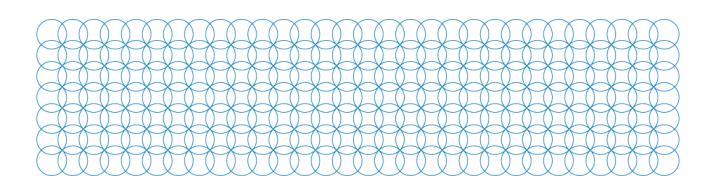
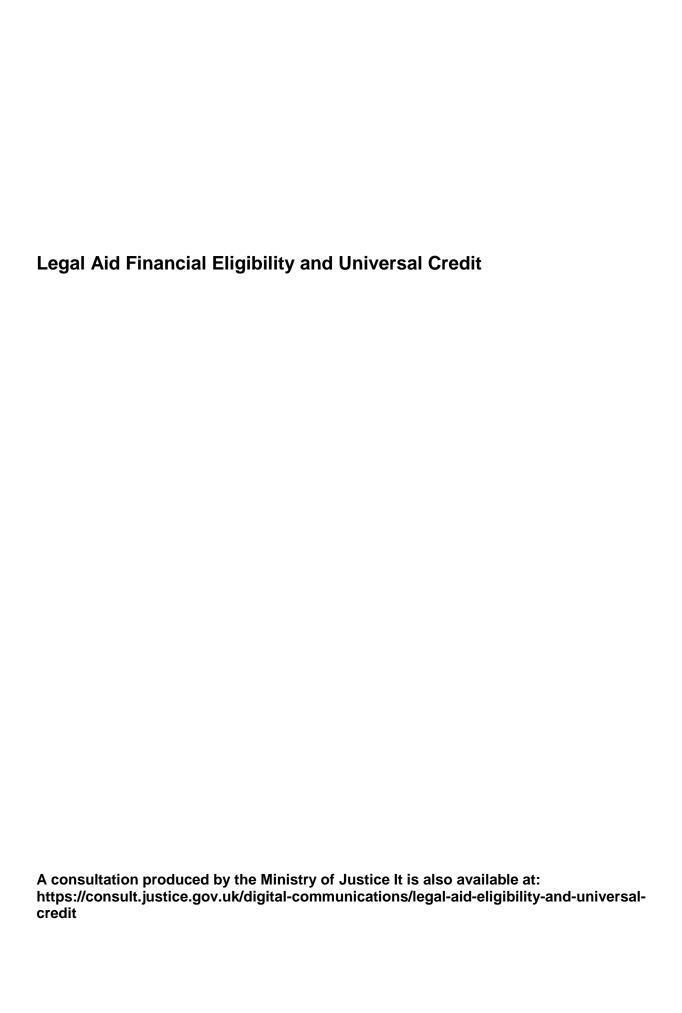


Legal Aid Financial Eligibility and Universal Credit





About this consultation

To: This consultation is aimed at providers of publicly funded legal

services and others with an interest in the justice system.

Duration: From 16 March 2017 to 11 May 2017

Enquiries (including requests for the paper in an alternative

format) to:

Ministry of Justice 102 Petty France London SW1H 9AJ

Tel: 020 3334 3555

Email: legalaideligibilitymoj@justice.gsi.gov.uk

How to respond: We encourage respondents to use the online consultation tool

at https://consult.justice.gov.uk/digital-communications/legal-aid-eligibility-and-universal-credit. Alternatively, please send

your response by 11 May 2017 to:

Ministry of Justice 102 Petty France London SW1H 9AJ

Tel: 020 3334 3555

Email: legalaideligibilitymoj@justice.gov.uk

Response paper: A response to this consultation exercise is due to be published

July 2017 at: https://consult.justice.gov.uk/digital-

communications/legal-aid-eligibility-and-universal-credit

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Legal Aid Eligibility and Universal Credit Consultation Paper

Ministerial Foreword

Legal aid is a vital part of our justice system and is critical for protecting fundamental rights and ensuring access to justice. This Government remains committed to ensuring the legal aid scheme remains credible, sustainable and available to those who need it most.

