

LAW FOR NON-LAWYERS: SOME PRELIMINARY REFLECTIONS LMM(83)34

Memorandum by the Commonwealth Secretariat
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Throughout the Commonwealth there has been an explosion in recent years of interest in the law and of materials designed to increase public awareness of the content of the law and the way in which the legal system may afford solutions to everyday problems.

2. The annexed paper has been prepared by Professor William Twining, who will be known to Law Ministers as a writer on problems in publishing in small jurisdictions and for his work with the Commonwealth Legal Education Association.

3. The paper suggests that there is a wealth of experience throughout the Commonwealth about many aspects of community legal education, and that this could usefully be shared and be evaluated in a more systematic fashion than has been the case to date.

ANNEX TO LMM(83)34

LAW FOR NON-LAWYERS: SOME PRELIMINARY REFLECTIONS

A paper prepared by PROFESSOR WILLIAM TWINING
of the University of Warwick, Coventry

A. Introduction

In recent years in many countries there has been a significant increase in interest, activities and publications connected with communication of and about law to non-lawyers. Law in schools; community legal education; street law; unmet needs for legal services; access to law; know your rights; public participation in law reform; do-it-yourself conveyancing and divorce have become standard phrases in many places. They are all associated with a general trend, by no means yet an "explosion", towards making law more familiar, comprehensible and accessible to ordinary citizens and to particular groups. The means or media of communication are as diverse as the activities suggested by the phrases: semi-popular books; home encyclopaedias; adult education courses; packages of teaching materials; law weeks; radio and T.V. programmes, multi-coloured 'green' papers; pamphlets; posters; leaflets; cassettes; advice columns; new designs for forms; games; songs; comic strips; even T-shirts reminding people of their rights when arrested, are all more or less familiar examples.

2. The idea of communicating about law to non-lawyers is not new; but the scale and the variety of the phenomenon - if it is a single phenomenon - may be. Nearly all of the published writing about the subject tends to deal with particular aspects, such as law in schools or community legal education, but there have been almost no attempts to look at it systematically and in general terms. The nearest to a general approach has been in the context of discussions of the extension of, or alternatives to, the provision of legal services to the general public. "Every man his own lawyer" is a phrase that has had an enduring attraction for nearly everyone except lawyers. In England a book of that title ran to many editions and has been superseded, in many parts of the Commonwealth, by a number of similar works. If such catch-phrases and products were ever thought to pose a serious threat to the livelihood of private practitioners, such fears seem to have largely receded. This is perhaps because it is now widely recognised that increased public awareness about law is as likely to increase as it is to diminish the overall demand for specialised legal services.

3. This focus on extension of, and alternatives to, lawyers' services may have distracted attention from other important aspects of the subject. The object of this paper is to take a fresh, necessarily impressionistic, look at the phenomenon as a whole from a different perspective and to raise for discussion some issues about communicating about law with non-lawyers as part of a national system of legal information provision, which itself is seen as part of the legal system. Thus I propose to concentrate on the information needs of non-lawyers of different kinds within an overall scheme of provision of legal information, leaving open questions about the precise role of private practitioners, governments and others in such a scheme - roles which in any case are likely to vary considerably from jurisdiction to jurisdiction.

B. Some Preliminary Observations

4. The starting point of this paper is a series of studies of law publishing and legal information and of problems of localising legal literature in small jurisdictions of the Commonwealth. The main findings of these studies, some by which were sponsored by the Commonwealth Legal Education Association, have been usefully summarised by Jenny Uglow in her paper Localising Legal Literature (Commonwealth Secretariat, 1981). It is not necessary to repeat these findings here, but it may be useful to restate some general points that have a direct bearing on the present topic. Some of these belong to the category of the 'forgotten obvious'.

