<sup>2</sup> area northwest of the City of Lethbridge due to the extensive livestock production: this area is home to over 500,000 cattle and 180,000 swine. When it comes to employment though, the largest numbers of people are employed in retail, education and business services which round out the top three industries in this District. The largest employers in Lethbridge are:

- Chinook Health Region.
- University of Lethbridge.
- Municipal Government (City of Lethbridge).
- Provincial Government.

Labour force participation in Lethbridge and area is approximately 71% (the provincial average is 75%). As of August, 2008 the unemployment rate was

estimated to be at 2.4%, which is lower than the provincial average of 3.5% (Service Canada, 2008). The average household income is \$52,841, which is lower than the provincial average of \$64,199 (Choose Lethbridge, 2009).

Aboriginals in the Lethbridge area have a participant rate in the labour force of 66%, which is slightly lower than the provincial average of 68%. However, unemployment rates for Aboriginals (8%) are also slightly lower in this District than the provincial average (11%). The average income for Aboriginal households is \$40,221. This again is lower than the provincial average for Aboriginal households, which is \$52,940 (Statistics Canada, 2006).

### 3.0 EXISTING LEGAL AND RELATED SERVICES

The Team began research in the Lethbridge Judicial District by mapping all legal services that could be found on the Internet and in any directories. Legal services were categorized into one or more of the following categories based on the definitions provided below:

- **Advice** – individualized answers about how the law will apply to a person’s particular case, what outcome is likely, or what option the person should pursue. Legal advice can only be given by a lawyer and a law student or paralegal working under the supervision of a lawyer.
- **Enforcement** – the application or regulation of a law, carrying out of an executive or judicial order or ensuring observance of or obedience to laws.
- **Representation** – a lawyer, law student or paralegal recognized by the Court, preparing legal documents (pleadings, Affidavit, etc.) or appearing on behalf of a client. Legal representation includes duty counsel and unbundled legal services such as drafting of pleadings.
- **Support** – services that offer court support programs or any other support/help finding or talking to legal and related services on behalf of clients needing legal assistance.
- **Public Legal Information and Education (PLEI)** – information about the law in general, about the options that are available and about basic court processes. The information can be in the form of written materials (pamphlets, brochures, websites), educational programs, or telephone/in-person services.

Social or health services that provide any kind of formal or informal legal support (eg. advocacy or referrals) or see large numbers of clients with existing or potential legal needs were also mapped.

A selection of legal and related social and health services were chosen for in-depth interviews<sup>5</sup>, and the Team conducted interviews with representatives from 11 legal and related services (Appendix B). Of these, 6 were sole purpose<sup>6</sup> legal services, 4 were cross-over legal and social/health services, and 1 was a sole purpose health/social service.

### **3.1 Identification of Legal and Related Services**

Sixty two organizations were identified and mapped in the Lethbridge Judicial District. Of these, 17 solely provide legal services, 40 offer both legal and social/health services, and 5 solely offer social or health services (see Appendix C for a list of legal service providers). These organizations provide a total of 210 legal and related services to this Judicial District. Of the 210 services:

- 67 are sole-purpose legal services;
- 22 offer both legal and social/health components; and
- the remaining 121 offer social and/or health services.

As noted in section 1.3, all available information about mapped services has been entered into a database that has been created for the ALSMP.

#### **3.1.1 Services by Areas of Law**

Table 2 includes numbers of services that are available in Lethbridge, other communities in the District and from outside the District (via representatives who periodically travel to locations in this District, Internet or telephone).

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<sup>5</sup> The Team has developed a prioritization process, which has been described in detail in the methodology discussion in the Calgary Judicial District Report at page 13, footnote 16. <http://cfjc-fcjc.org/docs/2009/mapping-calgary-en.pdf>

<sup>6</sup> "Sole purpose" is a term used for the purposes of this Project, to differentiate legal services that do not have any social or health service components and social or health services that do not have any legal service components.

**Table 2 -  
Services Available within the Lethbridge District  
by Area of Law & Service Type<sup>7</sup>**

<b>AVAILABLE LEGAL SERVICES<sup>8</sup></b>	<b>City of Lethbridge #</b>		<b>Other Communities #</b>		<b>Outside Judicial District</b>
	<b>Database</b>	<b>Interviews</b>	<b>Database</b>	<b>Interviews</b>	<b>Database</b>
<b>Administrative Law</b>					
<i>Advice</i>	1	-	-	-	2
<i>Enforcement</i>	1	-	-	-	8
<i>Representation</i>	-	-	-	-	-
<i>Support</i>	2	2	-	-	2
<i>PLEI</i>	7	3	-	-	21
<b>Civil Law</b>					
<i>Advice</i>	2	1	-	-	1
<i>Enforcement</i>	6	-	3	-	3
<i>Representation</i>	1	2	-	-	-
<i>Support</i>	7	4	1	-	2
<i>PLEI</i>	15	6	1	-	18
<b>Criminal Law</b>					
<i>Advice</i>	8	2	4	-	1
<i>Enforcement</i>	21	3	14	-	-
<i>Representation</i>	1	2	1	-	-
<i>Support</i>	16	7	10	-	-
<i>PLEI</i>	29	10	12	-	-
<b>Family Law</b>					
<i>Advice</i>	2	1	-	-	1
<i>Enforcement</i>	3	1	2	-	-
<i>Representation</i>	1	2	-	-	-
<i>Support</i>	10	5	1	-	3
<i>PLEI</i>	18	7	2	-	8

<sup>7</sup> Categorizing types of service is not straightforward. For example, the Native Counseling Court Worker Program is classified as “support”, although court workers are able to appear on behalf of clients. A service was only counted as providing PLEI if substantive information was offered about laws, rights, responsibilities or procedures. Not all advice and representation services also met the PLEI requirements.

<sup>8</sup> Some services offered multiple types of services in more than one area of law. Therefore numbers are greater than the total number of *different service organizations* mapped and interviewed.

### **3.2 Geographic Location of Services**

The majority of the legal and related services that cater to this District are located in the City of Lethbridge. These include:

- 37 sole-purpose legal services are located in the City of Lethbridge
- 10 cross over legal and social/health services
- 111 social and health services

Twenty one services are located in rural communities in this District:

- 17 sole-purpose legal services
- 3 cross over legal and social/health services
- 1 social service

As shown in Table 3, these services are located in multiple rural communities, although we count each service only once regardless of the number of branch locations it serves. The remaining 20 services are based outside of the District but provide services via phone or internet to clients in the Lethbridge Judicial District.

In this District the services are much more likely to have multiple physical locations in communities outside of the urban center than we found in the Fort McMurray Judicial District (Table 3). Although there are not that many more services than in Fort McMurray (210 as opposed to 176), they are much more evenly dispersed throughout the Judicial District. The First Nations communities only have a small Internet presence, and Team members were not able to attend the First Nations leaders' meeting that we had been invited to. Therefore, we were unable to ascertain exactly what services are located there. Blood Reserve, though, does have a few local services that are known about. They are located in Moses Lake and Standoff. Piikani Nation is home to some social and legal services as well, which are located in Brocket.

**Table 3 -  
Physical Locations of Legal and Related Services**

Location	Legal Services		Social/Health Services
	Sole Purpose	Legal & Social/Health	
Brocket	1	-	1
Cardston	10	2	1
Claresholm	5	2	-
Fort MacLeod	10	2	-
Lethbridge	37	10	112
Milk River	5	2	-
Moses Lake	-	-	1
Nanton	5	2	-
Picture Butte	5	2	-
Pincher Creek	15	3	1
Stand Off	5	1	1
Taber	10	2	-
Vulcan	5	2	-
<b>TOTAL Service LOCATIONS in District</b>	<b>113</b>	<b>30</b>	<b>117</b>
<b>TOTAL Service Locations Outside District</b>	<b>12</b>	<b>3</b>	<b>5</b>
<b>TOTAL PHYSICAL LOCATIONS</b>	<b>125</b>	<b>33</b>	<b>122</b>

### **3.3 Networking Among Service Providers**

Service providers spoke about a number of specific examples of networking groups. The *Lethbridge Shelter and Resource Centre* hosts monthly networking meetings. Attendees include; AADAC, the Detox Centre, Lethbridge Police, the Brain Injury Network, Probation Officers, John Howard Society, FASD Justice Project and various other agencies. Other networks include;

- the HIV Connection,
- South Alberta FASD Network, and
- the Aboriginal Council of Lethbridge.



In addition to these networking groups many service providers reported regular interaction with other agencies:

*It is excellent. Aside from meeting everybody in a group, I will meet weekly with somebody; whether it is other agencies, probation, the courts, [FASD] First Steps, the Youth Project ... and not just with one but probably with three of four on the list. It is a constant communication. [Legal Service Provider]*

*Community agencies consult with us. [They will say,] "This is what they have. What do you think?" [or] "We are sending someone. Please make sure they are assessed and make sure what their needs are." Family and friends also provide referrals. [Social/Legal Service Provider]*

*We are always networking with the police and the Crown and the probation office. We rely on each other to get our jobs done. Same with Children Services and FJS. I wouldn't say we are always meeting regularly but we do rely on each other to get our work done.  
[P made the comment that there is one difficult person to deal with and this affects networking] [Legal Service Provider]*

One service provider describes networking as effective in Lethbridge, and explains why that may be:

*What I find from talking to other agencies and other cities is we have a strong networking community that includes our Mayor, the City of Lethbridge and the regional police and a lot of the different agencies. We all sit on committees together and we will get together and brainstorm and do things together as a community. We have the ability to pick up [the] phone and know who you are talking to so you are actually dealing with whatever issue you are trying to resolve. We can do that with all those agencies I mentioned to you. I'd say that's why we have a good networking because in larger cities if you pick up the phone the chances of knowing me or knowing what we are doing in the community is slim. In this city everybody knows everybody and knows what we are trying to do together. We recognize that everyone is an equal and we find getting input from other people outside just our perspective is one of our strongest points and once you allow other people to be part of the process you just can't get stronger relationships. This is one of the things that is helping us achieve stronger relationships. [Legal Service Provider]*

Several collaborative efforts were also mentioned:

- The Southwest Alberta Coalition on Poverty.
- Social Housing and Action Project (rural) and “Bringing Lethbridge Home” (urban).
- The Alberta Hate Crimes Committee (province wide). The goal of this group is to have a generalized standardized approach to fighting hate crimes in the province of Alberta.

All but one of the service providers reported that they are happy with the networking in Lethbridge. This service provider had a very different perspective:

*Networking groups we avoid them like plague .... We used to attend but what they are is endless talking shops and no action ever results. Networking has always been poor... [Social/Legal Service Provider]*

Team members found that in spite of the largely positive things service providers said about networking, they did not all seem aware of each other and there were patterns of service networking and referrals (as discussed in Sections 5.2.3). There also tended to be very little or no mention of certain services that are spoken about in other Districts. (Examples include Native Counselling Services of Alberta (NCSA) and local legal clinics, which in this District is the Lethbridge Legal Guidance (LLG)<sup>9</sup>. In the case of LLG, this could be due to its relatively recent opening (Section 3.5.4).

### 3.4 Capacity of Existing Services

Service providers reported very strongly that they are currently extremely taxed and their ability to address the public’s legal and related needs are hampered by insufficient funding and, in the case of government services, the provincial hiring freeze:

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<sup>9</sup> This was similar to our findings in the pilot district, where Calgary Legal Guidance (CLG) was hardly mentioned by service providers, yet CLG’s statistics indicate a high volume of clients, and members of the public spoke of being referred to or finding this service on their own. In both Districts it is difficult to know whether the failure by service providers to refer to these clinics is due to a lack of awareness, a lack of complaints, or that these services are for some reason taken for granted.

*We can't always get to [network] meetings because we are short staffed. It would be so much better if we had a full team here.*  
[Social/Legal Service Provider]

*Sometimes you'll be asked to give someone some information - and it's interesting that you say that because we're just thinking about connecting with the immigration department area just in case someone needs information about the law - but we haven't quite done that. And it's only because, you know, sometimes you're so stretched, and these things sort of come by your desk, and you think, oh yeah, that's a need there, and we should phone up and say we've got resources or we can do a presentation or thing like that .... If they're asking a legal question about [domestic violence] ... I would send a person to the Victim's Services .... It's sort of helping people get to where they're supposed to be for help.* [Legal Service Provider]

*Some people are unreasonable in what they expect of us. Some people expect we will go and do everything for them and fill in their documents for them. Number one, we don't have the manpower to do that and number two, that is simply not our mandate .... People want a legal opinion and we are not lawyers ... It is tough sometimes, we are extremely familiar with our roles and the justice system and sometimes we can anticipate what the outcome will be but it is not our role to provide that sort of information. We cannot we give legal advice and people are often seeking that from us.* [Legal Service Provider]

*We refer to the Family Justice Court worker – she covers a huge area and has one assistant and that assistant is on maternity leave and they didn't replace her ... She doesn't return calls ever because she ... has the whole region to cover and Cardston, and she does go to court with [clients].* [Social/Legal Service Provider]

*Generally our job [is working with] the toughest and more barriered population and we do provide services from A-Z – our services and profession is underestimated, our workload is very high and pay is very small and we deal with all problems of living we deal with a 1,000 different things. We serve 400-450 clients every year.* [Social/Legal Service Provider]

### **3.5 Key Services in the Lethbridge Judicial District**

We are unable to state definitively which services the public are most likely to use as entry points in the Lethbridge District both because we were unable to interview any members of the public, and due to the low number of social

service providers who were able to speak on the public's behalf. The following section provides descriptions of the services that typically serve as entry points for the public in the Districts we have mapped. These include;

- Legal Aid Alberta,
- Lawyers,
- Services in the Courthouse,
- Lethbridge Legal Guidance,
- Police, and
- John Howard Society.

### **3.5.1 Legal Aid Alberta (LAA)**

Legal Aid in Lethbridge has an Executive Director, three Legal Aid Officers and two administrative support staff. There is a Family Law Office (FLO) that is staffed with two lawyers and two administrative support staff. LAA provides one full-time criminal Duty Counsel based out of the Lethbridge Courthouse. Duty Counsel is also provided for the circuit courts in Cardston, Pincher Creek, Taber and Fort Macleod.

Discussion of legal aid reveals that there is some confusion about what types of legal needs LAA addresses and about how to apply for certificate services. One service provider commented that the process of Legal Aid confuses clients and causes worry because they don't understand the process or what to expect:

*When it comes to our group ... it is difficult for them to understand the amount of time they are going to court. When you throw in LAA, sometimes there can be a bit of a wait. What we are seeing [is that] they have to go to court first and then have LAA appointed after that, and that is stressful for [clients] sometimes [when they are] going to court and they don't have a lawyer. I don't see how to resolve that, but that is an issue we definitely manage here. [Legal Service Provider]*

It was also reported with some concern that members of the public who are seeking representation for criminal matters must now be referred first to Duty Counsel. Then, if they require ongoing representation, they will be assessed for certificate services. This was the first Judicial District in which this process was reported to the Team. A representative from LAA confirmed that it is the official practice across Alberta, but has only been put into practice in the Lethbridge Judicial District within the past three months:

*Domestic Violence Court can help people first time with no criminal record. If more than one criminal record, or indictable we are limited to what we can do for them. We can make a referral to Duty Counsel who makes a referral for them to Legal Aid to get counsel. The direction has to come from Duty Counsel. We used to be able to refer directly .... Criminal court people that are charged have to go through Duty Counsel If they need a lawyer ... [that is] my only beef because we used to be able to make a direct referral to Legal Aid. [Social/Legal Service Provider]*

One service provider suggested that LAA does not seem to want to assist people with custody issues and also often does not provide assistance for those on welfare:

*I get so many stories about Legal Aid, that they really only want to handle cases facing criminal charges, not at all keen to go to bat for women who have custody issues. We've seen so many women get taken to the cleaners and lose their kids... (often they can't get Legal Assistance) and if on welfare LAA says no [R: Do you know why?] ... because they can't pay it back... The assumption is that if you are on welfare you can't pay it back and there is a cost to LAA. It is really, really hard to get lawyers to take LAA cases because they are so poorly paid by LAA. The women get absolutely screwed over who can't afford legal counsel, and ex husbands often can and we have had a lot of cases where grandparents get involved (male partner's parents) in order to make the mother appear unfit and to take the children away. [Social/Legal Service Provider]*

### **3.5.2 Lawyers**

*The Lethbridge Bar has a historical reputation of being extremely cooperative with LAA and, even if [they are] busy, they will still take on new clients... [Legal Service Provider]*

There are currently 156 practicing lawyers in the Lethbridge Judicial District, according to data provided by the Law Society of Alberta (Table 4). The number of lawyers is much higher, per capita, in this District than in the Fort McMurray District (156 compared to 39). The household incomes in this District are also lower than the provincial average (Section 2.3). Yet, this District does not have a coordinated effort in place to provide *pro bono* legal advice and representation.