To achieve this end, the means test, which determines whether a person qualifies financially for legal aid, must therefore ensure that funding is targeted at those most in need. Under the current legal aid means test certain legal aid applicants are deemed to be automatically financially eligible for free legal aid if they are in receipt of certain income-based qualifying benefits. This system is known as "passporting". Not only does it facilitate quicker funding decisions for those most in need, it avoids duplication, by improving information sharing across government and helps to reduce the administrative burden on legal aid applicants, providers and the Legal Aid Agency (LAA).

The changes to the benefits system currently being implemented under the Welfare Reform Act 2012 mean that a number of benefits that have historically been used as an administrative marker to "passport" applicants through the legal aid means tests to free (i.e. non-contributory) legal aid will progressively be replaced by Universal Credit.

In order to accommodate the introduction of Universal Credit, which was initially restricted to particular areas and types of claimant, the list of passporting benefits for civil and criminal legal aid was amended to include Universal Credit as an interim measure.

However, Universal Credit has a wider scope than the existing passporting benefits that it replaces, and it can be paid to claimants who are also in receipt of earnings. This means that people who would have been in receipt of certain current non-passported benefits will, once they become entitled to Universal Credit, become eligible for passporting to free legal aid. If Universal Credit continues to be a passporting benefit for legal aid, the increase in legal aid expenditure will be approximately £14m per year in steady state. In addition, those in receipt of Universal Credit may be advantaged over those on similar incomes but not in receipt of Universal Credit meaning that legal aid is not focused on those who need it most.

Such additional financial pressure on the legal aid system is not affordable. I believe it is vital, particularly in the current financial climate that the Government takes appropriate steps now to ensure any additional costs are kept to a minimum in order to protect the interests of taxpayers and the longer term sustainability of the legal aid scheme.

This is not a cost-cutting exercise, rather our intention is to limit any additional financial burden being placed on the legal aid budget whilst ensuring that means testing arrangements continue to make sure that limited funds are targeted fairly at those clients most in need and that clients who can, and should, contribute to the costs of their legal advice and representation, do so.

This consultation sets out the Government's policy proposal in response to these Welfare Reforms. I believe this proposal represents the best option for accommodating the expansion of Universal Credit to all claimant types into our existing financial

eligibility requirements and also retains the benefits gained from continuing to passport certain applicants. We would welcome your views on the proposal we have put forward and on any other aspects of the debate.

The Right Hon. Sir Oliver Heald QC

Chapter 1: Executive Summary

- 1.1. This document sets out the Government proposals for amending the legal aid financial eligibility system in England and Wales during the roll out of Universal Credit.
- 1.2. As set out in **Chapter 2 (Introduction)**, the need to amend the legal aid financial eligibility arrangements arises from the progressive roll out of Universal Credit. Continuing to passport all recipients of Universal Credit is likely to generate additional cost burdens for the legal aid budget which in the current financial climate are not affordable. We believe it is important therefore to target limited funding at the most financially vulnerable.

Chapter 3 (Proposal for Consultation)

- 1.3. This Chapter outlines the proposal for amending the legal aid financial eligibility criteria in order to accommodate the changes to the benefit system.
- 1.4. We are proposing to limit passporting through the legal aid means tests to Universal Credit recipients with zero income from employment (while continuing to passport recipients of legacy passporting benefits which are those passporting benefits which are either not being replaced by Universal Credit or have not yet been replaced but will be in the future).
- 1.5. We also describe the other options that have been considered but that we do not propose to pursue. These are:
 - •To limit passporting through the legal aid means tests to Universal Credit recipients with earnings from employment of £500 per month (£6,000 per annum) or less (while continuing to passport recipients of legacy passporting benefits).
 - •To assess income for all applicants, based on the current legal aid eligibility rules, with no passporting.