5. One of the main lessons of these studies was that it is artificial to concentrate too much on 'legal literature' rather than on the whole range of ways of communicating legal information, including radio and television, taught courses, public meetings, the telephone, computer software, and through making more extensive use of librarians and other specialists in information as channels of communication. This is particularly significant in respect of oral advice with a legal content, much of which is given, in any society, by non-lawyer intermediaries such as priests, elders, advice bureaux, social workers, trade unionists, local government officials, elected representatives and so on. One of the main functions of a legal information system is to serve the needs of such intermediaries rather than to try to communicate directly with the public at large. Furthermore, it is dangerous to assume that lawyers are the best providers of legal information whether in oral or written form. It is salutary to bear in mind that the International Legal Center for Law and Development has found that some of the most successful materials for assisting the rural poor in efforts to improve access to law have been prepared by non-lawyers, who may know less law but may be better communicators. A similar theme is to be found in much recent writing about lawyer-client relations. Lawyers need to learn how to translate legal language into ordinary language as well as vice versa.

(a) The variety of users

6. A related point is that non-lawyer users of legal information vary greatly in their needs, circumstances and comprehension levels. The category of 'non-lawyers' includes almost everyone. Clearly they can be classified in myriad ways, but common sense suggests that some particularly important audiences need to be differentiated in the present context, for example:-

- (i) individuals in their capacities as citizens;
- (ii) individuals in their professional or occupational capacities (e.g. non-lawyer officials, small businessmen, accountants, firemen, journalists, police, social workers);
- (iii) students pursuing courses of general or specialised education;
- (iv) organisations or groups, ranging from foreign corporations to tenants' associations, trade unions, specialised pressure groups and community organisations.

7. It is worth bearing in mind that, despite the differences between these types of user, there is much overlap between their needs. Time and again we have come across publications designed for one audience which have been found useful by others. For example, an excellent general reference work, such as the Legal Resources Book (see below), may be used by businessmen, parents, the fire brigade, housing associations and even practising lawyers.

(b) Different kinds of knowledge

8. Another point to emerge from these general studies was that different kinds of information needs tend to get lumped together rather indiscriminately. Hence it is useful to distinguish between three very different kinds of need:-

- (i) general knowledge or awareness, e.g. as part of the general education of ordinary citizens;
- (ii) specialised knowledge, e.g. most businessmen need to be generally conversant with the general principles of contract and to carry in their heads or to have ready to hand very detailed knowledge about some highly specialised area(s) of law that regularly affect them. This is significantly different from the need for:-
- (iii) immediate practical information bearing on particular (typically one-off, often unexpected) events, transactions, etc. which the users could not be reasonably expected to carry in their heads. Here what is required is not legal knowledge so much as capacity to recognise the need and to know how to obtain the relevant information. This is, of course, one of the most important and most problematic areas of legal information.

(c) Information about what ?

9. It is a common fallacy that the only kind of important information about law is information about the content of substantive rules of law. The fallacy is familiar, but it still has a powerful influence on, for example, the content of books and courses about law for non-lawyers. It is accordingly worth stressing the point that 'information about law' includes information about where to go or whom to ask for advice and help; about procedures; and about the uses and limits of law and lawyers as well as about the detailed rules of substantive law.

10. In this connection it is worth noting a trend in legal education for non-lawyers. Twenty years ago most educational books in the field concentrated on providing basic information - often in a rather dry and indigestible form - about legal institutions and legal doctrine. Modern literature aimed at the same market, following the courses, tends to be much more diverse, often going beyond mere doctrinal description to emphasise the dynamics of the law in action or to raise basic issues about the role of law in society or the limits of law. Whether all such efforts have desirable educational objectives is a matter of opinion; what is clear is that a great deal of educational literature manages to suggest that law is interesting, pervasive and important rather than to project the image of a dry, technical and esoteric subject. It also emphasises procedures and skills as much as the content of substantive law.

