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Scaling Access to Justice Research Collaboration

BRIEF 6:

**ASSESSMENT OF CASE MANAGEMENT STRATEGIES AND
CAO/CBP FUNCTIONALITY IN JUSTICE SERVICE DELIVERY**

Sophia Mukorera, PhD (University of KwaZulu-Natal)
Winnie Martins, PhD (CCJD)

Centre for Community Justice and Development (CCJD)
16 Dulwich Road, Scottsville, Pietermaritzburg
KwaZulu-Natal Province, Republic of South Africa

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LIST OF ACRONYMS AND ABBREVIATIONS

ACQ	Case Study 2
AIDS	Auto-Immune Deficiency Syndrome
AULAI	Association of University Legal Aid Institutions
AWAT	Case Study 3
CAO	Community Advice Office
CAOSA	Centre for the Advancement for Community Advice Offices of South Africa
CBA	Cost-benefit Analysis
CBJS	Community-based Justice System
CBP	Community-based Paralegal
CBPR	Community-based Participatory Research
CCJD	Centre for Community Justice and Development
CCL	Case Study 9
CCMA	Commission for Conciliation, Mediation and Arbitration
CLAP	Case Study 1
CLRDC	Community Law and Rural Development Centre
COIDA	Compensation for Occupational Injuries and Diseases Act
DAO	Daliwe Advice Centre
DCS	Department of Correctional Services
DHA	Department of Home Affairs
DoH	Department of Health
DoJ&CD	Department of Justice and Constitutional Development
DoL	Department of Labour
DSD	Department of Social Development
E&SR	Economist and Senior Researcher
EPWP	Extended Public Works Program
FA	Finance Administrator
GBV	Gender-based Violence
ID	Identification Documents
IDRC	International Development Research Centre
IOM	International Organization for Migration
JRS	Jesuits Refugees Services
KZN	KwaZulu-Natal
LAOM	Case Study 6
LHR	Lawyers for Human Rights

MCAN	Case Study 10
MD	Managing Director
MSF	Médecins Sans Frontières
NADCAO	National Alliance for Development of CAOs
NGO	Non-governmental Organisation
NPO	Non-profit Organisation
OA1	Organisational Affiliate 1
OA2	Organisational Affiliate 2
OA3	Organisational Affiliate 3
OA4	Organisational Affiliate 4
OA5	Organisational Affiliate 5
OMO	Case Study 7
P4P	Pay for Performance
PBF	Performance based financing
PfR	Payment for Results
PI	Principal Investigator
RACB	Case Study 8
RBF	Results-based financing
RC	Research Coordinator
RCP	Refugee Child Project
RLT	Rural Legal Trust
RULAC	Rhodes University Law Clinic
SA	South Africa
SACC	South African Council of Churches
SANAC	South African National AIDS Council
SAPS	South African Police Services
SANCO	South African National Civic Organisation
SASSETA	Safety and Security Sector Education & Training Authority
SAULCA	South African University Law Clinic Association
SCAT	Social Change Assistance Trust
SCSA	Save the Children South Africa
SRCB	Case Study 4
SRCI	Case Study 5
SWEAT	Sex Worker Education and Advocacy Taskforce
UIF	Unemployment Insurance Fund
UKZN	University of KwaZulu-Natal
UK	United Kingdom

UN	United Nations
UNHRC	United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
VE	Village Enterprise

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1 Introduction

The centrality of case management strategies (CMS) and practices are consistently underlined in discussions on the sustainability of the CAO sector (HSRC, 2014; Ruffin, 2019). This chapter discusses the case management strategies found in the CAO sector in section 1.2, followed by a comparative analysis of the functionality of the ten CAOs, located in five of South Africa's provinces, that are included in this study in section 1.3.

2 Assessment of the case management strategies of CAOs with distinctive structural models

2.1 The Evolution of Case Management Information Systems

Within a continuum of law firms to non-law firms, entities like community advice offices (CAOs) and community-based paralegals (CBPs) undertake various roles that facilitate access to justice by the underprivileged. CAOs provide free information, services, and advice on legal and human rights matters, typically to individuals marginalised by their geographical location, social circumstances or poverty. CAOs also play an instrumental role in educating communities on where and how to access services provided by government agencies and departments. CBPs focus on activities related to providing legal services through community education, advocacy, legal advice, counselling and mediation and litigation activities. CBPs may be called upon to provide guidance and expertise on a broad range of legal issues and social issues affecting members of the community, such as housing, sanitation, water, labour disputes and social security issues. CBPs also assist with documentation and administrative work associated with legal proceedings, such as taking statements and interpreting the law to community members (Initiative, 2010).

In this context, the use of an effective system to manage case information is crucial to ensure that data and documents relevant to the case are collected and captured (Bajandas and Ray, 2018). Clients' files must be complete and easy to access. Many clients travel long distances. A case may be passed from one team member to another, with each staff person performing a set of tasks related to the case until it reaches the point of issuance of final disposition. The case may then be moved to another part of the legal system where a decision is effected or an appeal processed; or the case records may be filed (Bajandas & Ray, 2018).

At the level of the institution, consistent and rigorous case management enables the tracking of the number of cases handled, making it easy to supervise the way cases are handled and facilitating follow up to avoid unclosed cases (Moy in Leni, 2020). A comprehensive list of case types can be developed to aid categorisation and analysis across cases.

Case management has played a central role in fields such as health and law for some time, and the systems used to manage cases have evolved over the years. Traditionally, cases were managed by attorneys using paper-based systems: until 1950, paralegals, law firms and other organisations relied on telephones and typewriters to carry out their activities. Manual filing of paperwork was tedious and prone to error, but was the only option available. It brought with it challenges such as the storage of

files and archives, the possibility of documents being damaged or misplaced, the need to create a new document if changes were needed, because of the difficulty making changes to an existing document (Gottschalk & Khandelwal, 2004).

The early 1950s marked the arrival of technology-assisted case management strategies using sound-recording and dictation machines (Smokeball, 2020), which saved time, recorded information reliably and brought the convenience of allowing transcription at a later time.

In the 1970s, technological and productivity advancements such as ‘UBIQ’ terminals by Lexis and word-processing computers enabled computers to research case law instead of combing through books, allowing legal professionals to spend more time on their clients' cases (Kerikmäe et al., 2018). Personal computers became common in workplaces in America, and by 1979 many American CAOs and law firms had acquired primary word processing machines that made it easier and faster to create and keep documents. The adoption pace was much slower for CAOs in Africa.

Fax machines, introduced in workplaces in the 1980s, reduced the time between creating a document and delivering it to the intended client from days to minutes, foregoing the need to use mail and courier services to send documents to clients, which could sometimes get lost. However, faxing depended on the client's ability to access a fax machine (Gottschalk and Khandelwal, 2004).

In the 1980s, the first case management systems emerged, although the early versions did not work for most firms as they were not scalable for technical reasons. They were based on Microsoft's Disk Operating System (DOS) rather than Windows, allowing only local downloads. For most law firms, moving from DOS to Windows only happened on a mass scale in the late 1990s.

Before email, communication in workplaces was either through intra-office phone calls, face-to-face meetings, or typewritten memos. If a paralegal or a lawyer wanted to communicate to an external client, their only option was to send a letter or fax the client through the post office. In the 1990s, the arrival of email allowed organisations to communicate with their clients more efficiently as they could send and receive messages with immediate response. Organisations were able to use computers to create and send messages on internal networks (Kerikmäe et al., 2018). The use of networked computers has made communication from lawyer to lawyer, CBP to CBP or lawyer to CBP quick, with immediate response of receipt confirmed after a message is delivered to the intended person (Kerikmäe et al., 2018).

By the turn of the millennium, case management systems were providing very useful to law firms and CAOs in the United States. Though flawed because they were not scalable, they were not always able to address all the crucial needs of these firms. Most case management systems allowed local downloads

only; some were unaffordable. By the late 2000s, case management systems had evolved further, leveraging current technology to enable paralegals and lawyers to access a wide range of information instantly and efficiently manage client matters regardless of where they were (Kerikmäe et al., 2018).

Many of the current case managements systems have various design limitations. Systems depend on reliable internet access, contact-based systems have to remember clients' details, and basic management packages still depend on someone finding public forms and repeatedly documenting them (Davids et al., 2015, Kerikmäe et al., 2018). However, today's case management systems can be “matter-centric”, connecting all activities to related matters.

The technologies used in legal services can be placed into three categories. *Institution-facing technology* is used in collaborating with legal institutions; *client-facing technology* is used to provide information to clients or facilitate client interactions (for instance, using a website to disseminate information or enable forms to be completed electronically; the third type, which this research is most concerned with, is *organisation-facing technology*, which is used primarily for internal case management (Frankel et al., 2018).

The following examples illustrate the important tasks played by technology in case management today:

Dictation: With further advances, current technology allows information to be dictated easily into a smartphone and transcribed instantly with a high level of accuracy (Smokeball, 2020, Gottschalk and Khandelwal, 2004).

Email: Electronic case management systems can track what emails are sent concerning a matter, by whom and when they were sent. Using a quality case management system, attorneys and paralegals can quickly confirm if a client was emailed specific information.

Tasks and calendars: Electronic planners and calendars are widely used in most business sectors and in case management. Paralegals can use them to schedule appointments related to the cases they are managing.

Document management and assembly: With electronic templates, paralegals can effectively manage client information and input relevant individual details, with general information fields populated through automatic generation.

Database for client matters: The high number of cases handled by the paralegals means that there is a high volume of data that need to be stored. In the past, management of a working database for client

issues was a challenge. Spreadsheets and databases such as Excel and Access were helpful, but they still presented challenges, especially to those who did not have sufficient skills to use them. Current case management systems are more user-friendly, making it easier for paralegals to manage databases with client information and other case-related information and issues. In addition, they can also access the stored information from any location using internet-enabled phones and tablets.

Tracking of expense and time: Electronic case management systems can also accurately record time spent on a case and track case schedules. Such tracking can help record how long a given case and similar cases would take to manage to the end, allowing one to plan appropriately for future similar cases. It can also gauge an individual's productivity or approximate it according to time spent in different functions. It should be highlighted, however, that for CBPs at South African CAOs, the duration of time spent in an intake interview is not considered to be as much of a concern as is carefully listening to the client's story, giving the client undivided attention, understanding the complexity of the problem presented, and discerning a way forward with the client (Ruffin et al., 2018).

With better case management systems and more resources, CBPs can dedicate more time to communication with their clients (Leni, 2020). As the case management systems have evolved from paper-based case management processes to electronic case management systems (eCMS), they have become more effective and efficient, incorporating electronic records, case management information, and filing, recording the interaction with clients from intake through processing and resolution. In contrast, paper-based systems must be kept, maintained, and transported when they are still active and maintained after the cases have ended (Bajandas and Ray, 2018).