Chapter 4 (Special Issues)

1.6. This Chapter outlines specific issues that have been identified as requiring additional consideration.

Chapter 5 Impact Assessment and Equalities Statement

- 1.7. The Government has assessed the potential cost-benefit impacts of the proposed reforms to the Legal Aid Agency, providers and claimants in the Impact Assessment at Annex A.
- 1.8. The Government has also assessed the potential impacts of the proposed reforms in accordance with our obligations under the Equality Act 2010. These assessments of the potential impact in the form of an Equalities Statement is at Annex B.

Chapter 6 (Schedule of Consultation Questions)

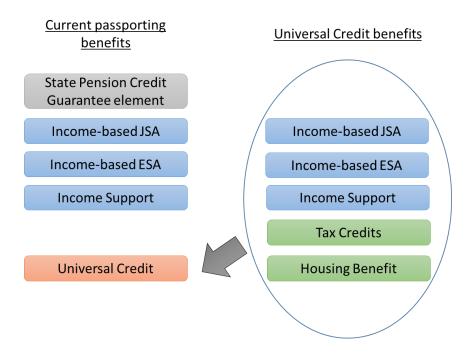
1.9. This chapter lists in full the questions we would welcome consultees to consider and on which to respond.

Consultation

1.10. The deadline for responses is 11 May 2017. The Government intends to respond to the consultation in July 2017.

2. Introduction

2.1. Under the current legal aid means tests (described in more detail in Annex C), some legal aid applicants are deemed to be automatically financially eligible for legal aid (without a contribution) if they are in receipt of certain income-based qualifying benefits.¹ This system of using receipt of qualifying benefits, known as "passporting", allows the Legal Aid Agency (LAA) and providers to make use of information already collected by the Department for Work and Pensions (DWP) thereby avoiding administrative duplication. These income-based qualifying benefits have been historically used to passport applicants through the income means tests for both civil and criminal legal aid and through the capital means test for criminal legal aid². As a short term measure, the relevant legal aid regulations setting out the means tests included Universal Credit as a passporting benefit with effect from April 2013.



¹ The qualifying benefits are Income Support, income-based Jobseeker's Allowance, income-related Employment and Support Allowance, State Pension Guarantee Credit and, from April 2013, Universal Credit.

² Receipt of qualifying benefits is no longer used to passport applicants through the capital test for civil legal aid as the capital thresholds for civil legal aid and welfare benefits differ significantly. The capital threshold for civil legal aid is £8,000 compared to £16,000 for welfare benefits.

- 2.2. The above diagram shows the legal aid qualifying benefits for passporting since April 2013 and the benefits that Universal Credit replaces. As can be seen, Universal Credit replaces a wider scope of benefits than were historically passported to non-contributory legal aid prior to April 2013, specifically, Tax Credits, which includes Working Tax Credit and Child Tax Credit, and housing benefit. Continuing with the current arrangements would eventually result in a significant pressure on the legal aid fund. It is estimated that this could result in an additional cost of £14m³ per year for the legal aid fund. Alongside the financial implications, if we continue to passport all Universal Credit recipients with income, we would be putting at a disadvantage those who may be in receipt of a similar level of income but are not in receipt of Universal Credit. Resources are not limitless and the means test must ensure that legal aid is targeted at those most in need.
- 2.3. We have considered how the current legal aid means test could be amended to accommodate the expansion of Universal Credit.
- 2.4. For the reasons above, we remain firmly of the view that legal aid should be available to those with the greatest need and that it is right that people who can afford to should pay something, however little, towards the costs of their legal fees. This ensures that finite public resources for legal aid are targeted at the most in need.
- 2.5. This consultation sets out in detail a proposal for changes to the legal aid eligibility system to accommodate the expansion of Universal Credit.
- 2.6. Before reaching any final decisions we would welcome the views of consultees.
- 2.7. As set out in Chapter 5 (Impact Assessment and Equalities Statement), the Government has assessed the potential cost-benefit impacts of the proposed reforms to the LAA, providers and claimants, along with equalities impacts in accordance with our obligations under the Equality Act 2010. These assessments of the potential impacts are set out in the Impact Assessment and Equalities Statement at Annex A and Annex B respectively.
- 2.8. Comments on the Impact Assessment and Equalities Statement are very welcome.