(d) Two-way communication

11. Talk about 'law for non-lawyers' often proceeds on the assumption that the problem solely relates to one-way communication by lawyers (whether government departments, legislative draftsmen, private practitioners or law teachers). This is misleading, for one aspect of the problem is extracting information, opinions, etc. from ordinary people. This is a familiar topic in respect of law reform, where in many jurisdictions a great deal of effort and imagination has gone into trying to gauge public opinion and to obtain suggestions and feed-back from those affected and from the public at large (sometimes, one senses, with disappointing results), but it is also worth bearing in mind that without regular two-way communication it is often extremely difficult to gauge what people's problems and information needs are. Just as the problem of unmet needs for legal services is partly a function of the legal profession becoming out of touch with the actual problems of ordinary people so producers of legal information often have to proceed in the dark about what kinds of information are likely to be most useful to various kinds of 'user', and they may be wildly wrong unless they keep in close touch with their audience.

(e) Two intractable problems

12. It is worth mentioning two problems that recent studies have brought to attention as being both important and intractable. The first is the problem of improving provision of information about local laws, procedures, and institutions. This paper concentrates on communication about local law in a given jurisdiction, but it must be acknowledged that

many jurisdictions are still likely to continue to be heavily dependent on foreign publications, especially in respect of educational materials.

13. Secondly, although some attention has been paid to the peculiar problems of communication about law in multi-lingual societies (e.g M. Cooray, 1981), a great deal more work needs to be done before effective strategies for tackling these problems can be devised. This paper assumes that this is an especially urgent and difficult problem in respect of provision of legal information to non-lawyers in many jurisdictions of the Commonwealth

C. Why is it thought to be important?

14. No doubt one reason for increased activity has been an increase in the demand for information and education about law. Nowhere is that more apparent than in the international phenomenon of the enormous expansion of legal education at all levels. The proliferation of law in schools, of community legal education and of some kinds of popular legal publication to some extent represents a response to popular demand; but initiatives have also been taken by governments, the legal profession and others, to stimulate interest for a variety of reasons.

15. Several different kinds of justification have been advanced for encouraging the spread of legal information and knowledge among non-lawyers. For example, in his book The Law in Crisis, Professor Weeramantry emphasises the importance of "law consciousness" among citizens as a necessary ingredient of increased participation in

"To shut out law from our ken is to ignore a large part of human experience. It is time the law's beneficiary, the common man in every jurisdiction, entered upon his inheritance with a fuller realisation of its richness, its importance and its power. It is time for a more general realisation that lawyers have no rights of proprietorship over this inheritance but are only trustees. Trustees and beneficiaries must meet in discussion. There must be a freer exchange of views and a greater readiness to understand."

16. Others have emphasised the importance of citizens and groups knowing about the laws that affect them directly. Thus one of the functions of the Australian Commonwealth Legal Aid Commission is given statutory expression as follows:-

"to advise the Attorney-General as to the educational programs that would be effective in prompting an understanding by the public, or by sections of the public that have special needs in this respect, of their rights, powers, privileges and duties under laws in force in Australia".
(Commonwealth Legal Aid Commission Act 1977, s.6, Ch.1).

17. Other programmes and groups have emphasised collective action and self-help, especially on the part of under-privileged sections of the community. A report for the International Center for Law and Development on a series of studies of legal professions in Third World countries emphasises the inadequacy of traditional modes of delivery of legal services for the urban and rural poor in terms of collective action as well as individual rights. In order to secure access to legal institutions and processes and, more generally, to government, rural and urban groups, it is argued, need different kinds of legal resources from the kind of legal representation that is normally associated with the legal profession. The report concludes:-

"Legal professions are neither geared or able to provide the kinds of legal resources which are needed by different groups of the poor (e.g. peasants, urban squatters, landless rural workers) in order to press claims for a different distribution of particular resources essential to their needs (credit, water, health services or minimum wages). Rather, legal professions -- viewed as modes of training and of organising legal services -- result in a system of producing and distributing legal resources which is neither intellectually nor economically oriented towards the needs of the poor .