According to Bajandas and Ray (2018), keeping and maintaining information on paper is expensive since it involves storage space, postage fees and additional administrative. In addition, records of administrative proceedings can occasionally be misplaced, leading to delays in case processing and the need to reconstruct records or even re-adjudicate issues. A properly designed electronic case management system can reduce workload and improve information accessibility, case flow, data capture, data analysis and information sharing. Examples of case management systems include Smokeball, Clio, Mycase, Abacus Law, Smart Advocate, Amicus Attorney, CloudLex, Practice Panther, Zola Suite and Filevine (Bajandas and Ray, 2018).

2.2 Importance of a Case Management System (CMS) in the Work of CAOs

A good case management system provides a number of benefits to legal firms and CAOs. These include:

- **Effective organization of client's file.** A CMS allows all the information related to a client to be kept in one area. Paralegals can enter case reference numbers, a list of tasks connected to each case, case discussions, case notes, participants' information, deadlines and much more. This makes it easy to access this information anytime when needed.
- **Recording of expenses and time on a case.** A CMS can usually record time and expenses associated with a case and summarise activities involved in a case, relieving staff of the arduous task of recording billable expenses on paper and entering them into the billing system.
- **Coordination of communication.** All contact information can be kept in one place, making it easy to find and use.
- **Streamlined document retrieval.** When organising a case, one can pull all the pieces of the information needed from one place, hence making organising a case less stressful than it could be if the information was documented and kept in papers.
- **Accessible anywhere.** Many of the case management software options are available online, meaning they can be accessed from any device (a tablet, laptop, smartphone or desktop), enabling lawyers and paralegals to continue with their work even when away from their office (Black & Taylor, 2021).

The use of electronic case management systems limits the loss of information in transition as each person has access to the same database. Also, everyone can view and edit information simultaneously, eliminating the need for paperwork to be passed from one person to another. Furthermore, clients' information is captured and streamlined from intake to settlement, improving the efficacy of case management.

Whilst the benefits of effective case management systems that utilise current technology are obvious, many CAOs in South Africa still use manual paper-based systems. CAOs face numerous obstacles to the implementation of electronic case management systems beyond set up and training. Technological challenges include lack of equipment (computers/laptops), poor network reception (especially in rural hinterlands) and extended electricity outages (load-shedding) that delay all computer-based processes.

2.3 Case Management Systems used by South African CAOs under different structural models

In the draft Policy Paper: Recognition and Regulation of the CAO Sector, the Department of Justice and Constitutional Development (DoJ & CD, 2020) acknowledges that the CAO sector lacks comparable documented information that details the significant body of work done by community-based paralegals. Poor case management systems thus compromise the ability of CAOs to raise funds as well as the broader formation of policy, in this context.

In brief 3, the study concluded that there are only 2 CAO structural models found among the sampled CAOs. This section describes the case management systems used by the CAOs that aligned with the two types of management structures: the umbrella structure and stand-alone.

2.3.1 Case Management Systems at CAOs with an Umbrella Management Structure

The two CAOs in KwaZulu-Natal were the only CAOs included in this study that used a centralised database case management system networked to the parent organisation (CCJD). The organisations used both paper-based case management practices and an electronic database, developed in Microsoft Access, which allowed the capture of case information on site (CCJD, 2016). The CAO offices were furnished with a computer, printer and telephone and had WIFI access.

On a day to day basis, the paralegals working at umbrella CAOs recorded their activities using a paper system with templates provided by CCJD. This information was entered into the electronic database every month. This data was used to generate reports on a number of themes: summary statistics; outcomes and services; cases involving the provision of ‘referral’ and ‘accompanying’ services; referrals to CCJD; money facilitated; cash payments received; open cases; and case history reports (CCJD, 2016).

The advantages of using an electronic database system are that it is easy to track the activities of the paralegals, the progress of cases, the utilisation of the CAO services and trends in the community. It can also be used to create summary tables for reporting to donors, annual reports and self-assessment of the overall operation of the office. Statistics generated from the database can be used to support funding applications and in research and planning.

The disadvantages of using an electronic database are that it requires paralegals to have the necessary skills and appropriate equipment to be able to capture detailed information at the same time the client is providing it. It also requires access to the internet.

2.3.2 Case Management Systems at CAOs with a Stand-alone Management Structure

The 8 CAOs in the Eastern Cape, Free State, Limpopo and Mpumalanga used a combination of two case management systems – depending on the preferences of the funder.

i. Manual (paper-based) system

For office records, they use a paper-based system. Files of case narratives were kept in box files stored on book shelves or in cabinets. Counter books were used as registers to capture biographs of each service recipient that visited the office. For selected cases, they opened a file and used a template to

capture the case narrative. Some offices assigned a reference number to the case for follow up later, whilst others proceeded to assist the service recipient without making further notes about how the case was concluded.

ii. Combined paper and electronic systems required by funders

Most funding received by the stand-alone CAOs was contingent upon providing statistical reports on operations to the funder. Funders provided templates indicating which aspects of the CAO's activities must be captured and reported on monthly. In most cases, this was done by first recording the information on the paper templates and then capturing it on an electronic platform.

2.4 Views of the CBPs on Case Management in the CAO Sector

CBPs were asked during interviews about the systems they used to manage cases on a daily basis. They expressed dissatisfaction with their case management system. The following quotes illustrate the approaches they described.

"From the moment the clients come through, we just do some brief writing: summarise; not in details. We just record if it's a male or a female. Our records do not reflect name, date of birth or country. We sometimes have a problem with language, but we understand three languages. If it is a labour case, for example, we refer to senior CBP. He takes the full record in another register book." **MP-02**

"We record daily consultation with clients; we use a book where we enter daily consultation with clients – like a register. It is mainly biographic information and synopsis of the case. After consultation, we register the case register book; we take statements; and do supplementary notes in addition to form. We allocate case number to the case." **OP-01**

"Manual record we do is the files: we type and take those to the file. No electronic record." **OP-02**

"We still use paper case management system. We record on counter book, biographic information plus case number is allocated. Then we record story as it is narrated. We use a different form to record facts of the case". **(LP-02)**

"At the moment we do manual case intake, using NWU case management intake form. We got it from Law clinic. NWU have a contract with MAJC to check on CAOs. It is a yearly contract; funding is released in tranches twice a year." **BP-02**

A key challenge expressed by paralegals during the study was how taxing the process of reporting was. Some funders use the CAOs to their own advantages, hence requesting detailed reports of their activities to input into their own reports. This means they devoted significant time and resources to preparing reports that they don't necessarily keep for their own office.

"CAOSA once established case management system. We were sending cases. But as an office, we decided we are not going to send cases. We are working hard and, in return, somebody want to get what you are doing to beef up his agenda. They do not give us anything. If I give you casework, I'm giving you what I'm doing in return for what?" MP-01

"We use a form we received from AWULAY, and in return we send them reports every month. AWULAY created the template we use, and they pay us R350 000 per annum for submitting reports." IP-02

"If you say, 'Give us what you are doing,' the question is, 'For what?' Because we are not accounting to you: you are not part of us; you are a certain individual office." MP01

"The cases we do for FHR are pro bono cases and we use their form. They don't pay use for doing data capturing for them." IP-02

"HIVOS once approached us to do the same thing. They gave us money to verify the offices here. They are poor, but they can work. We did that: we were able to give three offices money. And when they were supposed to account, they did not account." MP-01

"The challenges that comes with these organisations is manipulation and no capacity building. These organisations should be accredited before they come into a CAO. Accreditation is part of corporate governance and it also brings in transparency in terms of how programme will run. We have challenges that these organisations should be helping with such as resources, office space, consulting rooms for privacy when dealing with clients." LP-02

We don't gain anything out of it and they don't require a lot from us – just stats. Their system is easy to navigate." (LP-02)

"They call you when you have not uploaded your stats." LP-02

The paralegals shared strong sentiments on the need for an electronic case management system for their own records. The offices were already equipped with a computer but the paralegals lacked training and the software needed to facilitate their record keeping.

“It is necessary to adopt a new CMS – especially electronic one – it is easy to refer to old cases. Electronic CMS will make caseload more manageable”. **IP-02**

“Paper CMS is not convenient for front desk clerk, especially since there is COVID it has increased workload for COVID compliance”. **IP-02**

“Since your visit during the first phase of the research, we have since employed a data capturer, responsible for the electronic capturing of data. We have not fully migrated to ECMS, but we are slowly migrating.” **LP-01**

“When it comes to the issue of electronic CMS, we think it will bring professionalism to the organisation, the way we do things – record keeping, voice recording computer.” **LP-02**

2.5 Observations Regarding the Case Management Practices of the CAOs

This section summarizes the findings on case management systems.

- The CAOs using the stand-alone structural model (combined with the mixed financing model) were under-resourced, in terms of the ratio of computers to employees, compared to CAOs using an umbrella structure (combined with umbrella funding).
- The CAOs that used the umbrella model were networked to a centralized database housed and managed by staff at the parent organisation (CCJD).
- Case study 4 and 5 under the umbrella financing model use an electronic case management system and are mandated to capture all new cases and update ongoing cases into a database system linked to their head office at CCJD. Evidence of activity is crucial to justify their expenditure on salaries. The other CAO expressed their willingness to fully document their activities if they can be properly remunerated for their role in the community.
- While case study 10 relies heavily on a paper system guided by the templates received from the funders, the administrator created an electronic data capturing tool that the organisation use to track numbers of cases. The tool captures basic information with no details of the case and its progression.

3 Comparative analysis of CAO/CBP functionality and justice service delivery

This section analyses the functionality of the ten CAOs under different structural and financing models (stand-alone structure/mixed financing; and umbrella structure and financing), comparing evidence from their day-to-day activities as documented in their administrative data over the period 2016 to 2018.

3.1 CAOs as legal advice offices

CAO operations mainly comprise two activities: namely, a legal advice function and outreach activities. The legal advice function involves six key activities: brief taking, mediation, counselling, legal advice, referral, and follow-up. While the CAOs typically document the services offered, a consistent and structured case management system that captures paralegal work does not exist across the sector (DoJ, 2020). This study found that the CAOs using a stand-alone structure and mixed sources of funding (all of the CAOs in the study except for the two falling under the umbrella model) rely on templates provided by the funders, which are primarily paper-based.

A data-organising exercise was done as part of the study in which all records for these eight CAOs was transferred onto an electronic spreadsheet. This exercise revealed that the templates used by the eight CAOs did not fully capture their work, with the result that some records were left incomplete and some activities under-reported. Furthermore, the template-based reports typically required summaries and lacked a detailed narrative of individual cases.