Consultees

- 2.9. We have sent copies of this paper to key stakeholders. However, responses are welcomed from anyone with an interest in or views on the subject covered by this paper.
- 2.10. A Welsh language version of this paper will be made available on request.

³ This is an estimate taken from a modelling exercise. Due to uncertainties, we estimate a sensitivity range of between £9m and £20m.

Case for change

- 2.11. In order to understand our proposed changes to the passporting arrangements for assessing the financial eligibility of legal aid applicants we have set out a full description of the current legal aid eligibility rules at Annex C.
- 2.12. As set out in 2.2 above, Universal Credit means that the current system of passporting those on specific qualifying benefits, including Universal Credit, will not be financially sustainable in the long term. Universal Credit replaces a wider scope of benefits than are currently passported. Continuing to passport to all those in receipt of Universal Credit would eventually result in significant pressure on the legal aid fund, estimated at an additional £14m per annum in steady state.
- 2.13. In addition, continuing to passport on the basis of receipt of Universal Credit is likely to lead to a substantial disparity in terms of financial eligibility for legal aid between those in receipt of Universal Credit and those in low-paid employment who are subject to the full means test. Universal Credit has been designed to support people back into work and is available to some households with average (rather than very low) incomes. Universal Credit has been designed to improve work incentives by making sure that recipients will always be better off in work. Universal Credit payments will be gradually reduced at the rate of 65p for every £ earned (63p from April 2017). Universal Credit recipients may in some circumstance also be entitled to a work allowance (an amount that can be earned before Universal Credit payments are affected). Therefore, Universal Credit recipients could be in receipt of household income that exceeds the upper eligibility thresholds for legal aid. If we continue to passport all recipients of Universal Credit, some households in this group will have an advantage in terms of financial eligibility over those not in receipt of Universal Credit. This does not meet the policy objective of targeting legal aid at those most in need.
- 2.14. Therefore a solution is required that will make sure that legal aid is targeted at those that need it most and ensure minimal additional costs to the taxpayer.

3. Proposal for Consultation

- 3.1. In developing the proposal for changing the legal aid financial eligibility systems we have focussed on the following policy objectives:
 - ensuring that legal aid is targeted at those who need it most;
 - efficiency in terms of information sharing across government;
 - •no, or a minimum, additional cost to the taxpayer; and
 - minimising the administrative burden on the LAA, legal aid applicants and providers.

Based on the consideration of these principles, we have developed a proposal which is set out in detail below. We believe that this proposal best meets the above policy objectives.

Passport Universal Credit recipients with zero income from earnings.

- 3.2. This option would retain the existing system for assessing financial eligibility for legal aid with the following changes:
 - recipients of Universal Credit with zero income from earnings,⁴ would be passported through the income tests for all types of legal aid and the capital test for criminal legal aid.

There would be no passporting to legal aid for recipients of Universal Credit with any household income from earnings - they would be assessed under the existing income and capital tests, and pay contributions if assessed as liable to do so under the existing rules. Money paid in respect of the Universal Credit award would be taken into account as income when assessing eligibility or liability for contributions;

- recipients of the legacy benefits that already qualify for passporting, including State Pension Guarantee Credit (which is not being replaced by Universal Credit), would continue to be passported through the income tests for civil legal aid and the income and capital tests for criminal legal aid until they are fully phased into Universal Credit; and
- all other legal aid applicants would be subject to the existing means test criteria and those on low income (but not in receipt of the passporting legacy benefits) may be eligible for non-contributory legal aid or be asked to pay a contribution towards their legal costs
- 3.3. We are not proposing any changes to the capital and income thresholds for legal aid. Neither are we proposing to amend the forms of civil or criminal legal aid from which a contributory payment may be sought or to amend the contribution rates.