"Legal professions deter development of alternative means of providing legal resources to the poor (i.e. means which do not depend so heavily on the profession). Inherited structures endow the profession with influence

over legal education, certification and regulation of who can provide legal resources. By virtue of training, entrenched professional culture, social orientation and economic or class interests, professions deter development of "paraprofessionals" or other kinds of intermediaries who might serve different kinds of needs of the poor".

18. This kind of approach advocates collective action, self-reliance and the substitution of a concept of developing legal resources within groups rather than the provisions of legal services to groups and individuals from the outside. A proposal for an international project jointly sponsored by the ICLD, the Anne Blaire Harrison Institute for Public Law and the National Street Law Institute stated its objectives as follows:-

- A. To secure participation and social accountability in institutions which produce, control, regulate, or distribute essential resources.
- B. To facilitate endogenous mobilisation of the rural poor through organisations which will encourage self-reliant and social transformations at grass root levels.
- C. To raise the law-related consciousness, knowledge, and skills of participatory, self-reliant organisations and their membership, as well as of persons of the broader community".

19. These are just some examples of rather different rationales that have been advanced for focussing attention on and devoting resources to systematic provision of legal information to non-lawyers. There is a consensus that this is an important but neglected area; but differences of opinion about needs and priorities are to be expected between those who emphasise individual rights and duties, public participation in government, collective action by under-privileged groups, or simply response to increased demand in the market-place. A similar diversity of opinion is to be expected about the proper role of government in providing or supporting particular kinds of activity in this area. It is also worth remembering that the need for comprehensible information about law, and government responsibility to ensure that it is available, arguably increases as State activity impinges more on the lives of ordinary people and the community.

20. It is beyond the scope of this paper to comment on the relative merits of these different perspectives, let alone to make specific recommendations about needs and priorities. But it may be helpful, in coming to judgements about such matters in particular contexts and in considering possible initiatives, to differentiate between the kinds of functions that legal information provision may serve. The following is an adaptation of a scheme suggested by Professor J.C.N. Paul:-

- (i) to communicate the content of law generally and to specific sectors and groups;
- (ii) to train non-lawyer specialists to administer, implement or use law that affects them directly;
- (iii) to assist non-lawyers charged with administering or implementing law (e.g. police, administrators, other lay functionaries, e.g. village court officials);
- (iv) to assist different kinds of individuals and groups to use law to protect or advance their interests;
- (v) to evaluate critically existing elements (rules, procedures, institutions, etc.) within the legal system, or proposals for change in such elements;
- (vi) to advance understanding of society through law;
- (vii) to entertain members of the public (note: ironically in many societies this may be one of the main social functions of legal information provision; it may, of course, indirectly serve to educate or mis-educate the public about law).

Clearly different types of information and knowledge (see above) are appropriate to each of these functions.

D. Some Particular Areas of Concern

21. In talking about information it is often useful to begin by asking some such question as: Who is seeking information about what from whom for what purposes in what contexts by what means and with what results? Or, switching from users of information to communicators: Who is trying to communicate what about what to whom ...? etc.

22. In the present context such global questions may help to underline the extent and the complexity of the subject. It is not possible here to do more than comment on a few areas that have already attracted special attention.

(1) Communication of legislation and other forms of written law

23. During the past ten years a great deal of attention has been devoted to the subject of statute law, especially to the form of the statute book, styles of drafting, problems of interpretation and, more generally, how to make legislation more accessible, more manageable and more comprehensible to those affected.

24. Naturally most of the writing about the subject has been by lawyers for lawyers. But there seems to be a much greater awareness than there used to be that lawyers are not the only interested parties. An illustration of this is to be found in the Statute Law Society (UK): some of the prime movers in this organisation have been non-lawyers, including politicians, accountants, civil servants and specialists in computer applications, all of whom consider themselves to be 'users' of statute law; some of them are also 'producers'.

25. This general growth of interest has resulted in an increased sophistication in the level of discussion and, rather unevenly, in what might be termed the technology of legislation. It is worth commenting briefly on some aspects of this.