3.1.1 Staff Complement and Assets Owned by the CAOs

The CAO with the largest staff complement was Case study 2, in Free State Province. Most of the staff worked in the outreach programs – the Sex Worker Program (21) and the Victim Empowerment Program (8) – however, and only 2 worked in the legal advice office. Mpumalanga was the only province with two paralegals per CAO (besides the CEO or manager). The other CAOs had only one paralegal in addition to the founder or CEO. The two CAOs in KwaZulu-Natal operated with only one person responsible for both the administration and paralegal roles. The manager and finance manager were based at the head office (CCJD). Only four of the CAOs (ISRC, BSRC, QAC and LCC) had an in-house Finance Officer. At the other CAOs, the CEO or manager managed the organisation's finances and hired an accountant at the end of each year to do their audits. At some CAOs, discrepancies had

been noted in the financial statements done by hired auditors, where some expenditure items were listed that could not be justified.

All of the CEOs or managers of CAOs held an accredited paralegal qualification – although two of these which were acquired during the span of the project¹. The three CAOs in KwaZulu-Natal and the Eastern Cape were the only offices that had a qualified paralegal in addition to the CEO or manager.

Except for ISRC and BSRCs, the offices were not fully equipped to ensure a fully functional centralised case management system. The KwaZulu-Natal CAOs, which operated under the umbrella model with CCJD as the parent organization, were the only CAOs with a centralised database and individual computers for case management. They were required to log their activities as part of their duties as paralegals. The database was monitored centrally by CCJD, and reports drawn up monthly.

Six of the ten CAOs were renting the premises they were operating from. Two owned their premises and the remaining two were housed at police stations. Rental and utilities made up a significant component of the monthly expenses of the CAOs.

¹ The directors of TAWA and QAC enrolled in the accredited training program offered by CCJD.

Table 1 Overview of the 10 Case Studies

CAO	Type of Organisation	Managers (Training)	Paralegals (number & training)	Other Staff	Funding Model	Assets
Case Study 1	NPO	qualified	1 qualified	1 administrator, 3 interns, health care workers	Mixed	2 laptops, 5 desks, chairs, printer/ photocopier, phone, Wi-Fi, bookshelves, storage cabinets. Renting a 3-compartment container.
Case study 2	NPO	functional*	1 functional*	3 program coordinators (functional), 1 finance officer, 21 sex worker program officers, 7 VE satellite officers, interns, volunteers	Mixed	Head office in has 3 desktop computers, printer/ photocopier, phone, Wi-Fi, furniture for 7 offices and boardroom, mobile van, filing cabinets. Renting the premises. 7 satellite offices are housed at police stations.
Case Study 3	NPO	functional*	1 functional*	1 administrator, 2 counsellors, 1 house keeper, 1 driver	Mixed	3 desktop computers, 1 laptop, printer/ photocopier, phone, Wi-Fi, furniture for 5 offices and boardroom, filing cabinets, fully equipped kitchen. Owner of premises.
Case Study 4	NPO (under umbrella)	qualified	1 qualified	CCJD staff	Umbrella	Housed at Police Station.
Case Study 5	NPO (under umbrella)	qualified	1 qualified	CCJD staff	Umbrella	Housed at Police Station.
Case study 6	NPO	qualified	1 functional*	1 administrator, volunteers	Mixed	3 computers, printer/ photocopier, phone, Wi-Fi, filing cabinets and office furniture. Renting a house.
Case study 7	NPO	qualified	1 functional	1 administrator, 1 program coordinator, 1 messenger	Mixed	1 computer, printer, phone, Wi-Fi, office furniture. Renting a house.
Case study 8	NPO	functional	2 functional*	1 administrator	Mixed	Renting offices.
Case study 9	NPO	qualified	2 functional	1 admin/ finance officer, volunteers	Mixed	Renting premises.
Case Study 10	NPO	qualified	2 functional	1 administrator, interns	Mixed	Own premises.

Qualified means has an accredited paralegal training.

Functional means does not have accredited training but has attended some paralegal courses.

*Undergone Paralegal training during the course of the study

3.1.2 Total Number of Cases for 2016-2018

Table 2 below shows the total number of cases opened at each CAO between 2016 and 2018. The data was obtained from the administrative records of each CAO. As there was evidence at most CAOs that not all cases were recorded, these numbers might not present a completely accurate reflection of the work done by the CAOs. The data that is available does, however, help to paint a picture of the functionality and the case management activity at the CAOs.

The number of new cases recorded for each year fluctuated over the three-year period (2016-2018). At most of the CAOs, the records indicated a drop in the number of new cases 2017, which then picked up again in 2018 (except for ISRC, which had a consistently positive trend). Staff at the CAOs indicated, however, that they see more clients than the records reflected, as they do not open a file for most of the clients who come in for advice. This represents a serious shortcoming in the case management system.

Table 2 New Cases per year (2016-2018)

CAO	New cases			Total new cases
	2016	2017	2018	2016-2018
Case study 2	402	237	281	920
Case study 10	241	257	192	690
Case study 4	237	143	111	491
Case study 5	125	136	185	446
Case study 3	100	231	68*	399
Case study 9	56	167	93	316
Case study 6	147	75	53	275
Case study 1	36	108	63	207
Case study 7	33	19	40	92
Case study 8	13	11	47	71

*Numbers highlighted in red show a drop in the number of new cases compared to the previous year.

Case study 2 recorded the highest number of new cases (920) over the three-year period; with Case study 10 recording the second-highest number of cases (690). Case study 8 recorded the lowest number of cases 13 clients in 2016, 108 in 2017 and 47 new cases in 2018.

A closer analysis suggests a possible correlation of new cases with the office's location and the economic activity in the area. Those closer to CBD/provincial towns received more cases than those in the rural areas. Case study 1, case study 7 and Case study 8 are located in small towns very far from their provincial capitals of Mthatha (99 kms), Polokwane (60 kms) and Mbombela (97 kms),

respectively, and recorded the lowest numbers of new cases. Secondly, the offices close to farms and mines received a more significant number of labour issues. Although the numbers differ, there is enough evidence to show that the services offered by the CAOs are needed by the community they serve.

In KwaZulu-Natal, the case study 5 is located in a small rural area, and recorded an equally high number of new cases as its counterpart, the case study 4 office. This is possibly because the CBPs are proactive in their work, going out into the communities to see where their services are needed instead of waiting for clients to come to their office.

The following section breaks down the analysis to case types that the CAOs handled.

3.2 Functionality of the ten sampled CAOs

3.2.1 Description of Case Types

The CAOs in this study had flexibility in their activities and the types of cases they worked with thus was determined to a large extent by the needs of the community they served. The preliminary study done at study inception identified twenty-six case types; these were aligned to the ten case types used by CCJD in its protocols allow for comparative analysis.

Table 3 Protocol used by CCJD to classify cases

Case Type	Description
Rape and Sexual Offences	Men and women can be the victims of rape in the new Sexual Offences Act. CCJD will class victims of rape in this category if there has been anal and/or vaginal penetration. Domestic violence, where sexual penetration of a spouse/partner without consent, constitutes rape and falls into this category. Where an alleged perpetrator of rape comes to the support CAO for help to clear their name, then the category of 'legal advice' should be chosen.
Domestic Violence	'Domestic violence' refers to 9 types (or forms) of abuse as defined in the Domestic Violence Act. <ul style="list-style-type: none"> • We have listed four types for research purposes (physical, sexual, emotional/verbal/psychological, and economic). • Emotional/verbal/psychological aspects are classed as one type of abuse because of the overlap. • Other forms of abuse like intimidation, harassment and stalking can be allocated to the 'emotional/verbal/psychological' type, although they are listed separately in the Act. If you feel something like 'stalking' does not fit this type, then allocate it to the 'emotional' option. Write remarks about your thoughts and decisions. It is important to fill in as much data as possible. For example, knowing an alleged perpetrator's economic status could show us a pattern between abusive behaviour, unemployment and HIV/Aids-related issues. When this information is not provided, a gap develops in our data.
Child Abuse	The child under 18 years of age is the client. Remember that any child under 18 who is raped, falls under the 'child abuse' category. The client is the child.
Maintenance	If a client comes in and wants to know how to claim for maintenance and you advise or assist them to do this through the magistrate court or through informal payments in the support CAO, their case would fall under this category. Remember to fill in their details when payments are made on the <i>Maintenance Form</i> including the number of beneficiaries (recurring or otherwise).
Social Problems	<i>Social problems</i> include juvenile delinquency; teenage pregnancy; truancy; drug & alcohol abuse; cultural beliefs such as alleged witchcraft.
Labour Problems	This category includes obtaining pay-outs from UIF as well as when a person comes to seek assistance in relation to a dispute with their employer.
Legal Advice	This category includes advice on obtaining I.D. documents; marriage certificates; birth certificates; divorce court order; government grants such as child support, disability grants, care dependency grants, pensions (government old-age pension and private); insurance payments (including life insurance); estates; fraudulent withdrawals from policies; paternity disputes; credit recovery; loan establishments (loan sharks) and fraud relating to funeral policies.
General Crime	Refers to theft, murder, robbery, kidnapping, child abduction; assault; assault (GBH); defamation; crimen injuria.
Immigration	This category captures all clients with an form of immigration issue from seeking asylum, over stay, loss of passport, refugee,

Unspecified	Previously this category referred to issues that could not fit into one of the other categories. HOWEVER, as of January 2008, this form relates ONLY to HIV/Aids. This would include anyone that is facing challenges as a direct result of their status, be it discrimination at home or the need to access medication or information. This category includes the sufferer or the carer.
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3.2.2 Case Type by Sex of Client

The administrative records of the CAOs for the years 2016-2018 showed that, generally, females sought paralegal services more than males: 60% of all cases in the study were brought by females. The most common type of cases were legal advice cases, domestic violence cases and labour dispute cases. As shown in Figure 1 below, females presented more often than males with domestic violence issues and males presented slightly more often than females with labour disputes.