Impact assessments and equalities considerations

- 3.4. The impacts of this proposal for the Legal Aid Agency, providers and legal aid claimants are set out in the accompanying Impact Assessment (see Annex A).
- 3.5. In accordance with our duties under the Equality Act 2010 we have considered the impact of the reduction in eligibility on individuals sharing protected characteristics. These impacts are set out more fully in the enclosed Equalities Statement at Annex B.
- 3.6. Legal aid claimants in receipt of Universal Credit with earnings from employment would not necessarily lose their eligibility to legal aid since they will be subject to the means test. The vast majority of claimants would experience no change in their status. A small number would move out of

⁴ Earnings as defined for Universal Credit purposes.

- eligibility or be required to make a contribution. A slightly larger proportion of claimants would move from ineligibility into eligibility or contributory legal aid. We estimate that around 650 would become eligible for free legal aid through passporting while 500 would become ineligible for free legal aid with 250 of those asked for a contribution. This is a very small percentage of those who receive legal aid⁵.
- 3.7. Given the limited number of claimants that could be affected by the proposal if it is adopted we do not consider it likely that the proposed changes to legal aid eligibility would result in any particular disadvantage for those with protected characteristics.

Transitional protections

3.8. We propose that transitional arrangements are put in place that would allow the amendments to the passporting process to be integrated in a way that causes minimum disruption for legal aid recipients and those administering the scheme. Therefore, legal aid applicants who were in receipt of Universal Credit, irrespective of any earnings from employment, at the time of the original application for legal aid would not be reassessed simply because of a change to the passporting arrangements during the life of the case.

Special issues

3.9. A number of special issues arise in connection with this proposal due to the need to take into account certain differences between the purpose and scope of Universal Credit and legal aid. Special issues are discussed in Chapter 4.

Alternatives considered

- 3.10. We have considered two alternative options. These are:
 - •To limit passporting through the legal aid means tests to Universal Credit recipients with earnings from employment of up to £500 net per month (£6,000 per annum) while continuing to passport recipients of legacy benefits. This figure roughly equates with the potential earnings currently allowed to people in receipt of income support or income-related Employment and Support Allowance.
 - •To assess income for all applicants, based on the current legal aid eligibility rules, with no passporting.
- 3.11. While introducing an earnings threshold of £500 per month for passporting Universal Credit recipients to non-contributory legal aid could be argued to align more closely with the aim of encouraging people into work, this option would not remove the financial pressure on the legal aid fund, since it is estimated that it would cost the fund an additional £1 £1.5m per annum in steady state. It therefore does not satisfy the policy objectives of no, or a minimum, additional

⁵ www.gov.uk/government/statistics/legal-aid-statistics-april-to-june-2016. In the 12 months to June 2016, total means tested legal aid workload was 780,000 - 581,000 for criminal (bulletin, page 9), excluding police station workloads which are not means tested, and 199,000 for civil (bulletin, page 23), excluding Special Children's Act proceedings (table 6.2), which also are not means tested.

- cost to the taxpayer. It would also disadvantage those on similar income but not in receipt of Universal Credit and would therefore not target those who need legal aid the most. Additionally, the Government's preferred option appears the best in terms of the fit with various necessary IT systems.
- 3.12. Similarly the option of abolishing passporting and simply applying the current means test would not meet the policy objectives since while it would ensure fairness and focus legal aid on those who need it most, it would not allow for efficiency in terms of information sharing across government and would increase administrative costs for processing legal aid applications.
- 3.13. We consider that the proposal to introduce a zero earnings threshold for Universal Credit recipients is the option that best satisfies the policy objectives.
- **Q1:** Is limiting passporting through the legal aid means tests to Universal Credit recipients with zero income from employment (while continuing to passport recipients of legacy benefits) a reasonable measure to accommodate the expansion of Universal Credit?

4. Special Issues

4.1. In this chapter we have highlighted a number of issues that require special consideration to ensure that the proposal outlined in the previous chapter provides the right level of support for the various circumstances that have been identified.