**Table 4 –  
Lawyers who are Practicing in the Lethbridge District**

Location	Bar Members	
	Registered	Practicing
Brocket	-	-
Cardston	3	3
Claresholm	2	2
Fort MacLeod	2	2
Lethbridge	140	140
Milk River	-	-
Moses Lake	-	-
Nanton	2	2
Picture Butte	-	-
Pincher Creek	2	2
Stand Off	1	1
Taber	4	4
Vulcan	-	-
<b>TOTAL</b>	<b>156</b>	<b>156</b>

Overall, the service providers interviewed reported favourable experiences with lawyers, especially the Crown Prosecutors in Lethbridge:

*The Crown in Lethbridge is amazing. [Legal Service Provider]*

*The previous Crown Prosecutor was unbelievable. I was at the police station and there was a woman there and she had ... kids all under the age of six and her husband had been arrested for domestic violence and she couldn't have him back but ... she couldn't work without him watching the kids. I ended up calling the Crown Prosecutor at home and asked, "What can I do to help this lady, she can't keep calling in sick." He helped work it out and the next day her husband got to come home and everybody felt safe about that. I would never have done that if I didn't know him. [Social Service Provider]*

*Regarding youth, sometimes I know after talking to Crown that clients can utilize legal counsel better than we can assist them. We have good communication with Crown Prosecutors. [Social/Legal Service Provider]*

*[W]e received some excellent service from Lethbridge Lawyers...*  
[Legal Service Provider]

*We have pretty low legal literacy ourselves. -There is a local law firm had one female lawyer and she came in and did bills, power of attorney ... and personal directives and that firm gives them for \$100 and lets clients pay it monthly. We have a second female lawyer ... and she helps us, too, but on a very informal basis ....*  
[Social/Legal Service Provider]

It was reported that the Crown has implemented a number of programs that address the root problems that lead people to become involved in the justice system. The *Mental Health Diversion Program* is an example of this. Crown will refer people to this program if they have mental health concerns or brain injuries and have committed misdemeanors which are not covered by LAA (eg. public nuisance). This program will address the person's needs, such as treatment, assistance with medication and working with a counselor. If the person completes the program then they will not receive a criminal record.

However, some service providers reported that there is a lack of understanding by lawyers as well as members of the judiciary about certain groups of people: women who are living in poverty and immigrants (to be discussed further under Barriers in section 3.6).

One service provider did comment that it was difficult to know how find a lawyer that would offer *pro bono* work. Two service providers mentioned that they are not able to refer someone to a specific lawyer, regardless of their ability to pay, because they cannot appear to be promoting any specific firm or lawyer. They cannot suggest lawyers for people based on the lawyers' strengths or suitability for particular cases or other considerations.

### **3.5.3 Services in the Courthouse**

There are a variety of services that can be accessed at the Court House in Lethbridge.

*Provincial Court Services* in Lethbridge currently has 30 positions. They assist with all types of cases: criminal (both adult and youth), family, civil claims, and traffic. Staff have a wide range of responsibilities, including;

- answering phone enquiries about court process or about personal files,
- sitting as the Clerk in all court rooms both in Lethbridge and on circuit,
- document preparation before and after court,
- receiving payments for fines and bail,
- witness management,

- assisting witnesses with travel arrangements (eg. booking flights for people who cannot afford to pay for their travel), and
- paying witness fees.
- managing courtroom exhibits, and
- entering traffic tickets.

Representatives stated that the judicial clerks cannot fill in forms or provide legal advice but they get many requests for these services. For a member of the public entering the Court there is no waitlist for the above listed services (apart, of course, from any line-ups at the Court counter). Wait times for trials is increasing however: it is about 6-8 months before a case goes to trial. There are eight judges sitting in Provincial Court in this District.

Priority is placed on servicing people who are in custody and for child protection cases. The Judicial Dispute Resolution Program (equals 1.5 days a week) is available and staff try to schedule people within six weeks of receiving a request. Domestic violence court is also held regularly.

There is also a *Court of Queen's Bench* in Lethbridge, which deals with criminal and civil cases. Additionally, the Court of Queen's Bench offers a Civil Mediation Program. This is a pilot program that is currently only available in Edmonton and Lethbridge. The goal of the program is to help parties involved in lawsuits to resolve their cases quickly and in a way that their needs and goals are met.

There are normally two *Family Justice Counsellors* in this District; however the Family Court Counsellor is working alone due to the current hiring freeze within the Provincial Government. Participants noted this, reporting that it is difficult to get service and attributing this to the workload:

*I can't imagine how is it possible for her to even do one quarter of the work she has got. The last thing I heard was that they were going to hire a third person and now she is all by herself. We sort of question the wisdom of referring people there because how could they possibly get services. [Social/Legal Service Provider]*

*Family Justice Services (FJS) there is only one family court worker doing the job of what two used to do. We are not expecting that she is going to do twice the work because there is still only one person available. That is half the number of people that may not have the same level of access to a service that would benefit them. They could get an appointment with FJS if they want to wait two or three months. Some situations are urgent and maybe need attention a whole lot sooner. [Legal Service Provider]*



*Native Counselling Services of Alberta* (NCSA) provides family and criminal support services for youth and adults in this District. Their mission is to contribute to the holistic development and wellness of the Aboriginal individual, family and community. They aim to help Aboriginal peoples gain a better understanding of their legal rights and responsibilities as well as to provide court support, legal information, assistance and counselling to anyone who is facing criminal charges for summary offenses. NCSA staff also provide supports for people who are attending Traffic Court.

The NCSA Family Courtworker is mandated to focus on child welfare issues in this District and appears for clients in court who have legal needs related to child protection matters. NCSA assists in finding alternatives to apprehending children with the ultimate goal of keeping families together. If there has been an apprehension, staff will work to assist First Nations clients in having their children returned to them by encouraging and guiding them to fulfill their case plans.

Service providers also noted that both the FASD Community Justice Project (Section 6.1.2) and Native Counselling Services of Alberta have the ability to appear in court with clients but are not able to act as lawyers.

As discussed in Section 3.5.1, *Duty Counsel* is available five days a week for criminal cases only. In fact, anyone requesting LAA certificate services for criminal matters must first be referred to Duty Counsel. There is currently no Family Duty Counsel in this district. Family matters are addressed at the Family Law Office (FLO). However, if both parties require assistance FLO can only assist whomever requests services first to avoid a conflict of interest. If the second party cannot afford to retain a lawyer they can apply to LAA.

One very progressive initiative is the *Fetal Alcohol Spectrum Disorder (FASD) Community Justice Program*. A new “Birth to Death” Diversionary Program was initiated in 2009 to build on the FASD Youth Justice Program that had been in place for some time (Section 6.1.2). The *Mandate Divert* component targets offenders with confirmed or suspected FASD and works with the defense counsel as well as the Crown to direct them away from the usual justice stream, into alternative measures.

Both the adult and the youth programs also specialize in working with offenders who have FASD, which allows for identification of offenders with possible FASD in order to:

- Divert the people with FASD from the legal system where appropriate,
- Make recommendations to the courts for assessments, alternative measures or sentencing where appropriate, development of case management plans and/or pre-sentence reports,
- Influence program development or changes, and

- Provide advocacy for people with FASD, their family, school and community as needed.

This project also provides ongoing support training within the Lethbridge Police Service, agency partners, and other community groups as well as collaboration and mentorship with other regions interested in a coordinated justice response for young offenders with FASD.

#### **3.5.4 Lethbridge Legal Guidance (LLG)**

Lethbridge Legal Guidance is a non-profit organization that offers free legal advice to individuals with limited means and who do not qualify for LAA. They have three staff members, one of which is a lawyer. Although LLG has been in operation since February 2007, they have only had the staff lawyer since March 2009.

Clinics are held on Tuesday evenings, during which two volunteer lawyers will see four clients each and they will make referrals to the staff lawyer. In addition to the evening legal clinics, LLG accepts walk-ins for specific types of legal needs. They will accept walk-ins from the local women's shelter and have set up an outreach service with Blairmore's Women's Centre via Internet camera as there is no free legal help in Blairmore. The staff lawyer also goes to the Lethbridge Resource Centre on Monday afternoons. The staff and volunteer lawyers are able to provide advice in the following areas:

- Administrative Law
- Criminal
- Custody/Maintenance
- Debt/Contract
- Employment
- Immigration
- Landlord/Tenant
- Small Claims/Civil
- Separation/Divorce
- Traffic/Bylaws<sup>10</sup>

Although LLG has been operating for 18 months, there was not much discussion about this service from other service providers. Only two mentioned LLG and both indicated their impression that it is difficult to receive service due to heavy staff workloads.

#### **3.5.5 Police**

The RCMP serve rural communities in this Judicial District and the Lethbridge Regional Police Service has jurisdiction in the city. Because our interviews were

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<sup>10</sup> This list was taken from LLG's website <http://www.lethbridgelegalguidance.com/public/>.

conducted with service providers who work in the City of Lethbridge, virtually all of their comments were in relation to the city police. During the Key Contact visits, Team members were told about the great work that the police are doing with the immigrant population; indeed with the Aboriginal community and many diverse communities. They reported that members of the Lethbridge Regional Police Service are very involved in the community and have created a Diversity Officer position<sup>11</sup>. Two of their members have been adopted by the Blackfoot tribe and have Blackfoot names. As previously mentioned, a lot of Aboriginal training is offered to the Police officers and they work closely with the Aboriginal Council in Lethbridge. They have also recently started an online reporting procedure where individuals can report minor property issues by calling or filling in the forms online.

### **3.5.6 John Howard Society**

The John Howard Society of Lethbridge (JHS) appeared to be a point of first entry in this District, playing an integral role in public access to legal and related services, as evidenced by the services that this organization provides which are discussed throughout this Report.

## **3.6 Barriers to Accessing Legal Services**

Service providers identified some barriers that they are aware members of the public are experiencing. Most identified lack of public knowledge about services that are available, or where to begin accessing them. Also discussed are challenges in transitioning people between services (eg. on and off reserve). These barriers negatively impact service providers' ability to make effective referrals for their clients (as discussed in Section 3.3).

### **3.6.1 Lack of Public Awareness & Understanding of Legal Services**

Service providers in Lethbridge made it very clear that the public is uncertain about where to begin when trying to address their legal needs:

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<sup>11</sup> In 1995 an exploratory study was conducted in this District about police relations with Aboriginal people, which found that Aboriginal people tended to distrust the police but the police did not acknowledge this or think it was something to address (Barsh, 1995). It appears that law enforcement services have shifted their attitude in the 15 years since the Barsh study. Service providers spoke very positively about law enforcement. (Of course, it must be recognized that public opinion has not been heard in the Lethbridge mapping.)

*I would just say, if they're asking, again, a legal question about it, and where to send them. I mean, I would send a person to the victim's services that they have and things like that. It's sort of helping people get to where they're supposed to be for help. You know, a lot of times it's that ... so we do that. So, if someone would phone and say, you know, this is where I'm at and my partner's going to be appearing in court or whatever ... what can I do ... you know, so we'll just steer them where they need to be. [Legal Service Provider]*

*If we see the client is struggling and does not understand [the court process] then we give them a hand. We attend their lawyer and court appointments to make sure they understand fully and we advocate for them at the courthouse with Crown Prosecutors or Judges and we explain what is happening and what is going on. In terms of language barriers or maybe they have legal language which is really hard to understand most of the time. We do go on appointments with clients, not all but most. [Social/Legal Service Provider]*

It was stressed that this is particularly true for immigrants and refugees. As noted in section 3.5, there are key services that the public is familiar with and will turn to. The public knows about court services and will approach staff members with a wide range of needs, many of which are not actually within their mandate to address:

*People want a legal opinion and we are not lawyers and under no circumstances should we be providing a legal opinion. It is tough sometimes. We are extremely familiar with our roles and the justice system and sometimes we can anticipate what the outcome will be but it is not our role to provide that sort of information. We cannot give legal advice and people are often seeking that from us. [Legal Service Provider]*

### **3.6.2 Delays and Wait Times for Legal Services**

Service providers all reported that they do not keep waitlists and will do their best to serve everyone who requests (and is appropriate for) their services. Five participants reported that there were priority systems in place for people to access their services. Overall if there is a priority system, it is simply that the person with the most pressing issue will receive service before someone with a less pressing issue.

Service providers reported that it is currently virtually impossible to access essential legal services such as those offered by Family Justice Services and

Family Law services. Three service providers specifically reported that there is currently a very long wait (one specifically stated it was two months) to see a Family Justice Court Worker. This is just one example of the staffing and capacity issues that are linked to all gaps and barriers that were reported in this District (as previously discussed in Section 3.4).

### 3.6.3 Eligibility Criteria

Six of the ten participants reported that there were eligibility criteria for their services (Table 5).

**Table 5 – Eligibility Criteria**

<b>Eligibility Criteria (N=10)</b>	<b>Yes %</b>	<b>No %</b>	<b>N/A %</b>	<b>Not Answered %</b>
Gender	20	40	40	-
Residence	20	40	40	-
Immigration Status	10	50	40	-
Child Welfare Involvement	10	40	40	10
Income	10	40	40	10
Criminal History	10	40	40	10
Age <sup>12</sup>	-	50	40	10
Agency Referral	-	60	40	-
Ethnicity/Culture	-	60	40	-
Health	-	60	40	-
Marital Status	-	60	40	-
Non-Legal Considerations	-	60	40	-
Parental Consent	-	60	40	-
Parental Status	-	60	40	-
Religion	-	60	40	-
Citizenship	-	50	40	10
Crisis	-	50	40	10
Other	10	50	40	-

As is evidenced in Table 5, eligibility criteria are not reported as being particularly restrictive in this Judicial District. Only one service formally adhered to an income cutoff. Of the six services who reported having eligibility criteria,

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<sup>12</sup> This criterion may have been under-reported because participants may not immediately think of adult services as having an official criterion of age 18+.

only two reported that they do not make exceptions to their criteria. The following is a poignant example of the exceptions service providers will make in order to help members of the public. In this case, the service provider is going beyond their mandate to provide income tax services to female clients:

*In one case it was a mother and son. He had come from Quebec to look after his Mom. She needed to move due to her health and she had to move while in hospital and had to move to a wheelchair accessible home, and pay the damage deposit which was \$1250. They were desperate. She was on AISH and he wasn't working because he had just come from Quebec. We did four years of his income tax and he got \$4,000 back in refunds and that took care of their immediate needs. Once we have done a man's income tax attached to a woman we keep on doing that for the same couple. [Social/Legal Service Provider]*

Service providers were asked if there are any additional barriers and restrictions to accessing their services. The primary barriers reported in response, were lack of funding (five participants) and unruly/aggressive behaviour (two participants). It is clear that services are operating at or above capacity (Section 3.4), but still try to meet needs.

#### **3.6.4 Fees for Services**

Only one service reported that they regularly charge fees for services. Two additional services reported that they sometimes charge fees, but these are typically minor administrative fees (eg. charges to supply forms or duplicate documents) or fees to attend courses.