26. Firstly, there has been a proliferation of specialised literature. There have been several excellent books, numerous articles, and a specialised journal, the Statute Law Review, was launched in 1980 (see bibliography in Appendix A). There is also a trend towards devoting more attention to the subject within legal education, although we are some way off the point where legislation is treated as a standard or 'core' subject in law degrees.

27. Secondly, there has been a general improvement in the methods of publishing, updating and revising legislation with some smaller jurisdictions, such as Northern Ireland and the Isle of Man, setting the lead in making imaginative use of 'new technologies' to reduce costs as well as to increase efficiency.

28. Thirdly, one of the most-discussed topics in the whole field of legal information is the relative merits of different styles of legislative drafting. A new impetus and increased sophistication have been given to these debates by bodies such as the Heap Committee (Statute Law Society) and the Renton Committee (UK) and by the writings of experienced legislative draftsmen such as Elmer Dreidger, Francis Bennion and Sir William Dale - the last being perhaps the foremost common law protagonist for civilian styles of drafting. The pages of the Statute Law Review contain expressions of opinion from legislative draftsmen with experience in many jurisdictions.

29. While disagreement is still the order of the day, something approaching a consensus does seem to be near at the level of principle. In 1968 the Heap Committee on Statute Law Deficiencies in the United Kingdom concluded:-

"99. The root of the problem afflicting statute law users lies more in the system by which law is made and expressed than in the substantive law itself. Substantive law must have a secure base and this entails efficient and effective methods of producing and communicating it."

"100. The Procedures by which Statute Law is made and officially promulgated should be governed by the needs of the User."

"101. The user's basic requirements are that:

- (a) all legislation, including Statutory Instruments, on a particular subject be contained in its latest form in one place;
- (b) the statute law be expressed in that place comprehensively: there should be one subject for each Act, and one Act for each subject; and
- (c) a convenient method exists to enable him to find the particular subject-matter sought".

This was given modified support by the Renton Committee which recommended that "in principle the interests of the ultimate users should always take priority over those of the legislators" (para. 10.3). While there is still plenty of scope for differences of view as to who are the primary 'users' of particular statutes and how their interests can best be served by draftsmen, this principle has come to be widely accepted as a desirable aspiration. There is also a growing acceptance of the fact that lawyers are by no means the only 'users' of statutes. How far this aspiration is realised in fact in current practices and in the training of aspiring draftsmen are questions that are worth debating.

30. It is also worth asking how far another lesson has been applied in practice. It is now widely recognised that there is a significant difference between authoritative aids to interpretation and other secondary aids to comprehension of legislation. Whatever the status of particular types of material as sources for resolving disputed points of interpretation in the courts, there is now available a wide range of secondary devices for aiding comprehension of even the most difficult legislative texts. These include not only traditional documents, such as explanatory memoranda and travaux préparatoires, but a wide range of pamphlets, leaflets, posters, etc., some of which use visual techniques of presentation, including algorithms, flow charts, diagrams and pictures. Examples of these are no doubt to be found in every jurisdiction in the Commonwealth. A great deal of thought and imagination has been devoted to preparation of individual examples of this kind of material, but one wonders whether sufficient has been done to exchange information about what can be done, to pool experience and to evaluate the actual effectiveness of different kinds of devices in terms of the objective of making statute law more comprehensible and accessible to different kinds of user. In short: a great deal of effort has been put into improving presentation, but relatively little has been done to study actual impact.

31. There are three further topics about which exchange of experiences and comparison of different models might be of value. The first is forms of drafting of codes, restatements and other written law to be administered and applied by lay magistrates in their own communities. There is an extensive, but very scattered, literature about the experiences of particular jurisdictions - for example about restatement and codification of customary law in East Africa in the sixties; about suitable forms of law and legal information for village courts in Papua New Guinea; about "American Indian Law" and so on. But one senses that this has not often been looked at systematically and comparatively nor as a technological problem of communication, to which non-lawyer experts of different kinds might make a useful contribution.