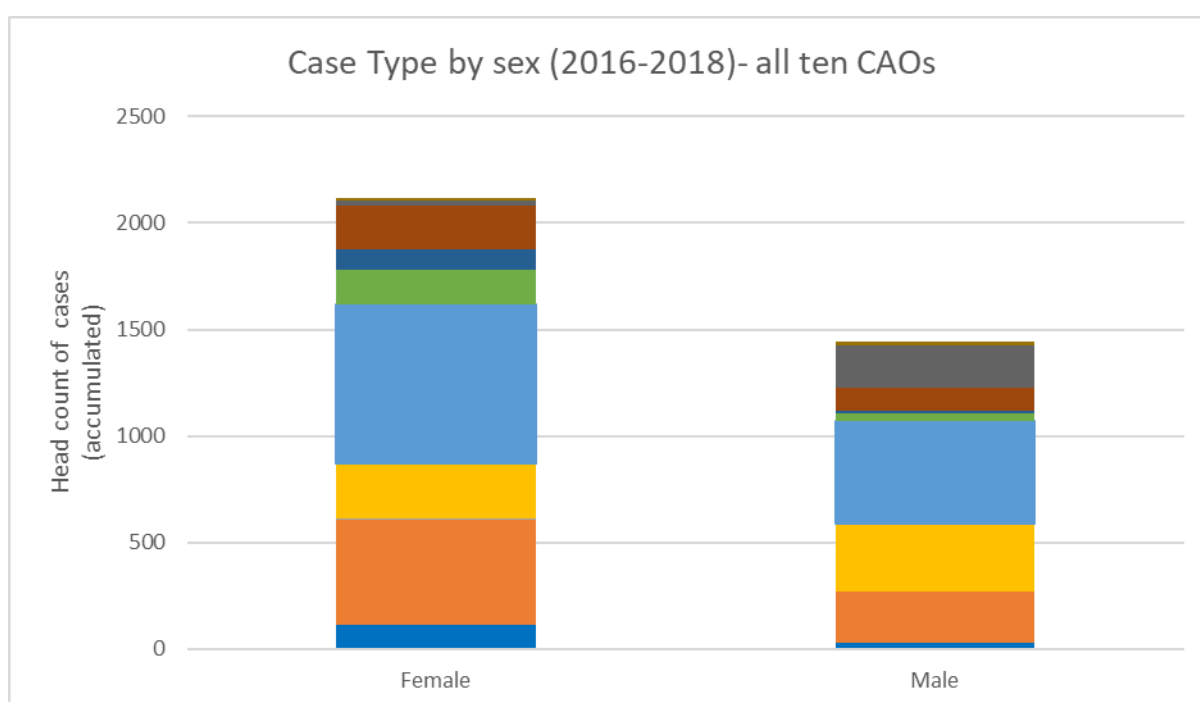


Figure 1 Case Type by Sex 2016-2018 – all ten CAOs

Other issues that were more prevalent for females were maintenance, child abuse and rape and other sexual offences. Immigration issues were reported more often by males than by females. The profile of types of cases varied from one province to another. Geographical variations are explored in the next section.

3.2.2.1 Eastern Cape

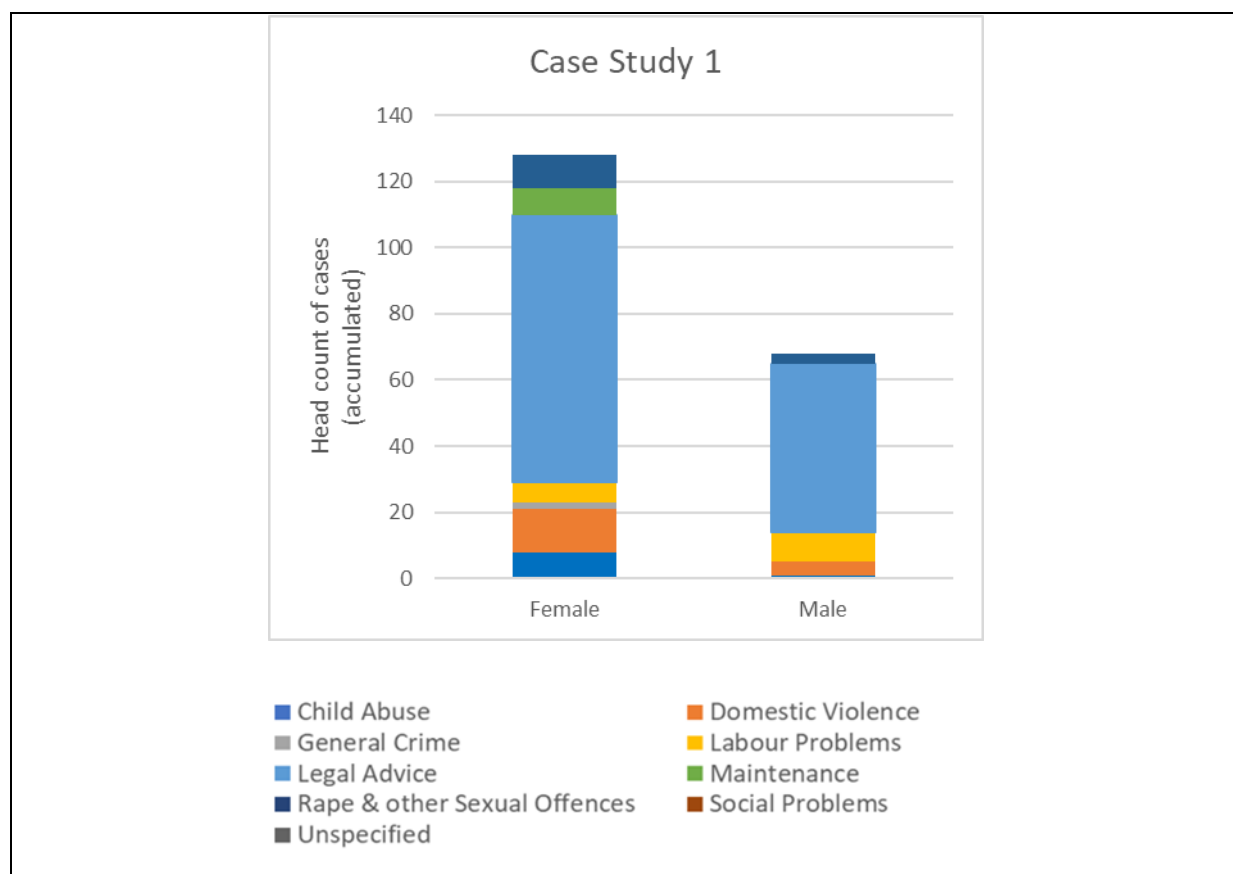


Figure 2 Case Type by Sex for Case Study 1

Case study 1 served more females (64%) than males (36%) during the period 2016-2018. The cases brought most often by females were legal advice and domestic violence cases. Cases dealing with child abuse and rape, and sexual offences were reported by females only. More labour issues were brought to the CAO by males than by females.

3.2.2.2 Free State

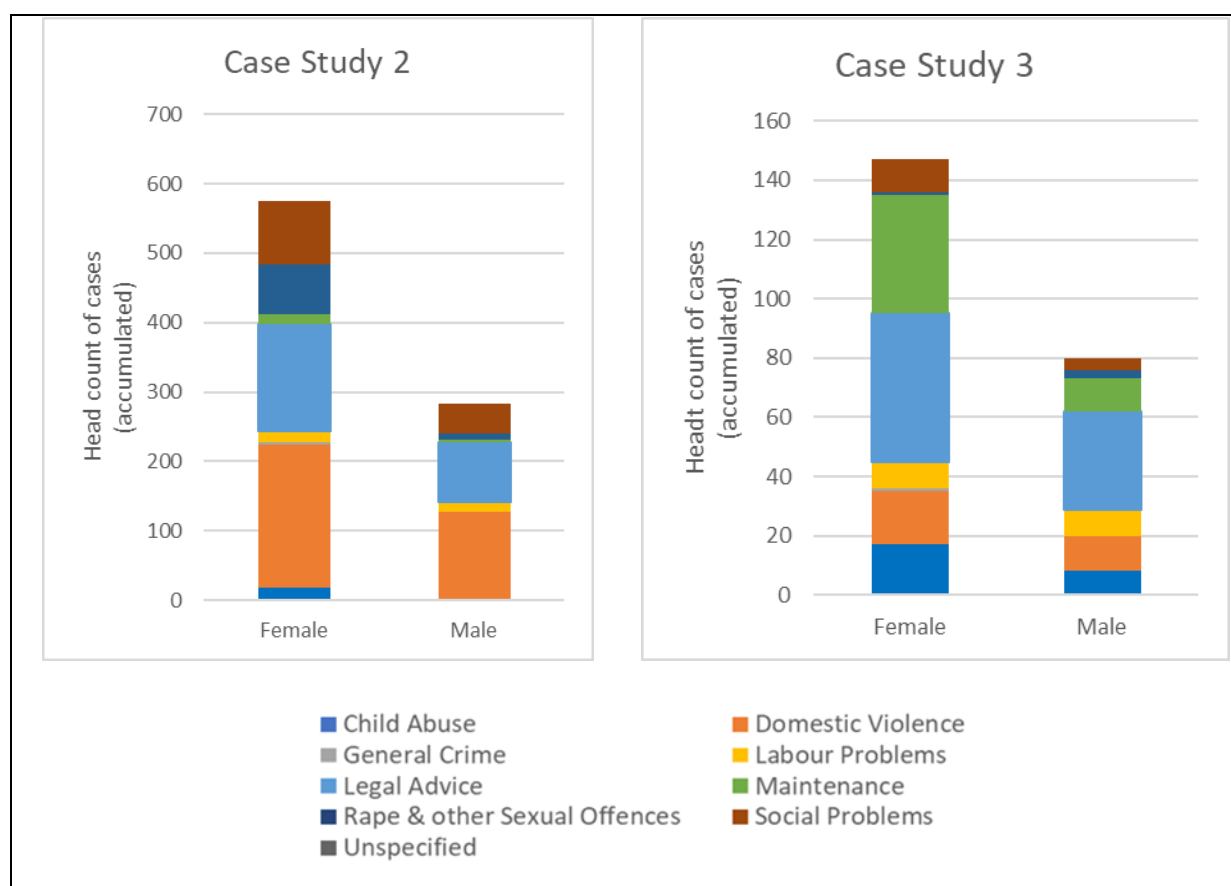


Figure 3 Case Type by Sex in Free State Province

Case study 2 had a higher prevalence of cases related to social problems than case study 3 in Free State province, with domestic violence, legal advice issues and rape and other sexual offences as the most common case types.

Of the 10 CAOs included in the study, case study 3 had captured the least detail on cases: almost 50% of the cases captured between 2016 and 2018 did not specify the case type. The data showed that maintenance and legal advice issues were the most common cases at this CAO.