Housing costs

- 4.2. Housing benefits a legacy benefit that over time will be replaced by Universal Credit.
- 4.3. In the current legal aid means test, the housing benefit an applicant receives (usually being paid direct to their landlord) isn't included as part of the gross income calculation but is deducted from the applicant's rent liability. Rent (net of the housing benefit received) is deducted from gross income, along with a small number of other allowable expenses, to calculate the applicant's disposable income.
- 4.4. Under Universal Credit, housing support is not a separate benefit but is included in the total Universal Credit award. The applicable amount for housing will be shown on the Universal Credit award notice, along with other information detailing how the award has been calculated.

Proposal

4.5. We propose that applicants in receipt of Universal Credit with earnings from employment, and so no longer passported through the means test, should have the total applicable amount of the housing element of the Universal Credit award disregarded from gross income. This approach would ensure that those in receipt of Universal Credit would not be disadvantaged compared to those still in receipt of housing benefit. Rent (net of the total applicable amount of housing element) would be deducted when calculating disposable income.

Q2: Should the total amount for housing in the Universal Credit award be disregarded when assessing a claim for legal aid?

Contrary interests

- 4.6. The current civil and the criminal legal aid financial eligibility assessments take account of a partner's income and capital in determining the applicant's financial eligibility and liability to pay contributions.⁶ Both the civil and criminal financial assessments make allowances for the increased cost of a two person household (and dependants where relevant).
- 4.7. In civil legal aid the resources of the individual's partner must be treated as the individual's resources unless they have a contrary interest in the dispute in respect of which the application is made.
- 4.8. In criminal legal aid, in relation to advice and assistance, the financial resources of the individual's partner must be treated as the individual's financial resources unless the individual's partner has a contrary interest in the matter in respect of which the individual is seeking advice and assistance; or the Director of Legal Aid Casework considers that, in all the circumstances of the case, it would be inequitable or impractical to do so.
- 4.9. In criminal legal aid, in relation to representation, the financial resources of the individual's partner must be treated as the individual's financial resources unless the individual's partner has a contrary interest in the matter in respect of which the individual is seeking representation.
- 4.10. An example of a contrary interest in a civil case is in relation to a claim by a mortgagee seeking possession where undue influence by the partner may be the client's defence. An example of a partner having a contrary interest in a criminal case is where the partner is the victim of the purportedly criminal act.

Proposal

- 4.11. We propose that the position on contrary interest as set out above would remain unchanged i.e. the partner's resources will not be treated as the individual's resources if there is a contrary interest.
- 4.12. Where a contrary interest exists and:
- i) the household is in receipt of Universal Credit and neither party is in receipt of earnings from employment, both may be passported through the relevant means tests;
- ii) the household is in receipt of Universal Credit and one or more parties has earnings from employment, their earnings will be taken into account separately; and
 - iii) it is established that one party has no earnings, that party only may be passported through the relevant means test.

⁶ Regulation 9 Criminal Legal Aid (Financial Resources) Regulations 2013 for advice and assistance for criminal proceedings; Regulation 19 for representation for criminal proceedings in the magistrates' courts; Regulation 4 Criminal Legal Aid (Contribution Orders) Regulations 2013 for representation for criminal proceedings in the Crown Court; Regulation 16 Civil Legal Aid (Financial Resources and Payment for Services) Regulations 2013

Q3: Do you agree with the proposal that where there are contrary interests both parties should be assessed using the Universal Credit award amount for their household circumstances but any earnings would be taken account of separately?

5. Impact Assessment and Equalities Statement

- 5.1. The Government is mindful of the importance of considering the impact of the legal aid proposals on different groups, with particular reference to users and providers of legally-aided services.
- 5.2. We have assessed the potential cost-benefit impacts of the proposed reforms to the Legal Aid Agency, providers and claimants in the Impact Assessment.
- 5.3. In accordance with our duties under the Equality Act 2010 we have considered the impact of the proposals on individuals sharing protected characteristics in order to give due regard to the need to eliminate unlawful conduct, advance equality of opportunity and foster good relations.
- 5.4. Our assessments of the potential impact of these proposals can be found at Annex A for the Impact Assessment and Annex B for the Equalities Statement, which should be read in conjunction with the proposal. We welcome any relevant information to further inform our analysis and better understand the potential impacts of the proposals. We will be updating our assessments once we have considered all relevant responses.