#### **3.6.5 Languages**

There appears to be good practices in place for accessing interpreters. However, a service provider who worked with immigrants reported that there are no justice services brochures or information available in languages other than English. Additionally, it was reported that sometimes when a person goes to court they have not been given the information they need in English, let alone their primary language, and this can cause problems:

*Crown Prosecutor or Police or Judges making assumptions that all immigrants understand how justice is served to them, most of them [immigrants] do not understand clients coming through agency we make sure they understand what is going on ... but there are immigrants that don't get the information in their first language before they go to the court. [Social/Legal Service Provider]*

Provincial court does have one staff person who speaks French and she is training so she can Clerk trials in French.

Two service providers reported that they offer written material in a wide variety of languages. Six service providers also reported that their services offer materials written in plain language (Grade 5-8 reading level). One participant spoke of what they viewed to be an especially good example of legal information written in plain language:

*I think some forms are legal jargon. Best example for plain language is the booklet for civil claims on how to commence an action, it is written very well. Same with instruction sheets in our Family Law Act kits - people initiating a parenting claim or a guardianship claim and the instructions in those are written in plain language. [Legal Service Provider]*

Two service providers reported that they provide resources, training and/or programs for people with low English literacy, and that a primary task for them is assisting people to fill out forms.

## **4.0 UNDERSTANDING LEGAL NEEDS IN LETHBRIDGE**

The following section contains a discussion about the types and incidence of legal needs that people have, and the services that are available to address those needs.

### **4.1 Statistics**

Statistics were provided about volumes and types of Provincial Court cases as well as about the types of legal needs people are seeking information about from the Public Legal Education Centre at Lethbridge College. By referring to these as well as to national and provincial statistics about the prevalence of legal problems and the observations of service providers, we are able to report on the primary legal needs in this District.

#### **4.1.1 National Prevalence**

National statistics on the prevalence of legal problems among Canadians paint a picture of vast everyday need (Currie, 2006, 2007, 2009). These surveys have repeatedly found that, at any given time, approximately 47% (11.6 million) of Canadians have legal problems with potentially negative consequences for their everyday lives. Analysis of the data specific to Alberta places incidence at 52%.<sup>13</sup>

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<sup>13</sup> Refer to the ALSMP report on the Calgary Judicial District at pages 42-46 for a more detailed discussion of this research. <http://cfcj-fcjc.org/docs/2009/mapping-calgary-en.pdf>

This is evidence of a need to effectively address prevalent legal problems. Table 6 provides a breakdown of legal problems by frequency according to type of problem and compares national and Alberta rates. Participants tended to report more than one legal problem with the average in Alberta and nationally being around three.

**Table 6 -  
Prevalence of Legal Problems in Canada and Alberta**

Type of legal Problem	Respondents with Problem <sup>14</sup>	
	National % (N = 8873)	Alberta % (N = 600)
Consumer	22.0	25.4
Debt	20.4	27.0
Employment	17.8	19.0
Wills & Power of Attorney	5.2	6.7
Family: Relationship breakdown	3.6	5.0
Personal Injury	2.9	4.3
Police Action	2.0	3.0
Discrimination	1.9	1.7
Housing	1.7	1.0
Hospital treatment or release	1.6	1.8
Other family	1.4	2.0
Threat of legal action	1.2	1.3
Social Assistance	1.2	1.7
Disability Benefits	1.0	1.2
Immigration	0.6	0.2

As can be seen in Table 6, the general patterns for incidence of problems in Alberta are very similar to the national pattern.<sup>15</sup> It should be noted that family law problems are divided between relationship-related and other matters. When combined, family matters at 7% are the fourth most frequently reported problem in Alberta. When both disability benefits and other social assistance are combined, benefits rank eighth in Alberta, accounting for 2.9% of reported problems.

<sup>14</sup> Percentages do not add to 100% because some respondents reported more than one problem within each category. Percentages are not rounded because of the extremely large number of Canadians potentially represented by the national statistics (95% confidence ratio), where 1% equals approximately 250,000 Canadians. National percentages are taken, with permission, from Currie (2007, p.12). Alberta numbers provided in a personal communication from Ab Currie, December 7, 2009.

<sup>15</sup> The small percentage differences that occur cannot be considered significant because the sample sizes are not comparable. While 600 respondents is a sufficient number to make the Alberta results reliable within the province, it is a mere fraction of the total national sample. Percentages were also provided for the number of each type of problem reported by Alberta respondents (a total of 938). While this changes the numbers within each category, the overall frequency pattern is very similar.



Frequency of a problem does not, however correlate with perceived seriousness. By far, respondents considered social benefit problems, followed by family matters, to be the most serious. In contrast, the more prevalent consumer and debt problems were viewed as the least serious.<sup>16</sup>

The prevalence of legal problems demonstrated by this research reveals the potential need for legal services as an everyday occurrence for a significant portion of the population. In fact, as the survey focuses on problems already perceived as serious, it likely underestimates actual legal need, which would also include many non-problematic everyday matters such as making a Will or formalizing a contract.

The national research concerning the prevalence of justiciable<sup>17</sup> legal problems (Currie, 2007), provides a foundation of both national and Alberta specific data within which to consider the ALSMP findings for all Alberta Judicial Districts. These findings indicate a much greater need for legal services than has traditionally been understood.

#### **4.1.2 Service Statistics**

The Team requested statistics from all services where representatives were interviewed.<sup>18</sup> These data supplement the national data and researcher observations.

Provincial Court statistics indicate that the volume of civil, family and criminal cases decreased between the 2004/05 and 2005/06 fiscal years. Since then, Family cases show a continued increase<sup>19</sup>. Criminal cases show variability until 2008/09, when a sharp increase is recorded for all types. Civil cases have decreases since 2004/05 (Table 7).

Average numbers of hearings have increased to six times what they were in 2004, yet courtroom time has stayed much the same. This would suggest that the time spent on each hearing has decreased. These changes could be due to changes in statistics keeping, changing procedures, increased efficiency or even a lack of capacity to spend more time on each hearing. This warrants further attention and input from court clerks, lawyers and members of the judiciary in order to determine the true cause(s) of these changes.

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<sup>16</sup> While it seems intuitive that for the most part consumer problems would not have as serious an impact as many others the same is not true of debt. Based on the CJSP data reported in Stratton & Anderson (2008), we would suggest that debt is seen as manageable until it precipitates or combines with other problems, such as family breakdown, loss of job, foreclosure, etc.

<sup>17</sup> Justiciable is defined as "capable of being decided by a court".

<sup>18</sup> The Lethbridge College Public Legal Education Program provided statistics which give additional insight into the legal information needs of people living in this Judicial District. This will be discussed in Section 6.1.1.

<sup>19</sup> Child welfare figures are variable but, overall, show no significant trend.

**Table 7 –  
Lethbridge Provincial Court Volumes**

<b>Area of Law</b>	<b>2004/05 Volume</b>	<b>2005/06 Volume</b>	<b>2006/07 Volume</b>	<b>2007/08 Volume</b>	<b>2008/09 Volume</b>	<b>Average Annual Volume (2004-2009)</b>
<b>Civil</b>						
Claims Filed	614	552	448	456	511	516
<b>Family</b>						
Actions Commenced	500	297	996	1,246	1,366	881
Child Welfare Actions Commenced	689	606	611	622	704	646
<b>Criminal</b>						
Tickets	73,888	66,667	72,450	76,704	85,520	75,046
Charges Commenced – Adult <sup>20</sup>	50,872	46,579	47,008	52,202	56,077	50,548
Charges Commenced – Youth	54,683	50,484	51,198	56,858	60,746	54,794
Charges Concluded – Adult	50,335	45,449	47,173	51,489	56,610	50,011
Charges Concluded – Youth	3,786	3,794	4,107	4,481	4,748	4,183
Average Hearings per Month	14	28	46	67	74	46
Average Courtroom Time (hours)	3,203	3,186	3,154	3,066	3,228	3,167

## **4.2 Specialized Services for Particular Groups and/or Specific Legal Needs**

Table 8 illustrates the numbers of existing sole-purpose legal and cross-over legal and social/health services that appear to offer specialized services for particular socio-demographic groups and/or to meet specific legal needs<sup>21</sup>. Related social and health services that specialize in working with any of the same groups or needs are also reported to add perspective (see light grey column).

<sup>20</sup> The totals for adult and youth charges commenced include federal, provincial and municipal charges.

<sup>21</sup> For services not interviewed, these have been identified by publicly available data, most often the organization's website.

**Table 8 -  
Specialization of Legal and Related Services**

Specialization	Legal Services		Social/Health Services
	Sole Purpose	Legal & Social/Health	
Aboriginal	3	2	8
Accidents/Injuries	-	-	-
Addictions	-	1	6
Alternatives to Court	6	2	-
Children	6	-	37
Consumer Issues	2	1	1
Crisis Intervention	2	1	1
Debt Management	-	2	-
Disabilities	3	-	9
Employment	-	-	9
Families	8	3	29
Family Violence/Abuse	1	3	4
Gay, Lesbian, Bisexual & Transgendered	-	-	-
Housing & Tenancy	5	1	15
Human Rights & Citizenship	11	1	-
Immigrants	-	2	2
Low Income/Poverty	1	1	25
Men	-	-	-
Mental Health	1	-	20
Pensions & Benefits	3	1	-
Seniors	6	1	15
Taxes & Finances	1	1	-
Victims & Offenders	21	-	6
Wills & Estate Planning	1	-	-
Women	-	1	16
Youth	9	2	19

Service providers identified three main groups for whom specialized legal services are lacking:

- Immigrants and Temporary Foreign Workers (TFWs).
- People with addictions.
- People with mental illnesses.

As indicated (grey shading) in Table 8 above, there are next to no legal services that specialize in working with people in any of these groups. The immigrant numbers are also low in this District; however, the Immigration service that is in Lethbridge is very specialized and is a pilot model in Alberta. It does not offer specialized services for TFWs. Additionally, there are currently only two lawyers in Lethbridge who specialize in working with New Canadians, so people have to be referred to lawyers in Calgary when these two lawyers cannot take new clients.

#### **4.2.1 Aboriginal Experiences**

*In this part of the world If you are poor and Aboriginal you don't have a hope of getting justice... you don't have a hope of getting housing either. [Social/Legal Service Provider]*

Lethbridge is located close to the two largest reserves in Canada; the Blood and Piikani Nations. Service providers commented that a lot of their clients are Aboriginal peoples. They pointed out that there are needs that are specific to the Aboriginal population and complexities that must be addressed in order to effectively provide the services they require.

*They talk about how a justice system discriminates against Aboriginal people, and those are issues that have to be talked about, I think. All those things ... like how citizens can get involved in [the justice system]. Well, it might be for jury duty. It might be serving on the youth criminal justice committee. People can become involved in the system. And then ... what role do Elders have in the justice system? They actually went onto the reserves and they talked to Elders, and [asked] what the issues are for Aboriginal people. We talk about Aboriginal issues and what that means. And it's really interesting because young people ... they get it. When you talk about Aboriginal issues, when you talk about the history and what's happened ... and I think it's so important to do that as well. [Legal Service Provider]*

*[We] will do [presentations about topics from drugs, to relationships, to bullying] out in the diversity communities with youth and children and do the same with the Aboriginal community. We usually call those programs self-respect and learning how to stay away from trouble. [Legal Service Provider]*

Service providers expressed concern that people who are receiving legal and related services while living on reserve risk falling through the cracks when they move away from the reserve (and vice versa), due to lack of transitioning:

*A high percentage of our clients are First Nations .... There is such a shift on and off reserve – we work really closely with the two reserves, so that when we transition [clients] we don't lose them between programs. [Legal Service Provider]*

One service provider reported that their Aboriginal clients are most likely to be young, single mothers. Their most commonly reported legal needs are related to child custody, divorce or legal separation and property division. However, when Aboriginal women experience relationship breakdown that often leads them to move off reserve, into urban settings, where they are faced with further challenges:

*We get the women who are just off reserve for first time - they are used to the whole community helping them to looking after their kids and here they are solely responsible for the kids and they can't handle it and they can't handle life off reserve .... Some end up in substandard housing which makes them sick. [Social/Legal Service Provider]*

Social services providers reported attempting to involve Aboriginal clients' social support networks whenever possible. There are also attempts being made to more effectively provide services for Aboriginal peoples. Womanspace has developed a partnership with the Opokaa'sin Early Intervention Society with the goal of providing more seamless and effective services – particularly financial services.

Service providers also reported that there is a lot of communication between the police and the Aboriginal community. The Chief of Police and another officer have actually been adopted into the Blackfoot Nation. In addition, one of the police officers works closely with the Aboriginal Council of Lethbridge - a group of First Nations people that manages funding and acts as a hub for the

Aboriginal community inside the City of Lethbridge. They serve First Nations, Métis and Inuit people and aim to develop programs to help improve life for Aboriginal people living within the city. In addition, police co-train with the Aboriginal community and receive training about topics including the effects of residential schools and how to respond to calls involving members of the Aboriginal community.

The service providers we interviewed in Lethbridge generally expressed awareness of Aboriginal clients, their circumstances and needs. At the same time, they acknowledged the challenges of poverty, addictions and FASD that Aboriginal peoples face. As reported in other Judicial Districts, it can be difficult for providers to help clients with alcohol, drug or mental health problems and safety is sometimes a concern. The lack of addictions and mental health services impacts the ability of legal service providers to be effective.

#### **4.2.2 New Canadians**

The numbers of people immigrating to Lethbridge and area are not as high as in other areas such as Calgary, Edmonton and Fort McMurray and there are services in place for New Canadians in this District. Most of the service providers also indicated that they had informal systems of working with people whose first language is not English but three reported having more formalized methods:

*Immigrant services and through Chinook Health they do have a list of translators. We did have our own volunteer group, but we couldn't use them enough to make it worth their while. Written materials are available in other languages - I couldn't give an exact list. We have Blackfoot and Cree, French, German on internet, Ukraine on internet, Chinese, Japanese, Tagalog, Punjabi, Hindi, Italian and Spanish. [The other language information is] from Investing Kids, which is a National Organization. [Social Service Provider]*

*If we need an interpreter we work with Immigration Services here and can have access to 24 hour interpretation inside our city. If not we have access to the same lines they use in Calgary and Edmonton to have an interpreter on the phone. We have access to interpreters in almost every language. Our written material is in English. We are looking at putting flyers together in different languages for people that are new to the country on what the police service does here. [Legal Service Provider]*

*When a client is dealing with legal matters we meet with them and we make assessments and see how much the client knows and what services he or she knows because the [Canadian process] might be different for example from the police and courts from their country in Canada. If they understand [the process] and can go on their own and deal with the matter, we provide them with interpreters .... We attend their lawyer and court appointments to make sure they understand fully and we advocate for them at the courthouse with Crown Prosecutors or Judges and we explain what is happening and what is going on .... We do go on appointments with clients, not all but most. When I went to court with clients I have to act as an interpreter or advocate for the client. If I go as an interpreter (I speak a few languages) I will only interpret and before we go to court I will make sure the client understands and I will explain in plain language what is happening. If I go as an assistant then we will have an interpreter there as well. Interpretation and translation services we can provide in 34 different languages - facilitate the process for the client. [Social/Legal Service Provider]*

It should be noted that Opokaa'sin, an Aboriginal agency located in this District, also serves New Canadians. Where the gap lays (Section 5.1.7) is in dedicated legal staffing and resources for TFWs. There are currently no legal services dedicated to working with this group.

#### **4.2.3 Self Represented Litigants (SRLs)**

Service providers in this District once again reported that people are most likely to self-represent because they cannot afford legal representation. Some concern was also expressed that people who are vulnerable due to factors such as mental illnesses and homelessness may be self-representing because they do not know there are other options for them.

When it comes to types of legal problems, service providers reported that people were most likely to self-represent in civil and quasi-criminal (eg. traffic tickets) matters. However, it was their experience that approximately half of people with family law matters also self-represent. Given the service providers' reports about the vulnerabilities of people who are most likely to go to court without a lawyer, combined with the serious issues that are determined in family law cases, this is a serious concern:

*Access to justice is really problematic and difficult to access for low income women particularly. I heard a story of woman who showed up in family court without a lawyer and the Judge yelled at her, "Don't you show up in my court again without a lawyer!"... I would say that there is no access to legal services for that group of women. It makes me crazy. If I hear one more story of a woman who has to go into court by herself against a high powered lawyer for the husband! [Social/Legal Service Provider]*

As the above quote illustrates, some concern was reported that members of the judiciary are not always understanding about why people end up self-representing.