32. Another, closely related, problem is that of translation (or of other modes of communication) of formal written law - which is, of course, one aspect of the broader subject of law in multi-lingual societies, mentioned above.

33. Finally, increasing attention is being given to the design and redesign of forms and to methods of improving their "readability". This is a field in which the co-operation of psychologists and experts in design can be particularly fruitful. Here, as elsewhere, the lawyer's concern for precision and accuracy regularly comes into conflict with the user's need for simplicity and clarity.

(2) Public participation in law reform

34. Even more attention has been devoted to Law Reform in recent years than to the technology of statute law. No doubt stimulated by the establishment of Law Reform Commissions and like bodies in many jurisdictions, immense efforts have been made to stimulate and to secure greater participation by particular groups and by the public at large in the processes of reform. These go beyond explaining changes that have already been decided to sounding out opinion about existing provisions or already formulated

proposals to seeking and debating fresh suggestions and ideas. Some of these efforts have been described in the literature; an excellent example is a paper entitled "Reforming Law Reform : New Methods of Law Reform in Australia" by Mr. Justice Kirby, Chairman of the Australian Law Reform Commission. This examines and comments on a range of techniques of consultation, both old and new. In addition to such familiar devices as discussion papers and private consultations, the author describes several new methods employed in Australia, including statutory consultants, discussion papers addressed specifically to non-experts, public hearings, use of the media, public seminars, surveys, questionnaires, public opinion polls and efforts to reach special groups such as prisoners and ethnic minorities.

35. Mr Justice Kirby concludes:-

"The justification of this exhaustive effort of consultation can be briefly stated. It permits the gathering of factual information, particularly expert information. It secures a statement of relevant experiences, especially experiences which illustrate and individualise the defects in the law. It procures a practical bias in the law reform proposals because they must be submitted to the scrutiny of those who can say how much the reforms will cost and whether or not they will work. It gathers commentary on tentative ideas which allow the Commissioners of law reform to conform their views, modify them or retreat, if shown to be wrong. It aids the Commissioners in their task by assisting the clearer public articulation of issues and arguments for and against reform proposals. The whole process raises the public debate about law reform, ensures that the antagonists get to know each other, and usually, to respect each other's views. It raises community expectation, both of specific improvements to the legal system and routine on-going consideration of law reform generally. Expectations of the latter may well promote the devotion of more resources to the legal science than has been the case in the past".

36. In addition to these specific advantages to law reformers, Mr. Justice Kirby sees broader political and educational advantages in devoting resources and time to extensive consultation. Other efforts have also been described in the literature, some of them reflecting pessimism or disappointment about the level and quality of public response. Be that as it may, one gains a distinct impression that there is a relatively well-developed informal network of communication about law reform across national frontiers: consultative documents are circulated internationally; law commissioners exchange visits and write about their experiences; the invaluable Commonwealth Law Bulletin and Technical Co-operation provide regular systematic information about law reform activities throughout the Commonwealth; and the occasional meeting of Commonwealth Law Reform Agencies has been held.

37. It seems that, because of the existence of specialised institutions of law reform and for other reasons, there is both a generally greater self-consciousness about problems of communication about law with non-lawyers and more regular international exchange of information and experiences in respect of law reform than of other aspects of the subject of this paper. Whether one should infer from this that there is accordingly less need for systematic comparative study of the technology and impact of this aspect of legal information or that this is worthy of further study because it is more manageable is an open question.

(3) Law in schools and community legal education

37. Since these are planned to be the subject of special papers, it is not necessary to consider them in detail here. However, it is worth noting that there is a wealth of relevant experience and of more or less relevant models in both these areas in the United States - especially in respect of law in schools, which was the subject of a number of major initiatives during the nineteen sixties and seventies. A particularly useful account is a Special Report for the ABA entitled Law-Related Education in America: Guidelines for the Future (West, 1975).