3.2.2.3 KwaZulu-Natal

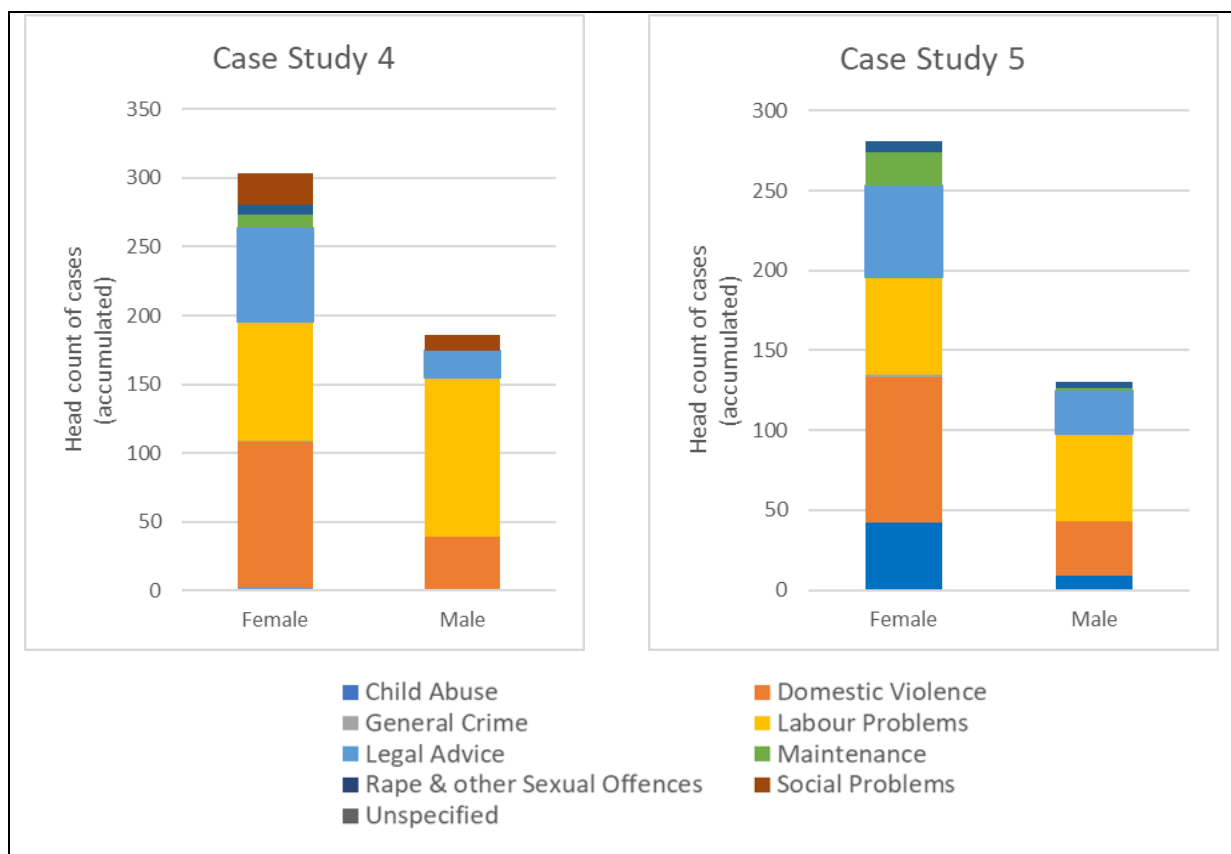


Figure 4 Case Type by Sex in KwaZulu-Natal Province

At case study 4 and case study 5 CAOs in KwaZulu-Natal, more cases were reported by females than males.

At both offices, the type of case most often reported by males was labour problems, followed by domestic abuse and legal advice. For females at both offices, the same three types of cases dominated as for males, but domestic violence was reported most often, followed by labour problems and legal advice.

At Case study 5, there was a significant number of child abuse cases reported for female children, with a smaller number of child abuse cases reported for male children as well.

3.2.2.4 Limpopo

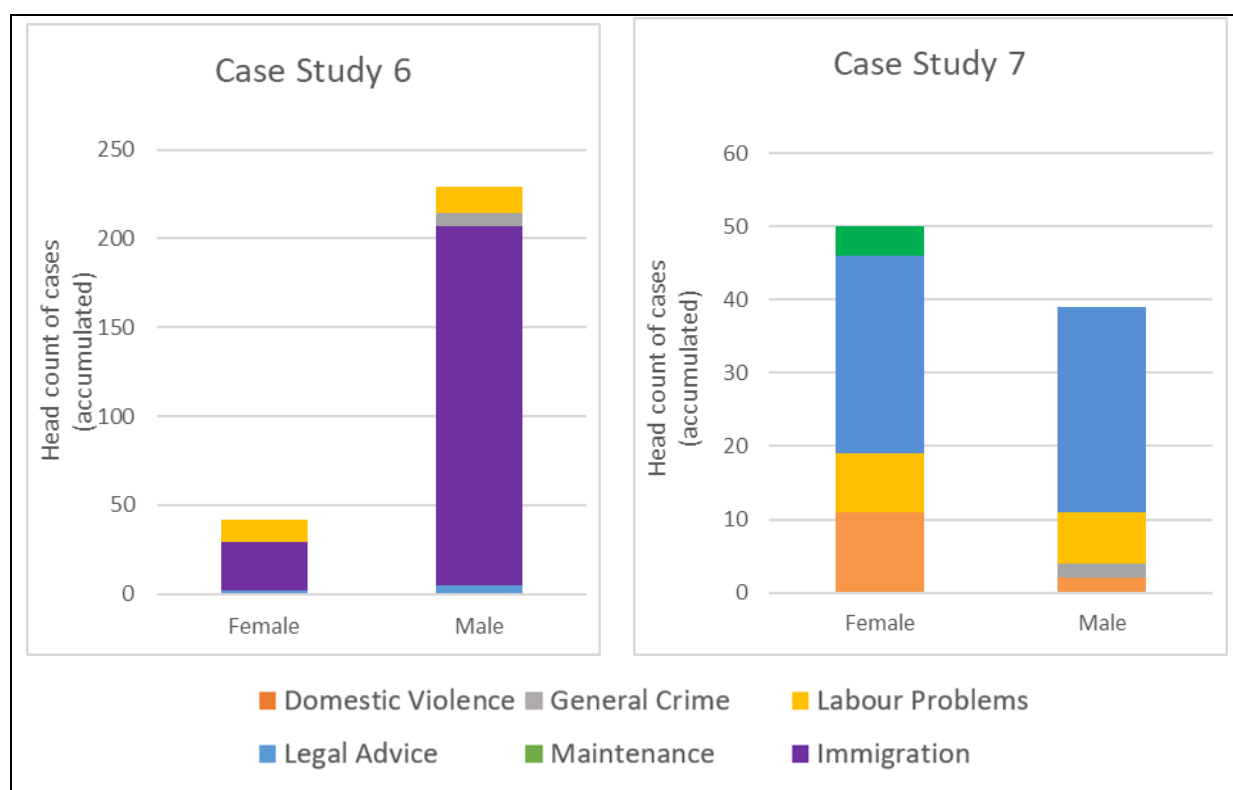


Figure 5 Case Type by Sex in Limpopo Province

Only four case types were recorded at case study 6 office in Limpopo: immigration issues comprised 90% of the cases; the rest consisted of labour problems, general crime and a minimal number of legal advice cases. Case study 6 was the only CAO in the study with a primarily male clientele.

Case study 7 showed similar trends of female-dominated cases, with 50% of all cases (male and females combined) being legal advice cases. Females mainly came with domestic violence cases, and labour problems came from both genders equally. The office had also recorded maintenance cases brought by female clients.

3.2.2.5 Mpumalanga

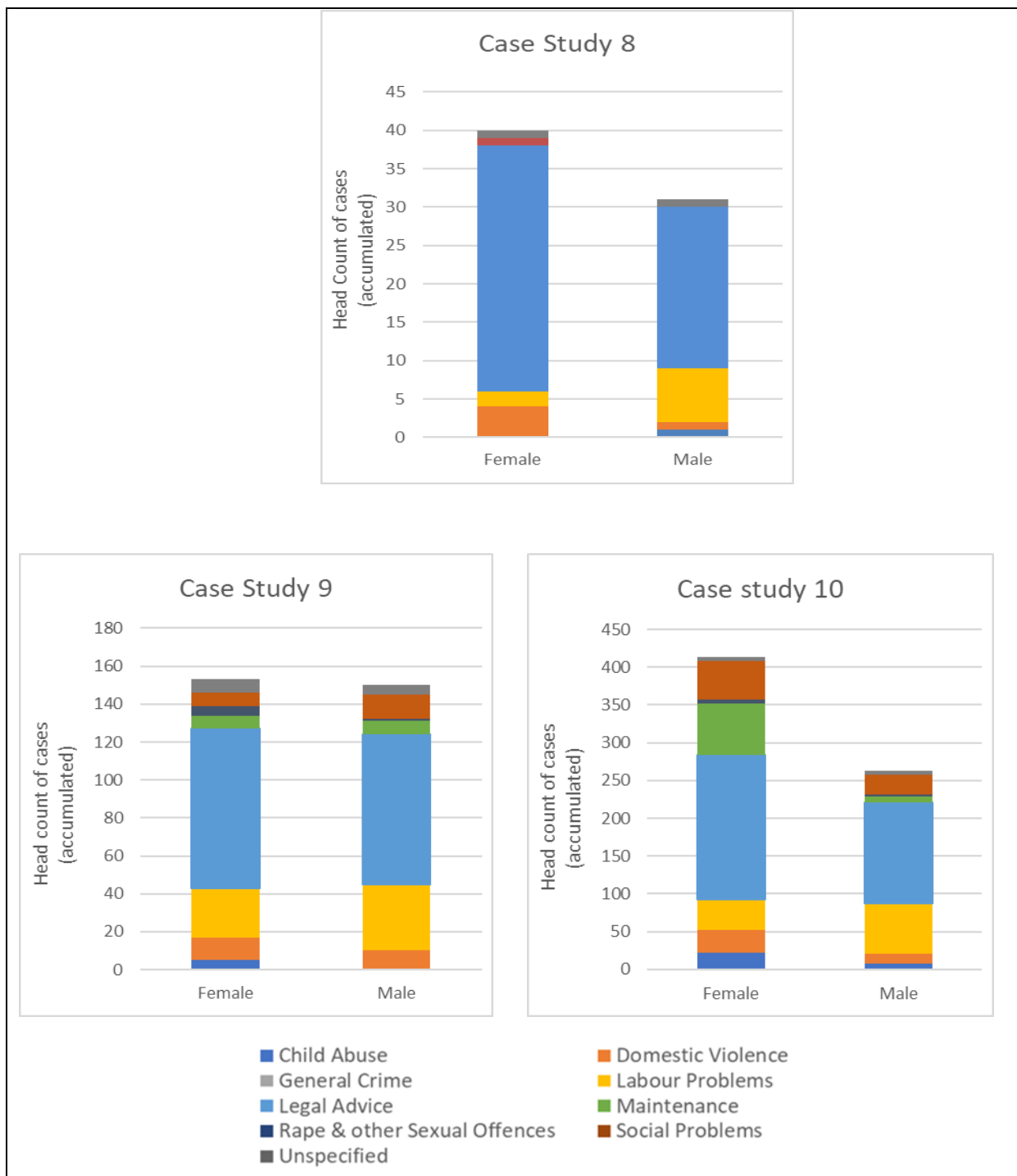


Figure 6 Case Type by Sex in Mpumalanga Province

Legal advice cases made up the bulk of cases at all three CAOs in Mpumalanga. Domestic violence cases were the second most reported type of case by female clients at Case study 8; for male clients, labour problems featured after legal advice cases.