### **4.3 Consequences of Not Accessing Legal Services**

While more information is needed in order to understand when, how and why people recognize and seek to address legal problems, the frequency with which the general public has a legal need and the negative costs of not addressing legal needs, are well established. If legal needs are not resolved promptly, overall social problems tend to increase, leading to additional issues which form a “cluster” (Currie, 2007, 2009; Genn, 1999; Pleasence, Balmer & Buck, 2008; Stratton & Anderson, 2008a). ALSMP data from the Lethbridge Judicial District confirms this tendency.

Both legal and social service providers commented on the clustering of legal needs and social problems. The areas of clustering identified include:

- Poverty and lack of understanding of the justice system with all types of legal problems,
- addictions and criminal charges,
- mental illness and criminal charges,
- general health and all types of legal problems, and
- homelessness and all types of legal problems.

Neglect (regarding children and youth), being a single mother, as well as immigrants and refugees who do not have adequate access to health services also received mention as factors that correlate with having legal problems.

## **5.0 GAPS AND PRIORITIES IN MEETING LEGAL NEEDS**

In addition to the barriers that make it difficult for members of the public to access the legal services they need, some significant gaps in existing services emerged. In this section we will discuss major gaps that must be prioritized in order to improve legal service provision in the Lethbridge Judicial District, and



will also note the challenges in filling these gaps.

## **5.1 Gaps in Legal Services**

Based on service providers' feedback, we identified seven gaps in legal services that warrant attention.

### **5.1.1 Affordable Legal Services**

As with other Districts, the need for additional affordable legal representation was highlighted. This is particularly true for people who do not meet LAA income guidelines but do not earn enough to be able to pay for private lawyers. Although there are 156 practicing lawyers in this District and they are dispersed through some of the rural communities in addition to the urban centre, service providers reported the need for *pro bono* legal services.

Other legal services that were emphasized were:

- Civil and family matters.
- Services that will notarize documents for free.
- Services that can help fill out legal forms and explain legal processes.
- Free Income Tax Services.<sup>22</sup>

### **5.1.2 Lack of Services and/or Resources Dedicated to People in Transition**

The fate of people who are already at risk due to poverty, lack of social supports, lack of legal education, crisis, addictions, and/or mental health symptoms can often depend greatly on the service providers they contact. Service providers generally recognized the needs of vulnerable client groups and several programs provide models of an integrated service approach. Service providers repeatedly spoke about the danger of people who are vulnerable being lost by the system(s). As was previously mentioned, people who are transitioning from living on reserves to other communities are a group that is often inadequately supported.

The need for more transitional supports, such as housing, food, transportation, literacy of all kinds and legal assistance in all areas of law were often mentioned. The following quote provides an illustration based on a transition from a correctional centre. The client had been doing well in a treatment program while incarcerated:

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<sup>22</sup> One participant also noted that there is no local Revenue Canada Office in the Lethbridge District. Income tax is considered a legal service because of the statutory imperative and the legal ramifications of failing to file.

*Just to give you an example of what happens a lot of times is ... we had ... well, we actually had a client from the correctional centre, and he actually asked to be released in Lethbridge, which they can do ... they can ask to be released in Lethbridge. Mind you, they have to have some plan, or there has to be someone in the community who can pick them up. He had a relative in Lethbridge, but he was from way up North, that's where his residence was, and so, he was released. He ... went to this cousin's place, slept a couple of nights and then ... he said, "I want to go back home." He had no job, no money .... So he came here and he said, "Could you please give me a bus ticket ...." I would have loved to go out and bought him a ticket, but we don't have funding to do that. So, I phoned the correctional centre .... Of course, they said no .... He should've done this and this and that. So, anyway, I worked to get him this bus ticket ..., and then I took him down to the bus, bought this ticket, and then he said to me, you know, this is going to be a long trip .... I mean, the schedule was horrendous for this man. And he said, "Do you have money for food?" So, here's this man standing. He has no bag ... no nothing ... it is so sad. So, I gave him some money.... That was from my money because I wasn't going to let him go to Fort McMurray.... And wouldn't it be great if non-profits could not be worried about funding all the time when there's all these people that you deal with. But we fight for funding. I mean, it is a struggle, and a lot of money ... funding is a huge issue for non-profits .... I'm telling you that story because I want ... because a lot of people do that. So, it's not unusual for people to say, okay, I'm going to volunteer ... okay, this is your job, but I'm going to volunteer all of these hours because it's necessary to do. Or ... the programs that we run out at the correctional centre are run by staff on a volunteer basis. So, they're extra hours that we put in that we're not paid to do. But that's the reality of the work we do. [Legal Service Provider]*

### **5.1.3 Justice Services Conducted in Languages Other Than English**

While the majority of service providers interviewed do make attempts, even if they are informal, to access interpretation services for clients who cannot speak English fluently, they reported that there is a real need to be able to conduct formal legal processes in additional languages. The Provincial Court in Lethbridge is training a Clerk to be able to provide services in French, which is a good step. There is also a need for efforts to be made to accommodate other commonly spoken languages.

### **5.1.4 Coordinated Services for Seniors**

Service providers expressed the need for there to be more coordinated legal and related services for seniors. This group is particularly vulnerable to

experiencing legal problems related to abuse (financial and other) and residential tenancy issues. They also have legal needs, such as; assets management, Wills and property reallocation:

*In Lethbridge there is the Family Violence and Elder Abuse Committee, which is working towards increasing knowledge about abuse of elders. The Lethbridge Elder Abuse Response Network [LEARN] tried to hire a coordinator for the entire network so seniors could activate it if they needed it, but they could not access funding. [Legal Service Provider]*

### **5.1.5 Services for Women**

Service providers expressed concern about the experiences women – especially those who are living in poverty – have that lead to and exacerbate legal and related problems<sup>23</sup>. One service that was highlighted as necessary to providing holistic services is a Sexual Assault Centre. This would include legal, health and social service providers who were co-located and could provide coordinated, expedited access to legal, health and social services without victims of sexual assault having to retell their stories and find services on their own. As previously mentioned, there is also no Family Law Duty Counsel (Section 3.5.1) and only one Family Justice Court Worker (Sections 3.4 and 3.5.3) with a part-time assistant who must serve the entire District. Thus, capacity to serve low income women (and men) with family law needs is severely limited.

### **5.1.6 A Youth Correctional Centre**

One resource that service providers indicated is missing in this District is a correctional Youth Center. People under the age of 18 who are remanded to custody are transferred to Calgary or Edmonton. This removes youth from their communities and separates them from whatever social supports they may have at a particularly challenging time in their lives. Not only can this add tremendous stress and apprehension to that already being felt by these youth and their families, it can also lessen their appreciation for the impact of their actions in the community. All of these factors decrease the likelihood of successful rehabilitation and in-turn increases the chances of re-offending.

### **5.1.7 Services for Temporary Foreign Workers (TFWs)**

Advocates discussed the vulnerabilities and abuses that TFWs are subjected to when coming to Canada to work. Yet there are no services in this District that specialize in providing information and helping these people with their legal needs. Lethbridge Family Services does offer a Settlement Program, but it is primarily directed toward government assisted refugees (GAR), which is

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<sup>23</sup> LLG reportedly works closely with women's shelters in this District to help meet these needs.

discussed in Section 6.2.3. Although they do sometimes assist people who have been sponsored by their families as well as skilled TFWs, this service does not actually receive any funding to work with TFWs. This gap needs to be addressed as TFWs are vulnerable to legal problems related to employment, landlord/tenant and immigration.

## 5.2 Challenges in Filling the Gaps

In this section we will discuss the challenges that hamper the elimination of the above mentioned gaps. These include;

- lack of funding and resources,
- lack of staff, and
- fragmentation of legal and related services.

### 5.2.1 Lack of Funding and Resources

*... meanwhile the clients keep coming ... We can't put out the word that we have no money so don't come to see us. [Social/Legal Service Provider]*

Service delivery is affected when there is either not enough funding or funding is reduced. Service providers who are already at capacity, become busier and unable to provide the amount or quality of service they previously provided. In addition to maintaining capacity, it was also indicated that some already existing services require more funding to improve or expand the services they are currently able to offer:

*You know, the biggest issue is always ... not the client ... the biggest issue is always finding funding. But we fight for funding. I mean, it is a struggle, and a lot of money, I hate to say this, but a lot of money goes into hiring more police and all those; and it's sad. I mean, I'm not saying ... well, maybe they don't need more officers ... but funding is a huge issue for non-profits. [Legal Service Provider]*

The current economic situation means that available funding for not-for-profits is becoming even more limited than is typically the case. Service providers' anxiety about how they were going to meet the needs of their clients was salient. They gave specific examples of how their ability to meet the needs of the public are impacted by a lack of funding and restrictive funding guidelines:

- Inability to provide services to people who are not Canadian citizens.

- Inability to coordinate services for seniors.
- Inability to provide adequate supports or housing for persons with disabilities.

It was also reported that, because available funding changes so frequently, it is very difficult to maintain an accurate awareness of what services exist, what their mandates are, what supports they are actually able to offer clients and who the contact people are. This makes it extremely difficult to make accurate referrals for clients.

Service providers from essential services reported having to fundraise to keep their service running after experiencing funding cuts. Additionally they reported having to go beyond or change their mandates in order to survive and to meet the needs of the public:

*We used to do research and policy development stuff .... We are now doing direct service provision because ... the government ... changed the mandate so that lobbying and political action was not allowed on their dime and no general research on status of women .... We had a little bit of lead time. We had a grant proposal in for part two of [a research] project, it was already in and on the Minister's desk and she signed off on it. We had 18 months to continue to do research/policy development .... We had to come up with a project under new terms and conditions and we had one we wanted to do for years but couldn't because it was service delivery. [Social/Legal Service Provider]*

### **5.2.2 Lack of Staff at Existing Services**

Service providers repeatedly spoke about having inadequate staffing or vacant positions that are not being filled. This applies to not-for-profit organizations and government services.

A hiring freeze had been in effect with the Government of Alberta for approximately eight months at the time that the Team was interviewing in this District, and the impact was being felt. Service providers are experiencing increasingly limited ability to provide mandated services. Working to enhance service delivery and networking or collaborating with other service providers is becoming less and less possible.

Representatives from not-for-profits echoed these concerns due to the limited funding that is available and the near impossibility in the current economic climate, of obtaining additional funding. Although they recognize where there are additional needs to be met or opportunities to enhance service provision, they cannot afford to hire the staff required to address these needs.

### **5.2.3 Fragmentation of Legal and Related Services**

There is contradictory and mixed information regarding service providers' awareness of other services, and capacity to make effective referrals. It is evident that there are a lot of referrals being made. However, there were no services that Key Contacts and interviewees consistently spoke about, and there were gaps in their knowledge of other services. This is true in spite of the networking they reported being involved in. Review of the interview data revealed that, while most service providers report that they refer to a variety of other agencies quite often, they are not referring to or networking with the same services. This is very interesting, considering the relatively small size of the main urban centre. Regarding types of services, the following referral patterns emerged:

- Sole legal service providers are primarily referring clients to other sole legal services.
- Social service providers are referring to both social and legal services, however the majority of their referrals are to other social serving agencies.
- Agencies that offer primarily legal assistance with some social assistance showed no discernable pattern with one organization only referring to social agencies and the other referring to both legal and social services.

However, service providers also seem to have specific agencies that they consistently refer to within the legal and social/health sectors. Hence, although sole purpose legal services may be more likely to refer to other sole purpose legal services, they are not necessarily referring to the *same* selection of sole purpose legal services. There is a need for more widespread and consistent awareness of what services exist, and improved coordination of service provision.

Key Contacts stated that there is an initiative underway to move all services for families to one building in order to improve accessibility for the public and communication between services. However, the building that is available is not in an ideal location.

## **6.0 IMPROVING LEGAL SERVICE DELIVERY**

In this section we will discuss means of improving legal service delivery in the Lethbridge Judicial District. As a starting point, we want to recognize:

- the good practices that are in place in this District, and
- creative approaches that service providers are using to address legal needs.

## 6.1 Good Practices to Build On

Service providers in the Lethbridge Judicial District are very proactive and resourceful when it comes to finding ways to provide PLEI for the public. They also seem to be devoting a great deal of resources and creativity to working with children and youth who have or are at risk of having legal needs. The following areas are models upon which to build:

- The provision of PLEI.
- Providing services to children and youth.

### 6.1.1 Public Legal Education and Information (PLEI)

What stands out in this District is the availability of PLEI (Table 9 and Appendix D), especially PLE, which has by contrast been identified as lacking in the Calgary and Fort McMurray Judicial Districts. Service providers did say that there is still a need for more but this District has some excellent resources available already. Where challenges may still lay – and this cannot be confirmed without public participation – is that people may not know about all the PLEI that is available to them. There is the question, for example, of whether or not people who are most vulnerable and in need of PLEI would be aware that it is available at the College. Additionally, LLG is relatively new and people may not know to go there for information. This District also does not have a Law Information Centre (LInC). A LInC could serve a very important role in creating a visible access point for people.

**Table 9 -  
Services That Offer PLEI by Area of Law**

<b>PLEI Topics</b>	<b>Urban</b>	<b>Interviews</b>	<b>Rural</b>	<b>Interviews</b>	<b>Outside District</b>
Administrative					
Information	7	2	-	-	21
Education	3	1	-	-	5
Civil					
Information	15	6	1	-	18
Education	6	2	1	-	2
Criminal					
Information	29	8	12	-	-
Education	19	2	10	-	5
Family					
Information	18	7	2	-	8
Education	9	2	2	-	-

The Lethbridge College *Public Legal Education Program* offers PLEI at the College, by video link and through presentations. Topics currently on the website are strong and often repeated.

The courses are primarily offered in English but some special events have been organized in collaboration with agencies. Examples include a course for immigrants where interpreters were present, and an adaptation of an Elder Abuse kit that offered a summary plus a video in French. Some for-credit courses are offered through the college, sometimes with online video links to smaller communities.

There is a growing focus is on the expansion of the “Law at Lunch” program offered by the College and the *Lethbridge Public Library*, which is now video linked to approximately 25 communities across southern Alberta, where events are held at local libraries or other community spaces. Topics are chosen by request, and repeated according to demand. Residential tenancy related legal topics are perennial favourites.

The Public Legal Education Program records a steady number of contacts from the public. The total attendees between July 2008 and July 2009, for example was 720. During the Fall of 2009 they had tracked 338 inquiries, which indicates an increase. This may be attributed at least in part to the new lunch time video series.

The *John Howard Society of Lethbridge* provides extensive PLEI to children and youth via schools in the Lethbridge area. They run a Grade 4 program called “Values, Rules and Laws” which incorporates discussion about rules and laws and why both are necessary. There is a Grade 6 program that was created because this is the grade in which most children turn 12 years of age and become accountable and responsible under the *Youth Criminal Justice Act* (YCJA). The Grade 6 program covers some of the basic principles of the *YCJA* as well as legal rights. Additionally, JHS runs a Grade 8 program called “Violence and the Law” which was implemented after an incident in Taber where a young man went into the school with a rifle. After this incident the public began to express the perception that youth were becoming more violent and, through this program, JHS presents accurate information about youth violence. JHS tailors all their PLE programs to cover basic legal information and address relevant issues as they come up.

Service providers also reported that the *Alberta Government’s* Department of Education has recently implemented learning about justice issues in Grades 3, 6 and 9 as part of the Social Studies curriculum. The Grade 9 textbook includes a chapter that discusses a fair and equitable justice system. It discusses the *Charter of Rights and Freedoms*, *YCJA*, compares the differences between the adult and youth systems and defines Canada’s *Criminal Code*. There is a chart



that shows the process a young person goes through, beginning when they break the law. There is also discussion on the role that Canadian citizens play in a justice system and a discussion around the role Elders have in the justice system.