(4) Law in alternative strategies for rural development

39. As was mentioned earlier, for several years past the International Center for Law in Development in New York has concentrated a large part of its efforts on the problems

of mobilising the rural poor for self-reliance in development in, among other places, Maharashtra (India) and the Philippines. These efforts are of interest in the present context for two reasons: first, legal information is perceived to be an important element in any attempts to encourage self-help by legal means by disadvantaged groups; secondly, the approach adopted in these programmes sees the whole subject in a strikingly different perspective from the more orthodox 'top down' view of legal information provision adopted in most discussions, including this paper. The general approach is described in "Alternative Development: A Legal Prospectus" (in Third World Legal Studies - Law in Alternative Strategies of Rural Development, New York, 1983).

(5) Some suggestive models

40. During the course of our studies of problems of localising legal literature in small jurisdictions we encountered a number of examples of particular publications and initiatives in particular jurisdictions that seemed to have potential for imitation or adaptation elsewhere. Since this was not the primary focus of these studies the selection is somewhat random. Nevertheless it is worth drawing attention to a few particularly striking examples:-

- (i) The Legal Resources Book, first published by Fitzroy Legal Service, Melbourne in 1977. An outstandingly successful example of a reliable, practical guide to law addressed to non-lawyers.
- (ii) Servicing the Legal System (Northern Ireland), an imaginatively conceived programme for providing regular and reliable information about local law to a variety of kinds of user in a small jurisdiction, involving co-operation of the legal profession, the judiciary and the Faculty of Law of the Queen's University, Belfast. This is described in another paper and is also the subject of an article by Professor D.S. Greer in a forthcoming issue of the Commonwealth Law Bulletin.
- (iii) The Canadian Law Information Council (CLIC), the Uganda Law Development Centre and the proposed Papua New Guinea Law Information Centre are examples of efforts to institutionalise the provision of legal information at all levels in a particular jurisdiction.
- (iv) The Institute of Public Administration (Dublin) as an example of a 'non-legal' institution that, by virtue of an energetic and imaginative programme of 'in-house' publication was for many years the main publisher of secondary books on law in the Republic of Ireland, often at very reasonable prices.
- (v) "Public Knowledge", a list of publications about Scotland (including Law and the Legal System), produced by the Scottish Information Providers Group to enable groups and individuals to have better access to local information.
- (vi) The Subject Guides (to the Acts of Tynwald, Isle of Man) - an imaginative use of word-processors to make the statute book of a very small jurisdiction more accessible to users.
- (vii) Legal Eagle, a legal newspaper for schools, published by the Law Foundation of New South Wales.
- (viii) R. Summers et al., Law: Its Nature, Functions and Limits (2nd ed.), one of the most imaginative and successful 'pre-law' books by a distinguished American academic lawyer; a simplified version of this, making extensive use of pictures and cartoons, was prepared for use in schools in the State of New York.
- (ix) CANS (Citizens Advice Notes - UK), a good example of an established regular service for providing very basic information about housing, matrimonial matters, etc. to individuals and community groups.

This is, of course, merely a small and random sample. Further suggestive examples could no doubt be found in every jurisdiction in the Commonwealth. Many of these deserve to be better known. Indeed, if this paper has any message it is that there is a wealth of experience about many aspects of the communication about law to and with non-lawyers that could usefully be shared and evaluated in a more systematic fashion than has been done hitherto.

APPENDIX A

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APPENDIX B

INSTITUTIONS

American Bar Association, 1155 E. 60th St., Chicago, Illinois 60637.

Canadian Bar Association, Committee for Public Legal Education and Information.

Canadian Law Information Council, Ottawa.

Constitutional Rights Foundation, 609 Grand Avenue, Los Angeles, California 90017, U.S.A.

International Center for Law in Development, 777 U.N. Plaza, New York, N.Y.10017, U.S.A.

National Street Law Institute, Georgetown University Law Center, 600 New Jersey Avenue, N.W., Washington D.C. 20001, U.S.A.

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Statute Law Society, Hon. Sec., 186 City Road, London EC1V 2NU.

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