Case study 9 had an almost equal distribution of male and female clients. Legal advice and labour problems were the dominant cases for both females and males for all three years. Both male and female clients opened maintenance cases at both Case study 9 and Case study 10. In Case study 10, more male clients than female clients reported labour problems; whilst female clients mainly reported maintenance and domestic violence cases.

3.2.3 Case Type by Age

The dominant age group that sought the services of the CAOs in the study was the 36-59 age group. Besides legal advice cases, domestic violence and labour problems were the case types most frequently reported by this age group.

3.2.3.1 Eastern Cape

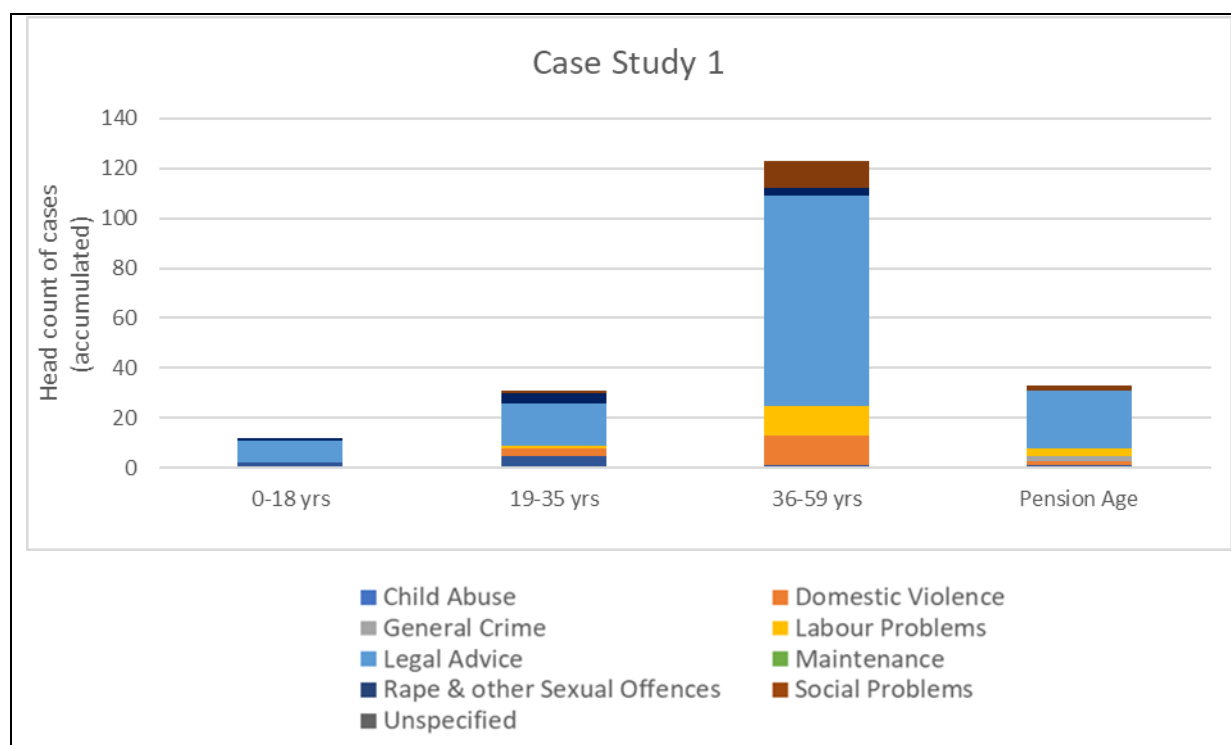


Figure 7 Case Type by Age in Eastern Cape Province

Case study 1 documented clients' ages ranging from under 18 to over 59, with most of the clientele in the 36-59 age group. The most common case types for the 36-59 age group were legal advice, labour problems, domestic violence and rape, and other sexual offences. Pensioners also came with these types of cases.

3.2.3.2 Free State

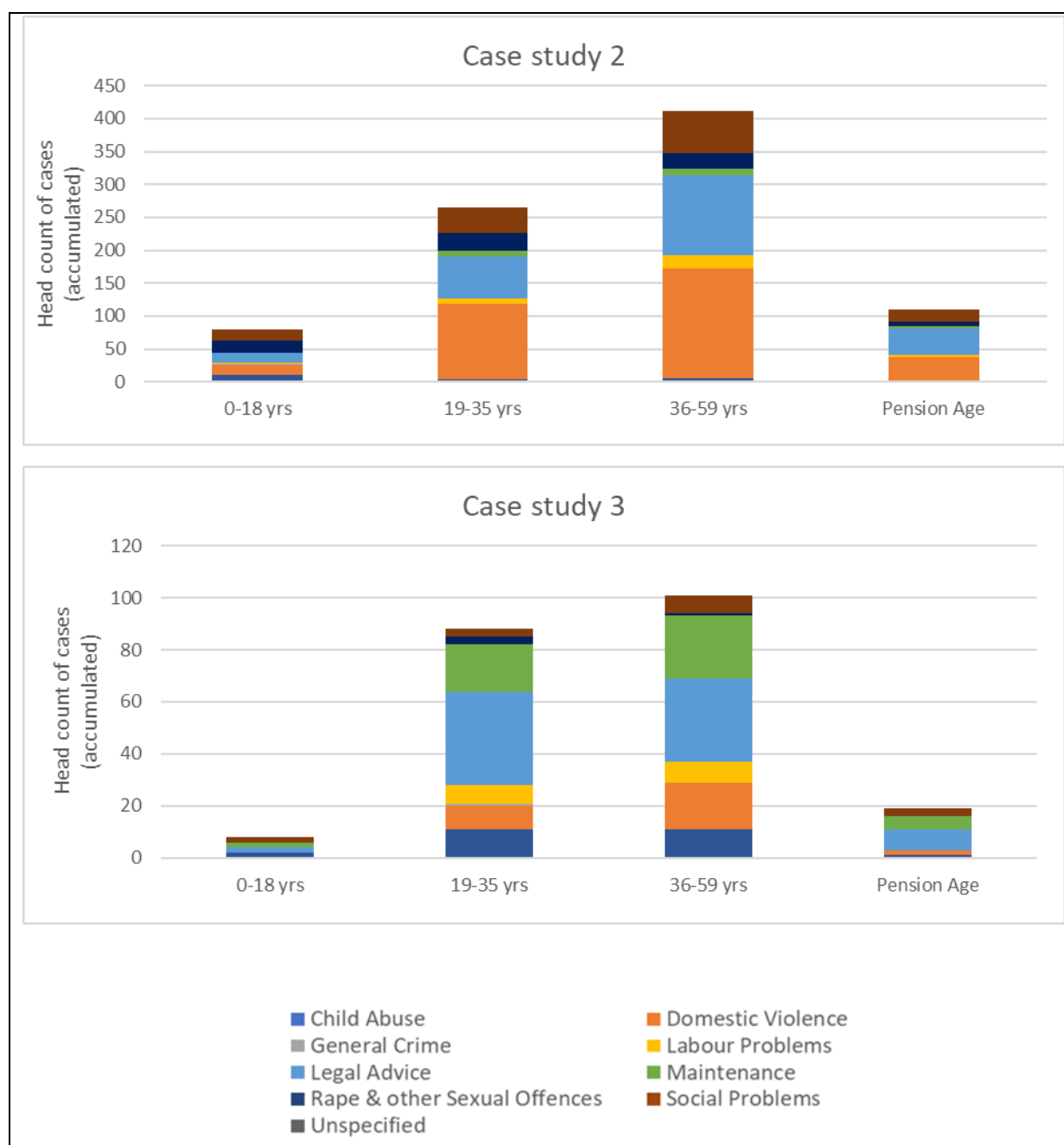


Figure 8 Case Type by Age in Free State Province

The two CAOs in the Free State served clients of all age groups, with the age groups 19-35 and 36-59 represented in greatest numbers at both CAOs. Comparing the two CAOs case study 2 received more of domestic violence case whilst case study 3 received more of maintenance and sexual offences cases. At case study 2, domestic violence, social problems and rape and other sexual offences cases were noted for all age groups and at case study 3 it is maintenance cases that were brought by clients in all age groups.