The *Lethbridge Police Service* also offers PLEI services, including;

- educational programs for youth and children on issues such as drug use and bullying in schools,
- educational programs for seniors on issues from personal safety to anti-fraud,
- a Seniors' Safety Calendar,
- educational programs for new Canadians in conjunction with Immigrant Services called "You and the Law,"
- educational lectures for Gay/Lesbian/Bisexual/Transgendered People on personal safety issues,
- a Police Building tour and talk about the services offered, and
- regular media interviews.

The *Provincial Court* also offers legal information:

*People want to file a[n] ... application of some sort and our front line cashiers help as much as they can, and sometimes they just want the forms. We have the forms and booklets, and websites for people to access like our justice website where they can get forms and information. Our cashiers will help. But if they want more information such as an RTA (Residential Tenancy Act) application is very time consuming, they will call up a civil claims clerk to assist that customer. The other part of that is someone coming to the counter with their child being apprehended and they want to get info about the court date and what their steps need to be. We are saying, "you may want to seek Legal Aid and talk to this person." [Legal Service Provider]*

Quality PLEI is essential to offering people a way to alleviate or even prevent legal problems and service providers in this District emphasized the necessity of coordinating its delivery and enhancing its accessibility:

*I think small programs are characteristic of a lot of what happens in PLEI in Alberta. It seems to be the way it's organized and that has some strengths because people have good contacts with their own communities. But no one can be everything to everybody. There needs to be a system of coordination .... We all talk about facilitating collaboration, but that doesn't just happen. You need some kind of a better organization that is in a position to do that ... you need somebody whose job it is to facilitate and sustain collaboration and partnerships and projects. And no particular program is in a position to do that themselves. We have made efforts to break out of our pattern. I think we've actually made some progress at times, but more could be done to make it effective. [Legal Service Provider]*

### **6.1.2 Services for Children and Youth**

The efforts being devoted to educating children and youth about the justice system and their legal rights and responsibilities are impressive (Section 6.1.1) and there are also a wide range of justice specific services available for children and youth in this District:

- The Lethbridge Regional Police have school resource officers in the schools to make the police more accessible to children and youth.
- Options for children who are testifying in court.
  - A child friendly room in the courthouse for children to wait in prior to testifying.
  - Screens are also available that make it so the children do not see the accused person when they are testifying.
  - There is also CCTV (closed circuit TV), which provides the option for children to give evidence from a different room in the courthouse.
- The FASD Youth Justice Project.
- An Immigrant Settlement Worker who works out of a high school.
- NCSA provides a Youth Courtworker.

### **6.2 Creative Approaches to Meeting Needs**

A number of initiatives in this District warrant mention as models of good services. These include:

- FASD Initiatives
- The Lethbridge Elder Abuse Response Network (LEARN)
- Collaborations to provide services for immigrants and refugees
- The Family Village
- ID programs for low income clients

### **6.2.1 Fetal Alcohol Spectrum Disorder (FASD) Initiatives**

In Lethbridge there is a strong focus on improving service delivery for people with Fetal Alcohol Spectrum Disorder (FASD) as well as reducing its incidence. Two programs focus specifically on assisting people with FASD to move through the justice system effectively in order to obtain constructive outcomes.

The *Community Justice Program for Youth* was developed first. In the early 1980s a school resource officer identified that there was a group of youth that were constantly getting into trouble with the law. He tried to break the cycle and was told that these youth had FASD and they would never learn. He did not accept this and, as it happens, the FASD Network was being formed at that time. These two parties worked together to create the Community Justice Program for Youth. This program is diversionary and works with youth who have FASD and are facing legal problems. This program diverts youth from the legal system when possible, and works with the courts to make recommendations for assessments, alternative measures or sentences. They also create case-management plans and provide advocacy for the youth, their family and the community.

The equivalent adult program which only began in February 2009 and has already served around fifty clients. It is intended to be a “birth to death” program that provides wrap-around services. There are three primary aspects to this service:

- Be proactive and try to keep individuals with FASD out of the justice system.
- Assist individuals with FASD who are in court by working with Crown and Defense to find ways to divert them from incarceration.
- If the legal problem cannot be dealt with by diverting them from mainstream justice and incarceration is inevitable, staff will then work with the correctional centre to find ways to stabilize the individual and have supports available to them upon their release.

There is also an *FASD First Steps Program*, which offers preventative services such as education, to pregnant women who are at risk. They work closely with service providers from the Blood and Piikani Nations, so that when clients transition between the reserves and the city, they are not lost between programs. This program also offers free training about FASD to which all agencies are invited.

### **6.2.2 The Lethbridge Elder Abuse Response Network (LEARN)**

There is a Lethbridge Seniors Organization (LSO) that provides many services for Seniors, including legal advice and help drawing up Wills. A group of service providers also participate in LEARN:

*I belong to the Lethbridge Elder Abuse Response Network (LEARN). We have resources available from all different walks of the community that can be activated by myself or anybody else from LEARN. I am trained in elder abuse [prevention] and I train our members in it. I do all sorts of programs with seniors; anything from personal safety to anti-fraud. I also work closely with Lethbridge Seniors Centre. [Legal Service Provider]*

Service providers spoke about the need to further coordinate services for seniors in this district. More resources are required if they are to achieve this goal. LEARN has applied for funding to increase services for seniors (Section 5.1.4) but has not received any to date.

### **6.2.3 Collaborating to Provide Services for Immigrants and Refugees**

Lethbridge Family Services offers a Settlement Program that is primarily directed toward government assisted refugees (GAR). The Settlement Program provides intensive services for refugees. The assistance provided includes:

- meeting refugees at the airport,
- preparing accommodations (including securing basic household furnishings),
- assisting families with registering children in schools,
- helping adults register for educational and training programs, and
- helping with employment needs.

The Settlement Workers also assist refugees in obtaining federal and provincial government identification, and with their health and legal needs. It is a very comprehensive service.

One of the forms clients are asked to sign at intake allows the Settlement Workers to share information with other service providers. This is useful because the Settlement Workers often talk directly with health care professionals on behalf of their clients, which assists the clients to receive expedited and more holistic care, especially since they often do not understand the use or the importance of documentation.

The settlement workers provide a lot of assistance when clients have legal needs. Translation and advocacy services are provided when necessary. If a client understands the legal process they are involved in, Settlement Services will simply provide an interpreter. However, if a client is confused by the Canadian justice system, Settlement Workers will attend lawyer and court appointments with them to ensure that their clients fully understand what is happening. The Settlement Workers will speak to the Crown Prosecutors and Judges on behalf of their clients:

*Crown Prosecutors, Judges, Police [may] assume that a client understands why they are here and what is happening. But most of the time the clients don't understand. Because we work with a client most of the time, from day one we know their history; where they lived and how they evolved in the community, how they re-settled, the background in the family. [This] is pretty much ignored [in court] most of the time. The court system deals with them just as everyone else. But they [refugees] are not aware of the practices in the system. It is tough and we try to explain to them over and over, "Please try to understand this is what's going to happen." We prepare them: "You will be given time to speak, your lawyer will speak for you, there is a Crown Prosecutor and this is what their job and duty is." [We tell them] what you can say and what you cannot say, but most of the time if a person is coming from a remote place like from a village in Afghanistan or Africa, with a very limited knowledge of their own language and reading and writing there is zero, it is really hard to explain most of the time. They have a hard time explaining or expressing things. In that case we can advocate for them and they face the consequences at the courthouse or at the appointment.*  
[Social/Legal Service Provider]

There are other resources emerging for New Canadians. Some ethnic community associations have been established in Lethbridge: Sudanese, Italian, Iraqi and Pakistani. These have been established through the Southern *Alberta Ethnic Association*. There is the previously mentioned (Section 6.1.1) partnership between Immigrant Services and the police department to deliver a program called "You and the Law." In addition, the Lethbridge Police Service provides training for their members around issues that ethnic minority groups may be facing and utilize people in the ethnic community to assist with this. The *City of Lethbridge* also has a committee that includes community partnerships that is working against racism in the city through education.

#### **6.2.4 The Family Village**

The *Lethbridge Family Circle Association* is creating a Family Village; several family serving agencies housed in one location. The intent is to be able to serve clients in a collaborative manner. It is believed that the Family Village will be beneficial to both clients and service providers.

Clients will only have to make one phone call to be attached to multiple services, and will have to go just one place to access services. It is also hoped that the use of a common reception area for the numerous services available will reduce the stigma attached to some services.

The advantages for service providers include;

- rent at cost recovery,
- central reception, which can funnel calls to private voice mails, and
- a great place for new non-profits that might not need office space full time and would be willing to share office space with other services.

This movement has been slow moving, with initial interest in 1983, but has recently gained momentum and has hired a Project Coordinator. They are targeting the Fall of 2012 for relocating, and having funding in place.

### **6.2.5 Programs that Provide Identification for Low Income Clients**

In this District (as in other districts) lack of identification and the barriers to getting identification is an issue. People cannot access many services if they do not have identification. In Lethbridge two organizations attempt to fill this gap; each with a different approach. The John Howard Society has a program that creates identification for people. It is not primary government identification but it is identification that is accepted in the Lethbridge community. People are required to bring in something that shows who they are (eg. birth certificate or Alberta Health Card). However, they recognize that people who have been homeless for a long time may have nothing and they may only request that person provides an envelope with their name on it. They often know who the person is already, and will provide ID based on personal knowledge.

Womanspace will help women obtain their primary identification. This program was initiated when it was noticed that many women could not open bank accounts because they did not have the proper identification. Each piece of identification costs \$40 and Womanspace receives donations from two Credit Unions to assist women to obtain their primary identification.

## **6.3 Creating Affordable Legal Advice & Representation**

Team members asked service providers for their opinions about unbundling of legal services and the increased use of supervised paralegals, as methods of increasing accessibility by offering more affordable options for obtaining legal advice and representation. Their feedback is discussed in this section. The need for a Law Information Centre (LInC) will also be discussed in this section.

### **6.3.1 Unbundling**

Service providers were somewhat ambivalent about whether or not unbundling of legal services (also referred to as *limited retainers*) would help make legal services more accessible and efficient. The one area that was identified in which unbundled services might be effective, was legal forms completion. It was suggested that it would be useful if there were local lawyers or paralegals who would help complete a wide range of commonly used legal forms (eg. separation and divorce, child support agreements) for people. This would be particularly helpful if they charged on a sliding scaled based on ability to pay or offered *pro bono* assistance.

### **6.3.2 Paralegals**

Service providers were asked whether they thought that increasing the use of trained and supervised paralegals would help improve public access to justice. They did not identify specific parts of legal processes for which they thought the use of paralegals would be ideal. Instead, the general consensus was that paralegals would be helpful if they were trained to specialize in specific common legal needs and could support clients all the way through their legal process. The FASD Justice Project (Section 5.2.1) was suggested as an example of trained professionals helping clients with specific legal needs or circumstances through their legal processes. Domestic violence and sexual assault were identified as areas where there is a need for more specialization which might be met with trained paralegals. Other suggestions included specializing in landlord/tenant issues and select family law matters.

### **6.3.3 Law Information Centre (LInC)**

Alberta Justice has established LInCs in Calgary, Edmonton, Grande Prairie and Red Deer. These LInCs are located in the courthouses and provide general information about legal services as well as help individuals find legal forms and assistance completing and filing them.

Participants in this District stated that there is a need for more accessibility or “visibility” of PLEI. This would be helpful for the public and would also help service providers to learn more about these resources. Service providers are collecting and sharing information with clients as they are able, but indicated that they do not always have access to the necessary information or know where to search for it. A central source for information about legal services and processes would benefit the public and would alleviate some of the workload for other legal service providers. A LInC could also take a role in creating more integrated legal and related service networking in this District.

## **7.0 RELATED SOCIAL, HEALTH & INFRASTRUCTURE NEEDS**

Notable in the absence is the lack of discussion in this District about cost of living. This is in spite of the fact that poverty is clearly an issue, as discussed in Sections 6.3.5 and in the following section. Some contextual factors in the Lethbridge District were identified as impacting the legal needs people have and their ability to address them. These factors also impact whether or not people will access existing services and benefit from the services they do access. The ability of legal service providers to recognize these factors and tailor their approaches to service provision accordingly (eg. knowing what additional services to involve and how these factors may impact clients’ abilities to understand, cooperate and follow through with plans) is essential to preventing some legal problems from occurring, providing effective service and alleviating at least some “repeat clients.” The social, health and infrastructure factors that emerged in the Lethbridge District are;

- inadequate rural transportation,
- lack of treatment options for people with addictions, and
- poverty.

## 7.1 Transportation

Service providers reported that within the City of Lethbridge there really are not any transportation issues. Lethbridge is a small community and most of the services interviewed were within walking distance from a bus stop, located downtown or close to downtown.

There are some services that provide transportation in certain situations. For instance, if a NCSA client has to go to court in Cardston and it is approved by a supervisor, the Courtworker is able to provide a ride. Other services will provide rides in extreme situations. Some also make it a practice to go out and meet their clients in the community and will even take them to other appointments. Additionally, the Lethbridge Shelter has the “MUST Van” that provides transportation for clients.

Two significant transportation barriers were identified, however. The first is the limited public transportation between the two local reserves and other rural communities and Lethbridge. The second is the lack of public transportation into Calgary for services that are not available in Lethbridge:

*We hear a lot about [lack of transportation]; we hear it most from people on the reserves that they cannot get a ride to court. They don't have a vehicle and, if they do, it is not reliable. Then they arrange for a ride and then the person they've arranged it with isn't reliable and the person doesn't show up. There are issues for people getting to the court house whatever they need to do [anything] here; witness, accused, or fine payment can't get in and [they have] no credit card and can't make a payment on the phone. We hear this every single day. [Legal Service Provider]*

## 7.2 People Living With Addictions

Service providers identified a need for more services for people with addictions. The John Howard Society of Lethbridge offers an alternative program for people who cannot get into the treatment programs, due to lack of services, waitlists for existing services or inability to pay for services. This is a four-week addictions group, that provides individuals at any stage of addictions with information and fills some of the service gaps while people wait for actual treatment services. When people seek treatment for addictions, it is essential that they be able to access it immediately. Otherwise they may fall back to addictions, crime, risky lifestyles and victimization.



Service providers stated that there is a need for treatment, general health care and often life skills training in order to prevent or reduce involvement with the justice system. One specifically spoke about the need for in-patient treatment facilities where women can bring their children. Currently, women are often faced with the reality of their children going into foster care if they choose to seek the treatment they require.

### 7.3 Poverty

Participants in all Districts that have been mapped have addressed the needs of people who are living with low incomes or in poverty. However, the impact of poverty was especially salient in the feedback from service providers in this District. Service providers repeatedly spoke of poverty as a cause of legal problems and a barrier to accessing justice services.

Young single, Aboriginal mothers were identified as being particularly impacted by poverty. Immigrants and seniors were also identified as groups whose needs are exacerbated by poverty and lack of resources.

Although the service providers we interviewed did not say a lot about the homeless population in Lethbridge, reference was made to the barriers that negative attitudes about poverty or homelessness can add:

*The blaming that goes on, a lot of it arises out of Alberta mentality, rugged individualism, pull yourself by your bootstraps, everybody should take care of themselves. And that is counterproductive to the idea of the common good. There is very little idea of the common good in Alberta at all. People who are poor or homeless are labeled because they are [perceived to be] lazy and won't work... People say "just get a life and perk up and do something about yourself." [Social/Legal Service Provider]*

It was evident from Service Provider comments that the Lethbridge Homeless Shelter and Resource Centre is extremely involved in the community networking and provides important services.

Other services in Lethbridge that are available to homeless people include an Emergency Housing Group which helps house people, thus alleviating some of the work for other service providers.