Q4: Have we correctly identified the range of impacts of the proposals as currently drafted in this consultation paper?

Q5: Have we correctly identified the extent of the impacts of the proposals as currently drafted?

Q6: Are there any forms of mitigation in relation to the impacts that we have not considered?

Q7: Do you have any other evidence or information concerning impacts or equalities that we should consider when formulating the more detailed policy proposals?

6. Schedule for Consultation Questionnaire

- 6.1. We would welcome responses to the following questions set out in this consultation paper.
- **Q1.** Is limiting passporting through the legal aid means tests to Universal Credit recipients with zero income from employment (while continuing to passport recipients of legacy benefits) a reasonable measure to accommodate the expansion of Universal Credit?

Yes

No

If no, please give reasons.

Q2. Should the total amount for housing in the Universal Credit award be disregarded when assessing a claim for legal aid?

Yes

No

If no, please give reasons.

Q3. Do you agree with the proposal that where there are contrary interests both parties should be assessed using the Universal Credit award amount for their household circumstances but any earnings would be taken account of separately?

Yes

No

If no, please give reasons.

Q4. Have we correctly identified the range of impacts of the proposals as currently drafted in this consultation paper?

Yes

No

If no, please give reasons.

Q5: Have we correctly identified the extent of the impacts of the proposals as currently drafted?

Yes

No

If no, please give reasons.

Q6: Are there any forms of mitigation in relation to the impacts that we have not considered?

Q7: Do you have any other evidence or information concerning impacts or equalities that we should consider when formulating the more detailed policy proposals?

Thank you for taking part in this consultation exercise.

About you

Please use this section to tell us about yourself

Full name	
Job title or capacity in which you are responding to this consultation exercise (e.g. member of the public etc.)	
Date	
Company name/organisation (if applicable):	
Address	
Postcode	
If you would like us to acknowledge receipt of your response, please tick this box	(please tick box)
Address to which the acknowledgement should be	
sent, if different from above	
If you are a representative of a gas a summary of the people or organis	roup, please tell us the name of the group and give sations that you represent.

Contact details/How to respond

Please send your response by 11 May 2017 to:

Ministry of Justice Legal Aid and Legal Services Policy Floor 3.36 102 Petty France London SW1H 9AJ

Tel: 020 3334 3555

Email: legalaideligibilitymoj@justice.gsi.gov.uk

Extra copies

Further paper copies of this consultation can be obtained from this address and it is also available on-line at: https://consult.justice.gov.uk/digital-communications/legal-aid-eligibility-and-universal-credit.

Alternative format versions of this publication can be requested from legalaideligibilitymoj@justice.gsi.gov.uk

Publication of response

A paper summarising the responses to this consultation will be published in July 2017. The response paper will be available on-line at: https://consult.justice.gov.uk/digital-communications/legal-aid-eligibility-and-universal-credit.

Representative groups

Representative groups are asked to give a summary of the people and organisations they represent when they respond.

Confidentiality

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Ministry.

The Ministry will process your personal data in accordance with the DPA and in the majority of circumstances, this will mean that your personal data will not be disclosed to third parties.

Consultation principles

The principles that government departments and other public bodies should adopt for engaging stakeholders when developing policy and legislation are set out in the consultation principles.

https://www.gov.uk/government/publications/consultation-principles-guidance

Consultation Co-ordinator contact details

Responses to the consultation must go to the named contact under the How to Respond section.

However, if you have any complaints or comments about the consultation **process** you should contact Jonathan Hunt on 07976 441261or email him at consultation@justice.gsi.gov.uk.

Alternatively, you may wish to write to the address below:

Ministry of Justice Consultation Co-ordinator Better Regulation Unit Analytical Services 7th Floor, 7:02 102 Petty France London SW1H 9AJ

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