3.2.3.3 KwaZulu-Natal

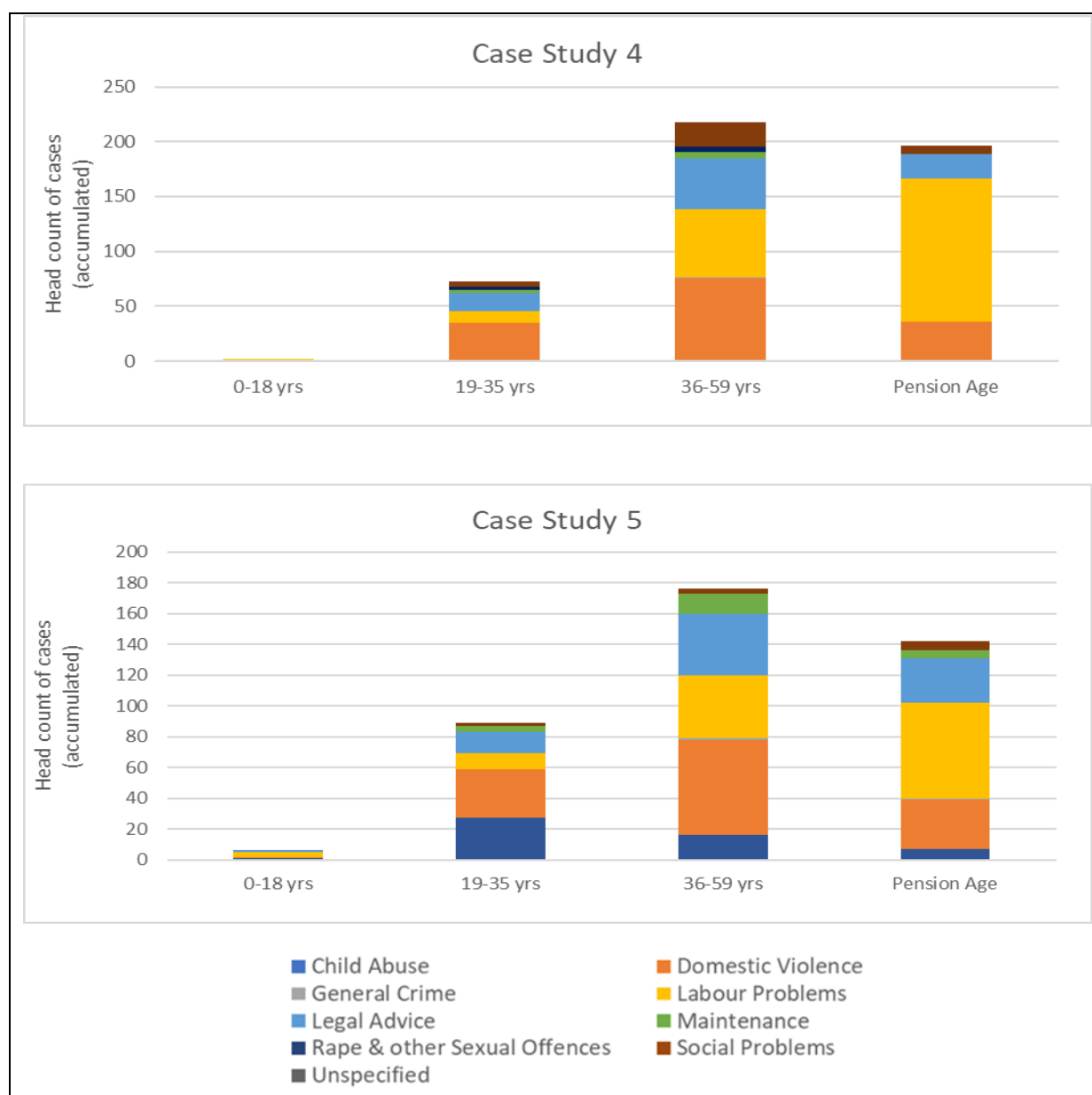


Figure 9 Case Type by Province in KwaZulu-Natal Province

The two CAO from KwaZulu-Natal province, recorded the highest number of cases from the 36-59 and pensioner age groups. This is the only province in the sample besides case 7 where pensioners are seen as part of the key clientele for the CAO. Labour issues dominate the cases reported by pensioners at both CAOs. A high number of domestic violence cases were also noted across the three upper age groups at both CAOs. Unexpectedly, rape and sexual offence cases were also reported by pensioners at case study 5.

3.2.3.4 Limpopo

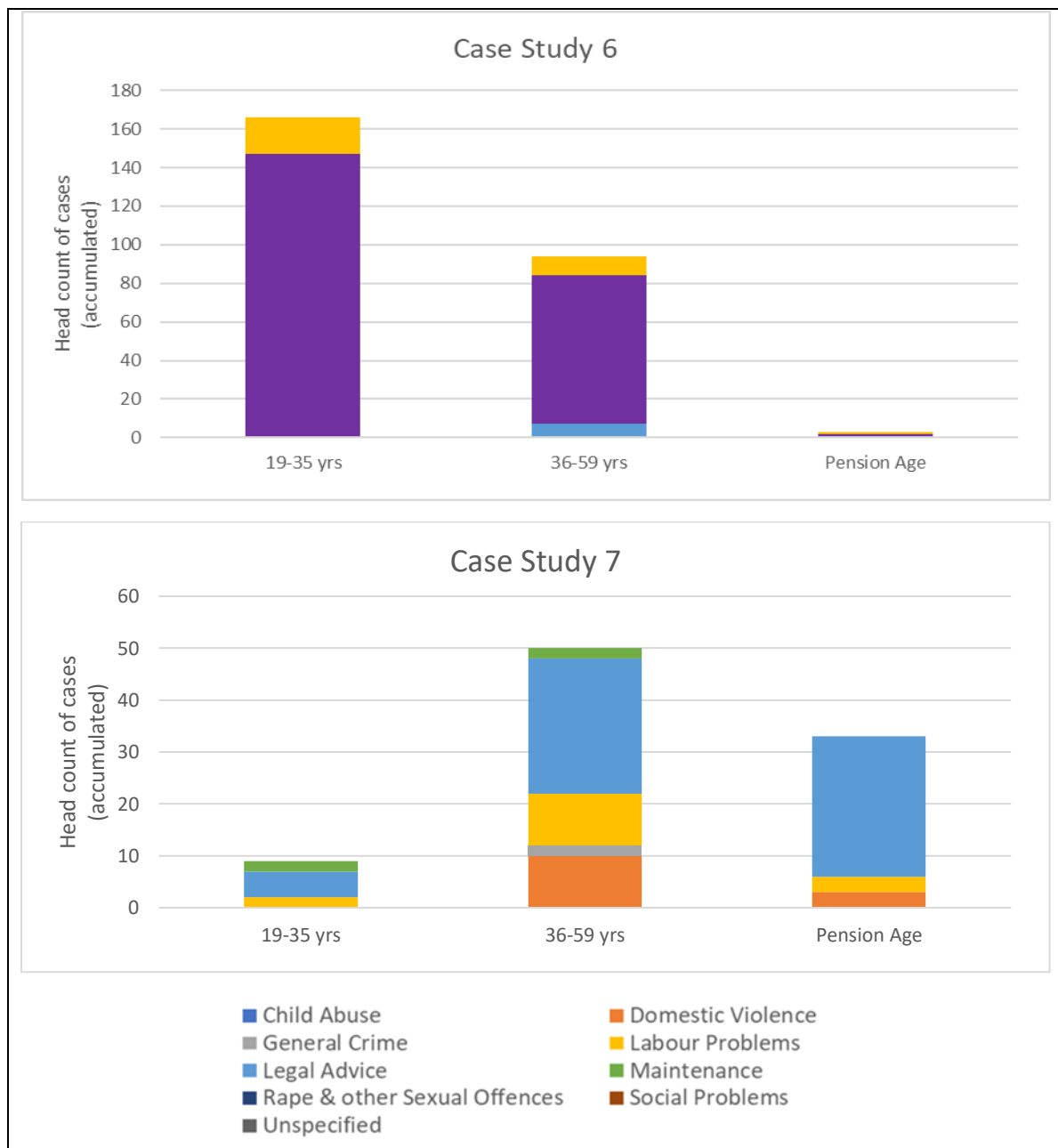


Figure 10 Case Type by Age for Limpopo Province

Case study 6 was the only CAO of the ten that handled immigration issues; this was due to its proximity to the Beitbridge border post. The largest number of clients reporting cases at this CAO was in the 19-35-year age group.

The largest age group served by case study 7 was the 36-59 age group. There was a considerable number of pensioners who brought legal advice, domestic violence and labour issues to case study 7, in contrast to few clients reported in this age group at Case study 6.

No cases were reported by clients under the age of 19 at either CAO in Limpopo.

3.2.3.5 Mpumalanga

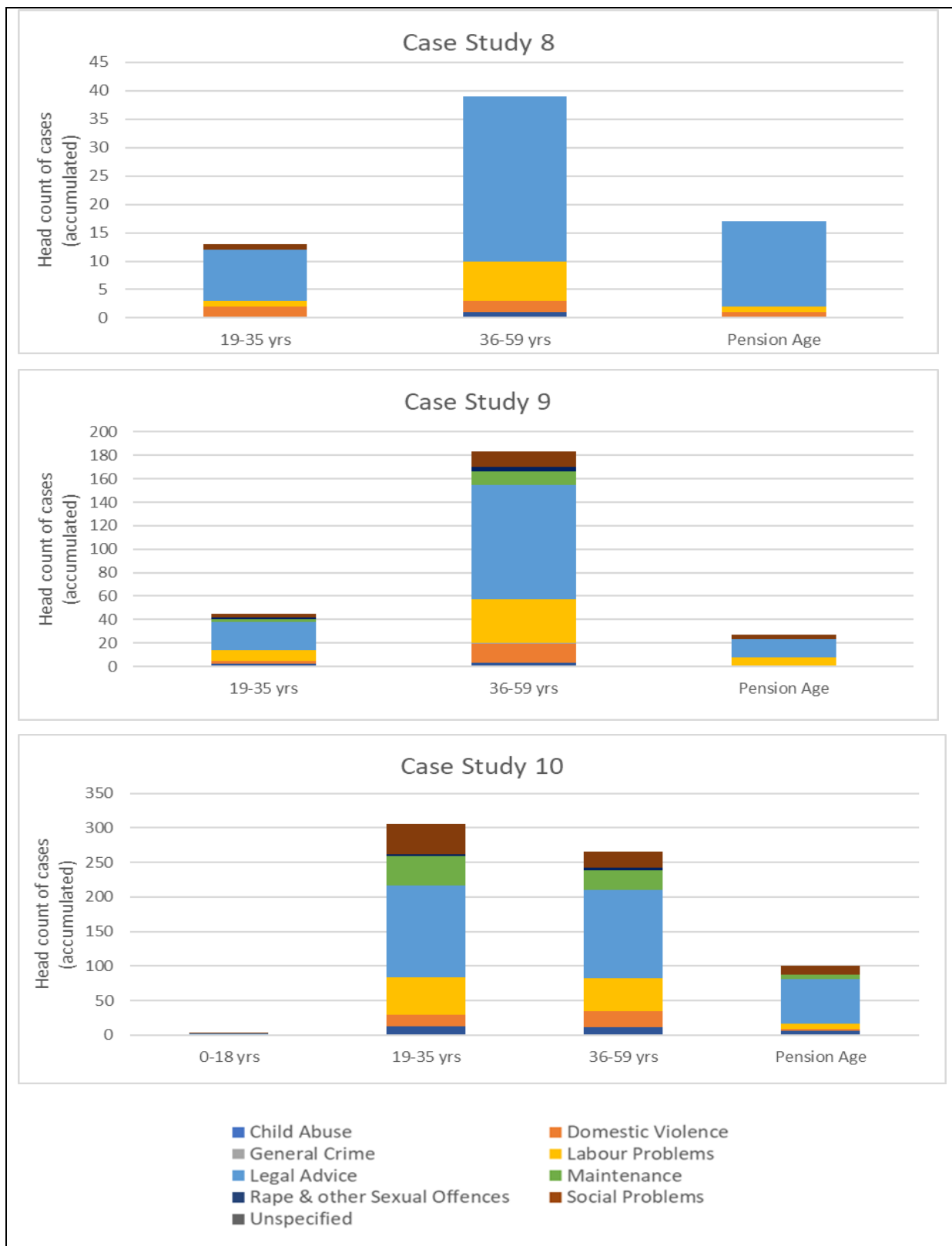


Figure 11 Case Type by Age in Mpumalanga Province

At both case study 8 and case study 9, the 36-59 age group had the largest number of clients served. Case study 10 was the only CAO in the study with young adults aged 19-35 making up the largest age group served. Besides legal advice cases, labour issues dominated at the three Mpumalanga CAOs – with issues brought primarily by farmworkers. Also prevalent was maintenance cases across all age groups at Case study 10.