Access to food was referred to as being a problem for people with lower incomes in this District:

*Food security is a huge issue especially [for those] on welfare. There is just not enough money to buy nutritious foods so mothers will definitely be suffering from borderline malnutrition because they will do without to feed their kids ... and will water down the milk. There is an old report out there called "Watering Down the Milk" that speaks about this. [Social/Legal Service Provider]*

Service providers reported that many community members need to use food banks and other resources to make ends meet. They also spoke about the inability of people who are living in rural communities to get to Lethbridge to access food banks.

## 8.0 RECOMMENDATIONS

Based on data analysis and input from Key Contacts, we have made 13 recommendations for the enhancement of legal service provision in Lethbridge.

**Table 10 –  
Recommendations**

Recommendations	How to Achieve the Recommendations	Justice Community Partners	Models	Category
<b>Increase Affordable Legal Services</b>				
1. Encourage <i>pro bono</i> initiatives to meet the needs of people who are unable to afford legal services.	Providing funding to PBLA to work with LLG and the local Bar, to identify needs and establish a roster of lawyers willing to provide services <i>pro bono</i> .	PBLA, LLG, Local Bar	<i>Pro Bono</i> initiatives in other Judicial Districts: CLG, Grande Prairie, ECLC	Remove barriers
2. Provide Duty Counsel for Family Law matters.	Provide funding to LAA in Lethbridge for a Family Law Duty Counsel.	ALF, Alberta Justice, LAA		Fill gaps
3. Increase access to legal advice and basic legal services.	Provide funding to LLG or LInC (if established) to offer financial services (eg, income tax preparation, Wills).	ALF		Fill gaps
4. Put PLEI and legal assistance in the paths of the public.	Establish a LInC in a publicly accessible location and with a priority mandate to collect, coordinate and share PLEI resources for all service providers.	Alberta Justice, LInCs		Fill gaps

Recommendations	How to Achieve the Recommendations	Justice Community Partners	Models	Category
<b>Dedicate Services and/or Resources to People who are in Transition</b>				
5. Enhance capacity to provide holistic one-on-one support to people who are being released into the community after periods of incarceration.	Consider funding proposals from agencies such as JHS to enable them to provide coordination and case management that begins <u>prior</u> to release and ensures that individuals have needed supports in place when they are released.	All major funding agencies, Solicitor General of Alberta		Support good practices
6. Increase service coordination between Aboriginal and non-Aboriginal communities, including improving service providers' awareness about available services in other communities and streamlining referral processes.	Consider proposals to fund networking between legal and related services on First Nations communities and in Lethbridge as well as interagency initiatives to provide collaborative services to people who have legal needs and are moving between First Nations communities and Lethbridge.	ALF, Other funders		Fill gaps
<b>Deliver Justice Services in Languages Other Than English</b>				
7. Increase capacity of Court Services to provide services in languages other than English.	Fund language training in additional languages for court clerks.	Alberta Justice		Fill gaps
	Subsidize training costs for people who speak languages other than English (eg. Chinese dialects, French, Peigan, Siksika, Tagalog) that are commonly spoken in the Lethbridge District.	Alberta Justice		Fill gaps
<b>Increase Coordinated Services for Seniors</b>				
8. Increase capacity of LEARN to coordinate legal and related services for seniors.	Provide additional funding to LEARN to enable the coordination of services for seniors in this District.	Alberta Justice, ALF, Other Funders Solicitor General of Alberta (Victim's Services)		Support good practice
<b>Increase Services for Women</b>				

<b>Recommendations</b>	<b>How to Achieve the Recommendations</b>	<b>Justice Community Partners</b>	<b>Models</b>	<b>Category</b>
9. Increase capacity to provide holistic legal and related services to women in need.	Prioritize requests for funding from existing agencies that offer services to women with legal needs. For example, fund the co-location & coordination of the necessary services to create a Sexual Assault Centre in Lethbridge.	ALF, Alberta Justice Solicitor General of Alberta (Victim's Services)		Remove barriers
<b>Establish a Youth Correctional Centre</b>				
10. Establish a Youth Correctional Centre in the Lethbridge District.	Fund the creation of a local facility to house incarcerated youth.	Solicitor General of Alberta		Fill gaps
<b>Dedicate Legal Services to Immigrants and TFWs</b>				
11. Enhance capacity and expand mandates of existing immigrant serving agencies.	Prioritize funding requests from relevant agencies to allow them to offer basic legal information and support to people without Canadian citizenship or landed immigrant status.	ALF, Other funders		Support good services
12. Provide legal advice and representation tailored towards the needs of New Canadians.	Provide funding to LLG to hire a lawyer who specializes in serving immigrants and other new Canadians.	LAA, LLG		Fill gaps
<b>Build on Strengths and Existing Good Practices</b>				
13. Support networking and coordination of services among all service providers in the Lethbridge District	Include justice community networking as a priority mandate for the LInC. (Recommendation #4)	Alberta Justice, LInCs, All service providers		Support good practices

## 9.0 CONCLUSIONS

There are very few services that are actually missing in the Lethbridge Judicial District. The notable absences are:

- Family Duty Counsel (Recommendation 2)
- LInC (Recommendations 4 and 13)
- Sexual Assault Centre (Recommendation 9)

- Youth Correctional Facility (Recommendation 10)

The crux of all of the barriers and the majority of the gaps is a lack of capacity. The services are in place; they are simply unable to meet the needs of the community due to insufficient staffing and resources. As is evidenced by the good practices and creative approaches reported in Sections 6.1 and 6.2, the service providers are dedicated and consistently working to meet the needs of the public. These service providers are aware of the needs of the public and have great ideas about how to enhance service delivery to better meet these needs, but they are blocked by a lack of financial resources. The solutions for filling many of the gaps and removing barriers will require funding to the services that can address the recommendations listed in Table 10.

In this time of economic downturn, it is important to also identify other modest means of addressing needs.

## 9.1 Where to Begin: Suggestions for Funding Agencies

There are a number of relatively inexpensive options that could be acted upon immediately (dependant, of course, on available dollars to allocate to services).

### *Enable Efforts to Coordinate Legal and Related Services*

Funders could begin by prioritizing proposals (some of which have already been drafted) for initiatives to better coordinate service delivery (eg. Recommendations 5, 6, 8, 9, 11 and 13). There is excellent work being done in this District, which could be improved through consistent coordination:

*I think I want to take a broader perspective to that than just PLEI. I really do think that a coordinated service approach makes sense. A lot of times you get people that have a legal issue, but they have a whole lot of other issues too. If there were a capacity for a community advocate to provide a coordinated approach for those people, somebody who really had a thorough awareness of all the service providers in the area and what they did. Could come in and spend some time with people and then put together a basket of services, coordinate the response – it would help other agencies too. It's broader than PLEI – I'm not sure it would even be all that expensive. You wouldn't need legions of people to do it. It wouldn't replace the service providers. In the context of a family law seminar we did years ago focused around family violence, there were people from various services, police and other agencies as part of audience and presentation team. And it was amazing. People said "Oh, you do that?" Things you would have assumed they would have known, but they don't necessarily know. People learn about each other. It illustrates the problem of keeping abreast of what is out there and anything that helps with that will be of benefit to everyone in the long run. [Legal Service Provider]*

Another option for funders that is financially modest is to focus on increasing awareness of the LLG and adding to its capacity by funding a *pro bono* initiative (Recommendation 1) as well as the hiring and training of staff to offer specialized legal services that are lacking in this District (Recommendations 3 and 12).

### *LInC*

A specific project that should be a priority is the creation of a LInC in Lethbridge. As is discussed in Section 6.1.1, one of the strengths in this Judicial District is the PLEI being produced and made available in this District. Awareness of its existence must be increased for both the public and for service providers. This can be achieved through the creation of a LInC with a mandate to make accurate referrals and provide basic assistance with forms. It could also collect, coordinate and share PLEI resources for all service providers (Recommendation 4). A further mandate of the LInC will be to bring together, support and strengthen networks and the coordination of services across the Judicial District (Recommendation 13).

The impressions gained from mapping services and speaking with service providers is that the Lethbridge Judicial District provides many models that work effectively to provide meaningful access to justice to residents, including the most vulnerable. Core services, ideas and motivation are in place. With financial support to put their ideas into practice, even more can be achieved.

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## APPENDIX A

### Service Provider Questionnaire

*We are interested in knowing about what supports/service components you offer to your service users/clients that may be related to legal problems. Please share your thoughts and opinions freely. If you do not understand what I am asking you at any point, please ask me for clarification.*

*Please tell what the mandate of your service is:*

Researcher <b>determine for yourself:</b>	Yes	No	D/K	N/A
Is this a sole purpose legal service provider?	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
Is this a legal service with a social/health component?	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
Is this a health/social with a legal component?	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
Is this a health/social service only?	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>

#### **Who Uses Your Service?**

1. Please begin by explaining what your service provides for members of the public and briefly describing your specific duties.

2. If <b>LEGAL</b> : In your experience, do your service users/clients have problems that have current or potential social/health aspects?	Always D/K	Often	Sometimes	Never
	<b>5</b> <b>1</b>	<b>4</b>	<b>3</b>	<b>2</b>

3. Explain:

*Prompt: What are the social and health aspects presented by your clients?*

4. If <b>SOCIAL</b> : In your experience, do your service users/clients have problems that have current or potential legal aspects?	Always D/K	Often	Sometimes	Never	
	5 1	4	3	2	
5. Do you offer service users/clients who have legal problems any kind of assistance in accessing the legal services that they need such as information, referrals or advocacy?	Always D/K	Often	Sometimes	Never	
	5 1	4	3	2	
6. If any answer other than <b>Always</b> , explain. <i>If <b>always</b>, we will ask more about this later in the interview.</i>					
7. When people contact your service, do you find their expectations of what you offer accurate?	Always N/A	Often	Sometimes	Never	D/K
	5 0	4	3	2	1
8. Are any groups of your service users/clients more likely to have ( <b>ask of all participants</b> ): a) <u>Legal</u> problems than others? b) <u>Social/health</u> problems than others?	Yes	No	D/K	N/A	
	3	2	1	0	
	3	2	1	0	
9. Please explain.					

10. Are there any groups of people who tend to use your services <b>more</b> than others?	Yes N/A	No	D/K	
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
11. If <b>YES</b> , what group(s)?				
<i>Prompts:</i>  <i>Do you see (or do your records reflect) that the majority of your clients fit into any particular grouping (e.g., women, low income, high education, Types of legal issues...)? Are they group(s) your organization targets?</i>				
12. Do you ever go to court as part of your duties with this service?	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
13. If the answer is <b>YES</b> , can you explain what the experience of going to court has been like for you?				

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<p>14. If <b>YES</b>: For what courts or tribunals do you provide support to the public:</p> <ul style="list-style-type: none"> <li>• Provincial Court <ul style="list-style-type: none"> <li>▪ Civil</li> <li>▪ Criminal</li> <li>▪ Family</li> <li>▪ Youth</li> </ul> </li> <li>• Court of Queen’s Bench</li> <li>• Court of Appeal</li> <li>• Federal Courts</li> <li>• Administrative Tribunals</li> </ul>	<p style="text-align: center;"><b>Please respond using this scale:</b></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 25%;">Always</td> <td style="width: 25%;">Sometimes</td> <td style="width: 25%;">Never</td> <td style="width: 25%;">D/K</td> </tr> <tr> <td>Always</td> <td>Sometimes</td> <td>Never</td> <td>D/K</td> </tr> <tr> <td>Always</td> <td>Sometimes</td> <td>Never</td> <td>D/K</td> </tr> <tr> <td>Always</td> <td>Sometimes</td> <td>Never</td> <td>D/K</td> </tr> <tr> <td>Always</td> <td>Sometimes</td> <td>Never</td> <td>D/K</td> </tr> <tr> <td>Always</td> <td>Sometimes</td> <td>Never</td> <td>D/K</td> </tr> <tr> <td>Always</td> <td>Sometimes</td> <td>Never</td> <td>D/K</td> </tr> <tr> <td>Always</td> <td>Sometimes</td> <td>Never</td> <td>D/K</td> </tr> </table>	Always	Sometimes	Never	D/K	Always	Sometimes	Never	D/K	Always	Sometimes	Never	D/K	Always	Sometimes	Never	D/K	Always	Sometimes	Never	D/K	Always	Sometimes	Never	D/K	Always	Sometimes	Never	D/K	Always	Sometimes	Never	D/K
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Always	Sometimes	Never	D/K																														

**Eligibility**

*Please answer the following questions about what criteria people must meet in order to qualify for your service. Please give as much information as possible. If your organization is currently making any exceptions to standard eligibility criteria, please specify the actual criteria AND when exceptions are being made and why.*

<p>15. Are there eligibility criteria to receive your service? <b>(If no, go to #17.)</b></p>	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 25%;">Yes</td> <td style="width: 25%;">No</td> <td style="width: 25%;">D/K</td> <td style="width: 25%;">N/A</td> </tr> <tr> <td style="text-align: center;"><b>3</b></td> <td style="text-align: center;"><b>2</b></td> <td style="text-align: center;"><b>1</b></td> <td style="text-align: center;"><b>0</b></td> </tr> </table>	Yes	No	D/K	N/A	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
Yes	No	D/K	N/A						
<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>						

16. What are the eligibility criteria to qualify for your service?			
a) Abuse/Domestic Violence	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
b) Age (including over or under 18)	Y	N	Define: _____

	<b>3</b>	<b>2</b>	_____
c) Agency Referral	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
d) Child Welfare Involvement	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
e) Citizenship (Canadian)	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
f) Criminal History/Charges	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
g) Crisis (legal, social or health)	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
h) Ethnicity/Culture	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
i) Gender	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
j) Health (physical, mental, intellectual)	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
k) Identification	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
l) Immigration Status	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
m) Income	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
n) Justice System Involvement	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
o) Legal Action Initiated	Y	N	Define: _____

	<b>3</b>	<b>2</b>	_____
p) Marital Status	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
q) Non-Legal Considerations	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
r) Parental/Legal Guardian Consent	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
s) Parental Status	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
t) Religion	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
u) Residence	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
v) Type of Legal Need	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
w) Victim of Crime	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
x) Other _____	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
17. Are there other restrictions/barriers to receiving services?			
a) Wait Lists (for intake/initial appointments/assessment)	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
b) Priority System (e.g., ranked by degree of urgency)	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____
c) Life Style (e.g., Substance Use, Criminal Activities)	Y	N	Define: _____
	<b>3</b>	<b>2</b>	_____

d) Other _____	Y <b>3</b>	N <b>2</b>	Define: _____		
18. Do you make any exceptions to your eligibility criteria?	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>	
19. If yes, what exceptions do you make?					
20. Who do you most often have to turn away? <i>Note: If asking a social/health service provider, ask specifically about people with legal needs.</i>					
21. Do you ever charge fees for services?	Always <b>5</b>	Often <b>4</b>	Sometimes <b>3</b>	Never <b>2</b>	D/K <b>1</b>
22. Do you ever charge fees on a sliding scale for services?	Always <b>5</b>	Often <b>4</b>	Sometimes <b>3</b>	Never <b>2</b>	D/K <b>1</b>
23. Do you ever offer <i>Pro Bono</i> /free services?	Always <b>5</b>	Often <b>4</b>	Sometimes <b>3</b>	Never <b>2</b>	D/K <b>1</b>
24. Is there anything else you would like to say about eligibility for your service?					

## Application Procedures

Please answer the following questions about the process that people must complete in order to receive your service.

25. From your perspective can you describe what an average application process looks like?

Prompts:

*Length of time, one or more appointments, steps in the process...*

26. Do you have forms that must be completed in order to request services?	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
27. How many forms <u>does your service administer</u> that must be completed (per applicant)?	_____ (Number) <b>3 (enter # next)</b> _____ (It depends) <b>2</b> _____ D/K <b>1</b> _____ N/A <b>0</b>			



28. If <b>it depends</b> , on what?						
29. How do people get these forms?			_____ Online <b>4</b>			
			_____ Mail out <b>3</b>			
			_____ Pick up at office <b>2</b>			
			_____ Other <b>1</b>			
			_____ N/A <b>0</b>			
30. Who completes these forms?						
a) Staff Member		Always N/A	Often	Sometimes	Never	D/K
		<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
		<b>0</b>				
b) Client		Always N/A	Often	Sometimes	Never	D/K
		<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
		<b>0</b>				
c) Other _____		Always N/A	Often	Sometimes	Never	D/K
		<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
		<b>0</b>				
31. Do you require that service users produce any of the following documentation as <u>part of their application</u> for your service? <b>(Not as legal evidence.)</b>						
a) Medical (e.g., diagnosis, medical assessment)		Always N/A	Often	Sometimes	Never	D/K
		<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
		<b>0</b>				
b) Legal (e.g., divorce/custody, tenancy agreement)		Always N/A	Often	Sometimes	Never	D/K

	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
	<b>0</b>				
c) Proof of Income (e.g., pay stubs, letter)	Always N/A	Often	Sometimes	Never	D/K
	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
	<b>0</b>				
d) Identification (e.g., birth certificate, driver's license)	Always N/A	Often	Sometimes	Never	D/K
	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
	<b>0</b>				
e) Proof of Residence (e.g., passport, work permit)	Always N/A	Often	Sometimes	Never	D/K
	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
	<b>0</b>				
f) Other _____	Always N/A	Often	Sometimes	Never	D/K
	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
	<b>0</b>				

32. Do you have any further comments about application procedures?

### Transportation

*Now we would like to look at how people access your service.*

33. Is your organization accessible by public transit?

- By Bus

Yes	No	D/K	N/A
<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>

<i>Prompts:</i> <i>How frequently do the busses run?</i>	_____				
<i>Are bus schedules available in the organization?</i>	_____				
• By Train (C-Train, LRT)	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>	
• By Taxi	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>	
34. Do you provide any assistance with transportation?	Always N/A <b>5</b> <b>0</b>	Often <b>4</b>	Sometimes <b>3</b>	Never <b>2</b>	D/K <b>1</b>
35. If yes, what assistance?					
a) Transit Tickets or Passes	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>	
b) Shuttle Service (vehicles hired by service)	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>	
c) Volunteer Drivers (unpaid)	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>	
d) Taxi Vouchers (or payment)	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>	
e) Other _____	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>	
36. If you have a shuttle service, does it go right to the clients' homes?	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>	
37. Is parking available for service users?	Yes	No	D/K	N/A	

	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>	
38. If yes, is there <b>free</b> parking?	Yes	No	D/K	N/A	
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>	
39. Are there any safety concerns for service users who use public transportation or drive private vehicles to your location(s)?	Always N/A	Often	Sometimes	Never	D/K
	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
	<b>0</b>				
40. If yes, please explain. <i>Prompts</i>  <i>Is the neighbourhood the service is offered in safe? Are people physically safe on public transit?</i>					
41. Is transportation an issue for some of your service users?	Always N/A	Often	Sometimes	Never	D/K
	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
	<b>0</b>				

42. If yes, please explain.

*Prompts:*

*Rural with no public transportation? Not on a bus route? Are some busses only available at limited times? Can people afford transportation? Do people live far away and have no transportation? Is public transit equipped to deal with people's special needs (e.g., wheelchairs, seeing impaired, hearing impaired)?*

43. Anything else you would like to say about the transportation needs of service users or staff?

**Accessibility**

*Please answer the following questions about how your service is specially tailored to help people from different groups who may have unique circumstances and may require specialized service.*

44. Is your office accessible for people with reduced mobility (e.g., wheelchairs, walkers, strollers)?	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
45. Do you have a TTY machine in your office?	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
46. Do you post directions (e.g., where to line up, what documents to have ready) in writing?	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
47. Do you provide any material that is printed in Braille?	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
48. Do your public elevators, computers or telephones (if applicable) have Braille on the keypads?	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
49. Do you have audio recordings in your entry ways or elevators to direct people?	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>

50. Do you provide child care for service users?	Yes 3	No 2	D/K 1	N/A 0
--	----------	---------	----------	----------

51. Do you have specific programs, resources or specific staff training in place that help the following people access your services? (These are programs in your service that are set up specifically for people who are in any of the following groups and training about working with people who fall into any of these groups. This applies to staff that are hired because they have specialized training or formal training that this service funds or provides.)

	Programs:			Resources:			Training:			
a) People with Hearing Impairments	Yes 2	3	No	Yes 2	3	No	2	Yes 2	3	No
b) People with Sight Impairments	Yes 2	3	No	Yes 2	3	No	2	Yes 2	3	No
c) People with Cognitive/Intellectual Disabilities	Yes 2	3	No	Yes 2	3	No	2	Yes 2	3	No
d) People with Mental Illness	Yes 2	3	No	Yes 2	3	No	2	Yes 2	3	No
e) Low English Literacy.	Yes 2	3	No	Yes 2	3	No	2	Yes 2	3	No
f) Low Legal Literacy	Yes 2	3	No	Yes 2	3	No	2	Yes 2	3	No
g) Low Computer Literacy	Yes 2	3	No	Yes 2	3	No	2	Yes 2	3	No
h) Without Computer Access	Yes 2	3	No	Yes 2	3	No	2	Yes 2	3	No
i) Aboriginals (incl. Inuit & Métis)	Yes 2	3	No	Yes 2	3	No	2	Yes 2	3	No
j) Canadian Ethnic Minority Groups	Yes 2	3	No	Yes 2	3	No	2	Yes 2	3	No
k) Immigrants and Refugees (5 years or less)	Yes 2	3	No	Yes 2	3	No	2	Yes 2	3	No
l) Gay/Lesbian/Bisexual/Transgendered People	Yes 2	3	No	Yes 2	3	No	2	Yes 2	3	No

m) People living in Poverty	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2
n) Victims of domestic violence	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2
o) Children (under 12)	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2
p) Youth (under 18)	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2
q) Seniors	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2
52. Do you provide written information in <b>plain language</b> ? <i>This refers to print material that has been edited to replace language that is specific to the legal profession with lay terms. It also refers to material that is written at 8<sup>th</sup> grade level (Canadian standards).</i>	Yes 3	No 2	D/K 1 N/A 0
53. What languages do you provide services in?	<b>Oral Service</b>		<b>Written Material</b>
a) Blackfoot	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2
b) Cree	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2
c) Dene	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2
d) Michif (Métis language)	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2
e) English	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2
f) French	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2
g) German	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2
h) Ukrainian	Yes 3 No 2	Yes 3 No 2	Yes 3 No 2

i) Chinese (e.g., Mandarin or Cantonese)	Yes	3	No	2	Yes	3	No	2
j) Japanese	Yes	3	No	2	Yes	3	No	2
k) Vietnamese	Yes	3	No	2	Yes	3	No	2
l) Tagalog	Yes	3	No	2	Yes	3	No	2
m) Hindi	Yes	3	No	2	Yes	3	No	2
n) Punjabi	Yes	3	No	2	Yes	3	No	2
o) Italian	Yes	3	No	2	Yes	3	No	2
p) Spanish	Yes	3	No	2	Yes	3	No	2
q) Other _____	Yes		No		Yes		No	

54. If **YES** to any languages other than English, are you mandated to or do you formally (require that staff members be fluent) provide services in \_\_\_\_\_ **[language(s)]**?

Mandated	Formal	Informal	D/K	N/A
<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>



55. If **YES** to any written material in languages other than English, is the written material about your service specifically (as opposed to other services, general reading material)?

Yes	No	D/K	N/A
<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>

56. Considering the circumstances listed in #50, does your service specialize helping members of the public with legal matters that relate to specific areas of law (e.g., family or immigration law), groups of people (e.g., youth, First Nations, women, immigrants) or legal needs (e.g., wills, child custody, separation/divorce)?

Yes	No	D/K	N/A
<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>

56a. Please explain?

57. Do you have any comments about the accessibility of your service for people with unique needs?

58. Does your <b>service</b> or <b>parent organization</b> provide training for staff ( <i>provide funding or provide in house</i> )?	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
a. At orientation?	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
b. Ongoing training?	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>

58c. If **YES**, what training?

59. If your organization does not offer training **for your service**, please explain why?

<b>Referrals</b>						
<i>These questions are intended to examine how efficiently service users are being connected with appropriate services and how widely referrals are being made between services. <b>For the following questions, please respond by selecting the BEST answer for the scales to the right of each question (when provided). That is, please respond with Always, Often, Sometimes, Never, or Don't Know.</b></i>						
60. Do you receive referrals?	Always	Often	Sometimes	Never	D/K	N/A

	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
60a. If <b>ALWAYS, OFTEN</b> or <b>SOMETIMES</b> , from which types of organizations and/or professionals?						
60b. If <b>NEVER, D/K</b> or <b>N/A</b> , explain?						
61. Are the referrals you receive appropriate (i.e., the referred persons actually need services that you provide)?	Always	Often	Sometimes	Never	D/K	N/A
	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
62. If yes, from which types of organizations and/or professionals? <i>This is covered in the statistics instrument. Only ask this question if they do NOT keep official statistics.</i>						
63. If you receive inappropriate referrals, explain what referrals you are receiving and why they are inappropriate.						

64. Do you make referrals to other organizations and/or professionals?	<table border="1"> <tr> <td>Always</td> <td>Often</td> <td>Sometimes</td> <td>Never</td> <td>D/K</td> <td>N/A</td> </tr> <tr> <td>5</td> <td>4</td> <td>3</td> <td>2</td> <td>1</td> <td>0</td> </tr> </table>	Always	Often	Sometimes	Never	D/K	N/A	5	4	3	2	1	0
Always	Often	Sometimes	Never	D/K	N/A								
5	4	3	2	1	0								
65. If yes, to which types of organizations and/or professionals? <i>This is covered in the statistics instrument. Only ask this question if they do NOT keep official statistics.</i>													
66. What are the <b>services</b> or <b>professionals</b> that you refer people to most often?	<i>Record the names:</i> <hr/> <hr/> <hr/> <hr/>												
67. Do you ever find out if referrals you made were effective or not?	<table border="1"> <tr> <td>Yes</td> <td>No</td> <td>D/K</td> <td>N/A</td> </tr> <tr> <td>3</td> <td>2</td> <td>1</td> <td>0</td> </tr> </table>	Yes	No	D/K	N/A	3	2	1	0				
Yes	No	D/K	N/A										
3	2	1	0										
68. <b>If yes</b> , how do you find out?  <ul style="list-style-type: none"> <li>• The person/family I referred comes back to me.</li> </ul>	<table border="1"> <tr> <td>Always</td> <td>Often</td> <td>Sometimes</td> <td>Never</td> <td>D/K</td> <td>N/A</td> </tr> <tr> <td>5</td> <td>4</td> <td>3</td> <td>2</td> <td>1</td> <td>0</td> </tr> </table>	Always	Often	Sometimes	Never	D/K	N/A	5	4	3	2	1	0
Always	Often	Sometimes	Never	D/K	N/A								
5	4	3	2	1	0								
<ul style="list-style-type: none"> <li>• The agency I referred to contacts me.</li> </ul>	<table border="1"> <tr> <td>Always</td> <td>Often</td> <td>Sometimes</td> <td>Never</td> <td>D/K</td> <td>N/A</td> </tr> <tr> <td>5</td> <td>4</td> <td>3</td> <td>2</td> <td>1</td> <td>0</td> </tr> </table>	Always	Often	Sometimes	Never	D/K	N/A	5	4	3	2	1	0
Always	Often	Sometimes	Never	D/K	N/A								
5	4	3	2	1	0								
<ul style="list-style-type: none"> <li>• Other _____</li> </ul>	<table border="1"> <tr> <td>Always</td> <td>Often</td> <td>Sometimes</td> <td>Never</td> <td>D/K</td> <td>N/A</td> </tr> <tr> <td>5</td> <td>4</td> <td>3</td> <td>2</td> <td>1</td> <td>0</td> </tr> </table>	Always	Often	Sometimes	Never	D/K	N/A	5	4	3	2	1	0
Always	Often	Sometimes	Never	D/K	N/A								
5	4	3	2	1	0								

69. What information or resources would help you to make effective referrals?

*Prompts:*

*What about brochures/online resources/ staffing/money/ on-line searchable database*

70. Are there any types of referrals you would like to make for which you are unable to find appropriate services?

*Prompts:*

*What types of referrals?*

*Does the organization exist but there is some reason clients cannot utilize the services?*

*Do the services just not exist?*

**Referral Scenarios: The following questions are hypothetical scenarios. For each scenario provide one (or more) example of an organization that you would refer the person to. Please give specific names of organizations rather than just general categories such as, “a women’s shelter.”**

71. An elderly woman comes into your office and advises that she has just found an eviction notice on her apartment door. She is low income and states that it is because she has only been able to pay partial rent on the due date and the rest later in the month for the past few months. She has nowhere else to go and wants to stay in her apartment.

You would refer him/her to:

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72. A woman enters your office in a panic. She was charged last night for driving with a blood alcohol level of .09. She has a job that requires she have regular criminal record checks and a conviction would be grounds for termination.	You would refer him/her to: _____ _____ _____
73. A newly separated parent comes into your office saying the other parent is refusing to pay child support as ordered by Provincial Court. The money is needed to help make ends meet.	You would refer him/her to: _____ _____ _____
74. A young man and his girlfriend enter your office. They had a fight and he was charged with assault and is now looking for a lawyer. The couple is now back together.	You would refer him/her to: _____ _____ _____
75. A man visits your office because he has a diagnosed mental illness and recently applied for AISH. He was rejected because the illness he has been diagnosed with does not qualify. He feels lost in the system, but would like to appeal the decision and advocate his own case.	You would refer him/her to: _____ _____ _____

**Awareness & Collaboration**

*Now I'd like to talk about how much awareness is being generated about this service and how much staff at this service know about the other services that exist the same geographic area. Please answer the following questions based on what networking and collaboration is like right now for you.*

76. Are your services advertised anywhere?				
a) Internet webpage	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
b) Television	Yes <b>3</b>	No <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
c) Telephone Book	Yes	No	D/K	N/A

	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
d) Radio	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
e) Newspapers	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
f) Posters	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
g) Specialized Directory (e.g., Legal Directory)	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
h) Other Agencies	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
i) Other _____	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
77. Do you do presentations to increase awareness about your services?	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
78. If yes, to whom?				
79. Do you have legal information for service users? <i>Prompt: REGARDLESS of their answer, have you seen any PLEI in the interviewee's office/reception area?</i>				
	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
80. Are there any <b>networking</b> groups that you are aware of?	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
81. What is the networking like with other agencies in your community? <i>Define "networking" as: the exchange of information or services among individuals, groups or organizations.</i>	Good	Fair	Poor	D/K
	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>

<p>82. Explain?  <i>Prompts:</i></p> <p><i>Would you like it to be better/stronger/wider? What is limiting you from having better relationships?</i></p> <p><i>What is working in helping you achieve stronger relationships?</i></p>				
83. To your knowledge, do any of these services provide justice services, legal information and/or assistance?	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
84. If <b>yes</b> , which ones?				
85. If <b>no</b> , would it be helpful?				
86. In addition to the networking that you have mentioned, are there any other service <b>collaborations</b> or liaison that you know of? <i>Define "collaboration" as: working together in a cooperative, equitable and dynamic relationship, in which knowledge and resources are shared in order to attain goals and take action that is educational, meaningful, and beneficial to all.</i>	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>



87. If YES, please explain?

**ASK THE FOLLOWING 10 QUESTIONS OF LEGAL SERVICE PROVIDERS ONLY (SKIP TO #98 IF SOCIAL/HEALTH SERVICES)**

88. Does your service provide:	Yes	No	D/K	N/A
a. Legal advice				
b. Legal representation	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
c. The ability to appear	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>

89. If **YES** to any of the above, in what areas?

90. Do you provide services for people who have retained a lawyer?	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>

91. Do you provide services for people who are <b>under-</b> represented?	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
<i>“Under” could refer to people who may need a lawyer but are using other supports because they cannot get a lawyer or have access only to duty counsel and get no support prior to appearing in court or are not getting the degree of support or representation they need.</i>				

92. Do you provide services to people who are going to court without a lawyer (self-representing)? <b>If No or D/K do NOT ask 93 &amp; 94.</b>	Yes	No	D/K	N/A
	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>

93. If **YES**, are some groups of your service users **more likely** to be going to court without a lawyer than others (e.g., type of legal issue, residence, gender, education, income, and ethnicity)? *Prompt: When did you learn that the person did not have a lawyer?*

<p>94. For those clients/service users who have not retained a lawyer, do any of the following categories describe their situation?</p> <p>a) People who have an overall lack of resources (e.g., low income, education, literacy...).</p>	<table border="1"> <thead> <tr> <th>Always</th> <th>Often</th> <th>Sometimes</th> <th>Never</th> <th>D/K</th> <th>N/A</th> </tr> </thead> <tbody> <tr> <td><b>5</b></td> <td><b>4</b></td> <td><b>3</b></td> <td><b>2</b></td> <td><b>1</b></td> <td><b>0</b></td> </tr> </tbody> </table>	Always	Often	Sometimes	Never	D/K	N/A	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
Always	Often	Sometimes	Never	D/K	N/A								
<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>								
<p>b) People who have low income but some social resources (e.g., education, communication skills...).</p>	<table border="1"> <thead> <tr> <th>Always</th> <th>Often</th> <th>Sometimes</th> <th>Never</th> <th>D/K</th> <th>N/A</th> </tr> </thead> <tbody> <tr> <td><b>5</b></td> <td><b>4</b></td> <td><b>3</b></td> <td><b>2</b></td> <td><b>1</b></td> <td><b>0</b></td> </tr> </tbody> </table>	Always	Often	Sometimes	Never	D/K	N/A	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
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<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>								
<p>c) People who have low income and are living with additional social barriers (e.g., disabilities, language...).</p>	<table border="1"> <thead> <tr> <th>Always</th> <th>Often</th> <th>Sometimes</th> <th>Never</th> <th>D/K</th> <th>N/A</th> </tr> </thead> <tbody> <tr> <td><b>5</b></td> <td><b>4</b></td> <td><b>3</b></td> <td><b>2</b></td> <td><b>1</b></td> <td><b>0</b></td> </tr> </tbody> </table>	Always	Often	Sometimes	Never	D/K	N/A	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
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<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>								
<p>d) People who could afford a lawyer but are unable to find one.</p>	<table border="1"> <thead> <tr> <th>Always</th> <th>Often</th> <th>Sometimes</th> <th>Never</th> <th>D/K</th> <th>N/A</th> </tr> </thead> <tbody> <tr> <td><b>5</b></td> <td><b>4</b></td> <td><b>3</b></td> <td><b>2</b></td> <td><b>1</b></td> <td><b>0</b></td> </tr> </tbody> </table>	Always	Often	Sometimes	Never	D/K	N/A	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>
Always	Often	Sometimes	Never	D/K	N/A								
<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>								

e) People who were previously represented by a lawyer but are no longer (e.g., ran out of money).	Always <b>5</b>	Often <b>4</b>	Sometimes <b>3</b>	Never <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
f) People involved in cases where representation is supposed to be unnecessary (e.g., small claims).	Always <b>5</b>	Often <b>4</b>	Sometimes <b>3</b>	Never <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
g) People who could retain a lawyer but prefer to self-represent.	Always <b>5</b>	Often <b>4</b>	Sometimes <b>3</b>	Never <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
h) Other: _____	Always <b>5</b>	Often <b>4</b>	Sometimes <b>3</b>	Never <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
95. Do any of your service users have <b>multiple</b> legal needs?  <b>Prompt: Do they have more than one legal need (that need to be addressed separately).</b>	Always <b>5</b>	Often <b>4</b>	Sometimes <b>3</b>	Never <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
96. If yes, can you address all their legal needs?	Always <b>5</b>	Often <b>4</b>	Sometimes <b>3</b>	Never <b>2</b>	D/K <b>1</b>	N/A <b>0</b>
97. What do you do if you cannot address all of your service users' <u>legal</u> needs? <b>Prompts:</b> <b>Do you provide referrals? Do you advocate for your client?</b>						

**General**

*Now let's finish up with some general questions about your experiences working with members of the community and other professionals.*

98. There is currently a lot of discussion about separating out legal services so that people could just purchase the parts of legal advice or representation that they needed. Do you think that it would be helpful if people could do this?

Yes	No	D/K	N/A
<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>

99. As part of this, there is also discussion about using paralegals (properly trained legal professionals who are not actually lawyers) who could help with specific parts of the legal problem/process. (e.g., limited retainers to; speak for them in court, negotiate settlements)? Do you think this would be helpful?

Yes	No	D/K	N/A
<b>3</b>	<b>2</b>	<b>1</b>	<b>0</b>

100. At which points in the legal process would this be helpful?  
*Prompt: e.g., help and advice filling in forms*

101. Are there any general thoughts or comments you would like to add about:

- Access to justice?
  
- Needs & expectations of users?
  
- Good service?
  
- Gaps in service?
  
- Other?

102. Do you have any questions for me?

## **Researcher Observations**

*Record any observations about:*

- *the physical environment*
- *the interviewee*
  - *e.g., general knowledge, confidence, attitude towards job, clients, and you*
- *your experience with the organization*
  - *e.g., trying to find information, contact them, schedule interview*
- *Any other observations*

## **APPENDIX B**

### **ALSMP: List of Services from which Representatives were Interviewed**

#### **LETHBRIDGE:**

Alberta Justice/ Court Services  
Provincial Court

Alberta Health Services/Chinook Health  
First Steps

John Howard Society  
Criminal Justice Education Program  
Addictions Program

Legal Aid Alberta  
Overview of all services

Lethbridge College  
Public Legal Education Program

Lethbridge Family Services  
Immigrant Services

Lethbridge Legal Guidance  
Overview of all services

Lethbridge Regional Police  
Overview of all services

Native Counselling Services of Alberta  
Court Worker

Seniors and Community Supports  
FASD Community Justice Project

Womanspace  
Overview of all services

## APPENDIX C

### ALSMP: Legal Services in the Lethbridge/Macleod Judicial District

#### Lethbridge:

Alberta Appeals Secretariat  
Information and Assistance

Alberta Children and Youth Service  
Community Justice Program

Alberta Elder Abuse Awareness Network  
Elder Abuse Community Response Steering Group  
Family Violence and Elder Abuse Prevention and Awareness Committee

Alberta Justice and Attorney General  
Crown Prosecutors  
Transcript Management Services  
Court of Queen's Bench Services  
Provincial Court  
Civil Court  
Criminal Court  
Family Court  
Traffic Court  
Youth Court  
Civil Mediation Program  
Family Justice Services  
Family Court Counsellor/Intake Assistance  
Parenting After Separation

Alberta Law Society  
Library Services

Correctional Services of Canada  
Parole Officer

Lethbridge Family Services  
Immigrant Services  
Settlement Services

Legal Aid Alberta  
Criminal Duty Counsel  
Family Law Office  
Lawyer Appointment Program



Lethbridge Senior Citizens Organization  
Income Tax Return Assistance  
Legal Advice  
LSCO Elder Abuse Awareness Program  
Wise Owls Program

Lethbridge College  
Public Legal Education Program

Lethbridge John Howard Society  
Community Awareness  
Crime Prevention Round table  
Justice Education Together (JET) Program

Lethbridge Legal Guidance Society  
Legal Clinics

Lethbridge Neighbourhood Watch

Native Counselling Services of Alberta  
Criminal Courtwork Program  
Family Courtwork Program

Opokaa'sin Early Intervention Society  
Supervised Visits

Royal Canadian Mounted Police  
Aboriginal Policing Services  
Auxiliary Police Program  
Community Advisory Committees  
Community Policing Services  
Crime Stoppers  
Project KARE

Seniors and Community Supports  
FASD Community Justice Project (Adult)  
Office of the Public Guardian

Solicitor General and Public Security  
Community Corrections  
Community Work Service Program  
Probation and Conditional Sentence Supervision  
Community Service - Youth  
Conditional and Community Supervision - Youth  
Probation - Youth  
Youth Justice Committee

Policing and Community Safety

Lethbridge Regional Police  
Victim/Witness Services Program  
Major Crimes  
Organized Crime

Correctional and Remand Centres  
Lethbridge Correctional Centre

Womanspace  
"Your money and your life" - Financial services for low-income women

**Brocket:**

Native Counselling Services of Alberta  
Criminal Courtwork Program  
RCMP  
Community Policing

**Cardston:**

Family Violence Prevention Committee

Alberta Justice and Attorney General  
Provincial Court (Circuit)  
Civil Court  
Criminal Court  
Family Court  
Traffic Court  
Youth Court

RCMP

Aboriginal Policing Services  
Auxiliary Police Program  
Community Advisory Committees  
Community Policing Services  
Crime Stoppers  
Drug Abuse Resistance Education (D.A.R.E.)  
Project KARE

Solicitor General and Public Security  
Victim Services

**Claresholm:**

RCMP

- Aboriginal Policing Services
- Auxiliary Police Program
- Community Advisory Committees
- Community Policing Services
- Crime Stoppers
- Project KARE

Solicitor General and Public Security  
Victim Services

**Fort Macleod:**

Alberta Justice and Attorney General

- Provincial Court (Circuit)
  - Civil Court
  - Criminal Court
  - Family Court
  - Traffic Court
  - Youth Court

RCMP

- Aboriginal Policing Services
- Auxiliary Police Program
- Community Advisory Committees
- Community Policing Services
- Crime Stoppers
- Project KARE

Solicitor General and Public Security  
Victim Services

**Milk River:**

RCMP

- Aboriginal Policing Services
- Auxiliary Police Program
- Community Advisory Committees
- Community Policing Services
- Crime Stoppers
- Project KARE

Solicitor General and Public Security  
Victims Services

**Nanton:**

RCMP

- Aboriginal Policing Services
- Auxiliary Police Program
- Community Advisory Committees
- Community Policing Services
- Crime Stoppers
- Project KARE

Solicitor General and Public Security  
Victims Services

**Picture Butte:**

RCMP

- Aboriginal Policing Services
- Auxiliary Police Program
- Community Advisory Committees
- Community Policing Services
- Crime Stoppers
- Project KARE

Solicitor General and Public Security  
Victim Services

**Pincher Creek:**

Alberta Justice and Attorney General  
Provincial Court (Circuit)  
Civil Court  
Criminal Court  
Family Court  
Traffic Court  
Youth Court

RCMP

- Aboriginal Policing Services
- Auxiliary Police Program
- Community Advisory Committees
- Community Policing Services
- Crime Stoppers
- Project KARE

Solicitor General and Public Security  
Community Work Service Program

Probation and Conditional Sentence Supervision  
Community Service for youth  
Conditional and Community Supervision for youth  
Probation for youth  
Victims Services

Municipal Enforcement

**Stand Off:**

Solicitor General and Public Security  
Kainai Community Correctional Centre  
Community Work Service Program  
Probation and Conditional Sentence Supervision  
Community Service – Youth  
Conditional and Community Supervision – Youth  
Probation – Youth

**Taber:**

Alberta Justice and Attorney General  
Provincial Court (Circuit)  
Civil Court  
Criminal Court  
Family Court  
Traffic Court  
Youth Court

**RCMP**

Aboriginal Policing Services  
Auxiliary Police Program  
Community Advisory Committees  
Community Policing Services  
Crime Stoppers  
Project KARE

Solicitor General and Public Security  
Victims Services

**Vulcan:**

**RCMP**

Aboriginal Policing Services  
Auxiliary Police Program  
Community Advisory Committees  
Community Policing Services

Crime Stoppers  
Project KARE

Solicitor General and Public Security  
Victim Services

**Located outside Lethbridge/Macleod:**

Alberta Aboriginal Legal Education Centre  
Workshops for Communities, schools and organizations

Alberta Arbitration & Mediation Society  
Services and Education Programs

Alberta Children and Youth Services  
Adoption Records  
Appeal Panels

Alberta Civil Liberties Research Centre (ACLRC)  
Education  
Human Rights Education  
Information/Referral  
Research  
Research and Education – Not Advocacy

Alberta Conflict Transformation Society (ACTS)  
Conflict Resolution  
Restorative Justice Workshops

Alberta Employment and Immigration  
Child Support Services

Alberta Justice and Attorney General  
Justice Education Speakers Centre

Association des juristes d'expression française de l'Alberta  
Services

Finance and Enterprise  
Alberta Superintendent of Pensions

Law Society of Alberta  
Lawyer Referral

Legal Aid Alberta  
Alberta Law Line

Municipal Affairs

Municipal Government Board

Native Counselling Services of Alberta

Bearpaw Media Productions

Seniors and Community Supports

Protection for Persons in Care

Service Alberta

Consumer Complaints

Queen's Printer

Registry Agents – Land Titles

Registry Agents – Personal Property Registry

Utilities Consumer Advocate

Solicitor General and Public Safety

Financial Benefits (Victims of Violent Crime)

## **APPENDIX D**

### **ALSMP: Legal Services that provide PLEI in the Lethbridge Judicial District**

Family Violence Prevention Committee

ASD Community Justice Project

Alberta Aboriginal Legal Education Centre

Workshops for communities, schools and organizations

Alberta Appeals Secretariat

Appeals Panel

Information & Assistance

Alberta Arbitration & Mediation Society

Alberta Children and Youth Services

Adoption Records

Appeal Panels

Community Justice Program

Alberta Civil Liberties Research Centre (ACLRC)

Education

Human Rights Education Project

Information/Referral

Research

Research and Education - Not Advocacy

Alberta Conflict Transformation Society (ACTS)

Conflict Resolution

Restorative Justice Workshops

Alberta Elder Abuse Awareness Network

Elder Abuse Community Response Steering Group

Family Violence and Elder Abuse Prevention and Awareness Committee

Alberta Justice

Provincial Court

Calgary Civil Mediation Program

Civil Court

Criminal Court

Family Court

Traffic Court



Youth Court  
Justice Education Speakers Centre

Association des juristes d'expression française de l'Alberta

Community Policing Division – Lethbridge  
Community Policing Support Section  
Victim/Witness Services Program

Correctional Services of Canada  
Parole Officer

Court of Queen's Bench  
Court of Queen's Bench Civil Mediation

Court Services  
Alberta Law Society Libraries  
Transcript Management Services

Criminal Investigations Division – Lethbridge  
Major Crimes Section – Lethbridge  
Organized Crime Section

Environment  
Authorization or Approval Viewer

Family Justice Services  
Family Court Counsellors/Intake Assistance  
Family Law Information Centres (FLIC)  
Parenting After Separation

Finance and Enterprise  
Alberta Superintendent of Pensions

Immigrant Services - Lethbridge  
Immigrant Services - School Based Settlement Support, Host Volunteer  
Program and Education and Outreach Program  
Immigrant Services - Settlement Services

Lethbridge Senior Citizens Organization  
Legal Advice  
LSCO Elder Abuse Awareness Program  
Wise Owls Program

Lethbridge College  
Public Legal Education Program

Lethbridge John Howard Society  
Community Awareness  
Crime Prevention Roundtable  
Justice Education Together (JET) Program

Lethbridge Legal Guidance Society  
Legal Guidance

Lethbridge Neighbourhood Watch

Municipal Affairs  
Municipal Government Board

Native Counselling Services of Alberta (NCSA)  
Bearpaw Media Productions  
Criminal Courtwork Program  
Family Courtwork Program

Royal Canadian Mounted Police (RCMP) - K Division  
Aboriginal Policing Services  
Auxiliary Police Program  
Community Advisory Committees  
Crime Stoppers  
Drug Abuse Resistance Education - D.A.R.E.  
Project KARE

Seniors and Community Supports  
Office of the Public Guardian  
Protection for Persons in Care

Service Alberta  
Consumer Complaints  
FOIP Helpdesk  
Private Sector Privacy Information Line  
Queen's Printer  
Registry Agents - Land Titles  
Registry Agents - Motor Vehicles  
Registry Agents - Personal Property Registry  
Utilities Consumer Advocate

Victim Service Units  
Victim Services

Womanspace  
"Your money and your life" - Financial Services for low-income women