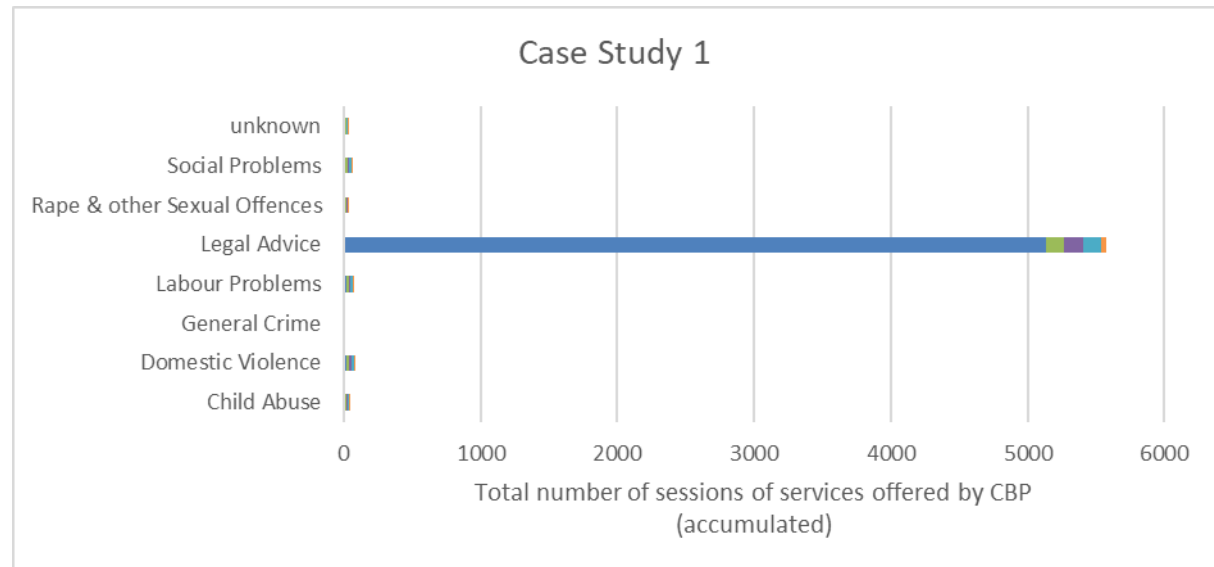
3.2.4 Services offered by CAO per Case Type

The standard protocol at the CAOs is for a file to be opened and brief taken for every client that enters the office. This may be followed by counselling, follow-up, mediation, legal advice and/or referral before the case is closed.

This section discusses the reporting of each of these services by each CAO. The data highlights how much attention the offices paid to starting a brief with a client and reveals the gap that results when the CAOs do not document all of their activities. For most cases, after the brief was taken there was no further documentation.

3.2.4.1 Eastern Cape

All services



Without legal advice

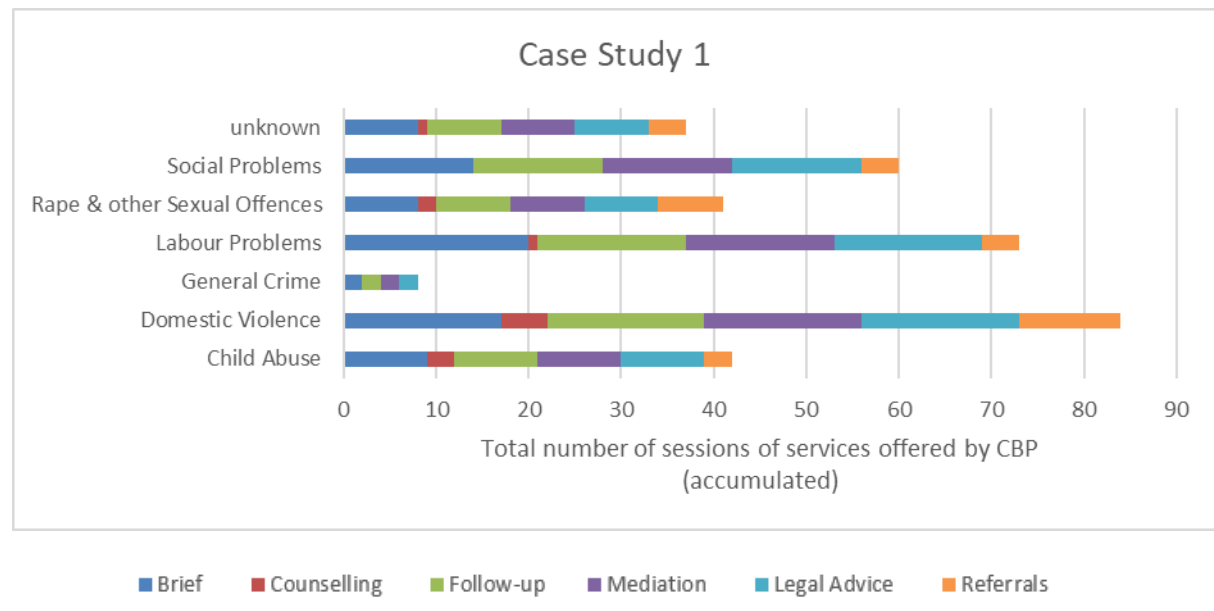


Figure 12 Services offered by Case Type in Eastern Cape Province

Evidence from Case study 1 shows that the activity that was most often documented by the CAO was brief taking for legal advice cases in the form of a register. After tallying the numbers, it is safe to say that the data capture who was contracted to electronically capture the case files might have mis recorded some case types as legal advice. In most instances, the office did not open a file for the clients, and the only available information was recorded in the register. Every client who visited the office was signed into the register to fill in their demographic information. After that, little additional documentation was collected regarding the client. A few case files had records of services rendered by the paralegal whilst resolving the case (as shown by the number of sessions of legal advice against the total case files reported in table 2). Files generally contained minimal documentation regarding the resolution of the case. While the CAO offers all six services: brief taking, mediation, offering legal office, counselling, case follow up and referrals, documentation showed minimal counselling services provided. In most cases, the key services provided were mediation, legal advice, referrals and follow up.

3.2.4.2 Free State



Figure 13 Services offered by Case Type in Free State Province

As discussed earlier, the main case types at Case study 2, in addition to legal advice, were domestic violence, rape and sexual offences, and social problems. Key services offered for these cases were counselling and mediation. Complicated cases were referred for specialist services, with the CAO following up until the case was closed.

At case study 3, many of the cases did not specify the type of issue and were usually referred elsewhere after a brief was taken. Maintenance issues, one of the most frequent types of cases handled by case study 3, were resolved by offering legal advice and counselling and then referring to other services.

3.2.4.3 KwaZulu-Natal

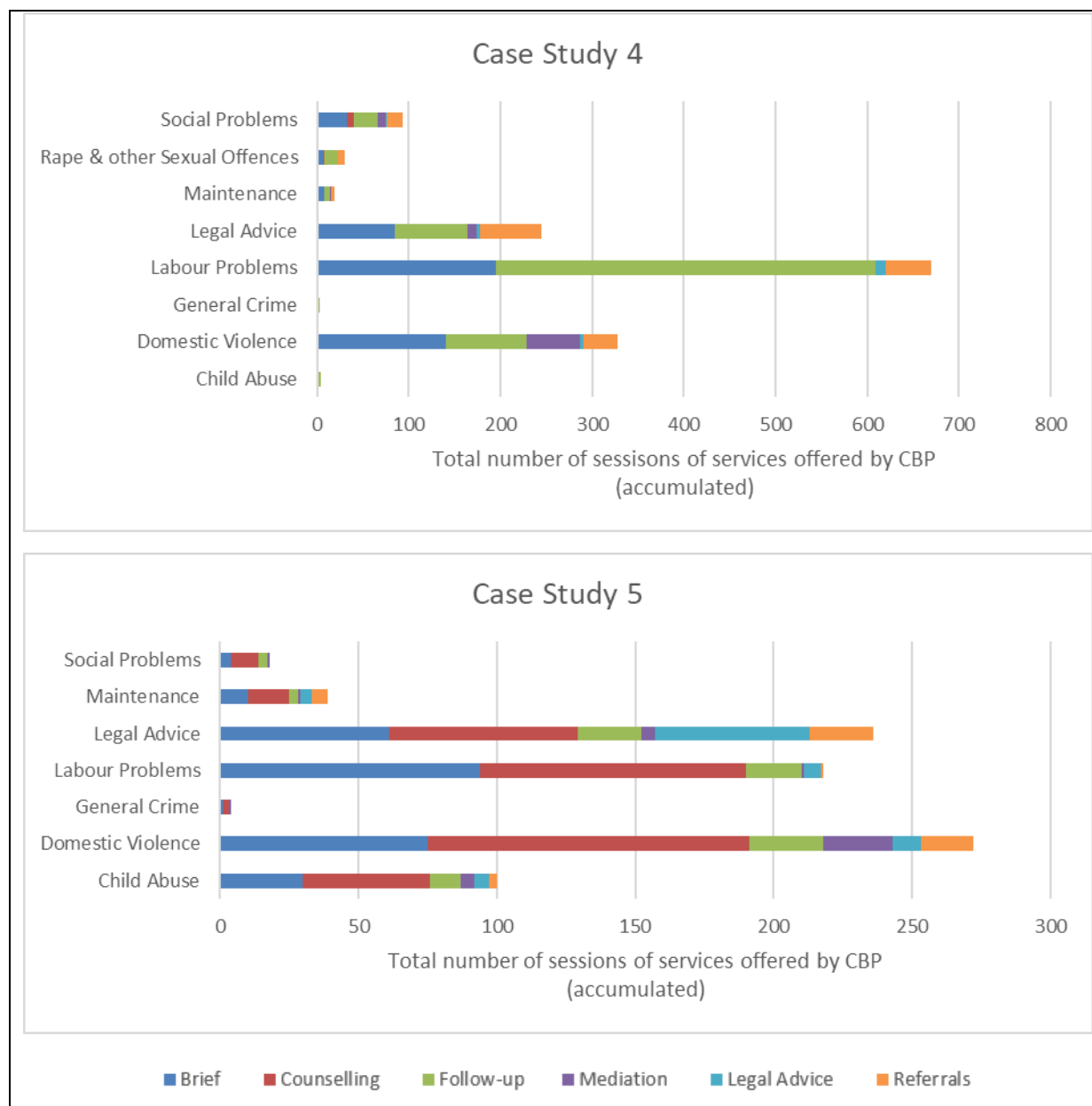


Figure 14 Services offered by Case Type in KwaZulu-Natal Province

At Case study 4, once a brief was taken and sometimes legal advice given, the case was usually referred elsewhere and tracked to completion. There was little documentation of counselling having been provided. The CAO's records indicated that significant time was spent following up on cases at this office.

Case study 5 was the only CAO in the study that documented provision of counselling in a large number of cases. The taking of a brief and provision of counselling was documented for every type of case.

3.2.4.4 Limpopo

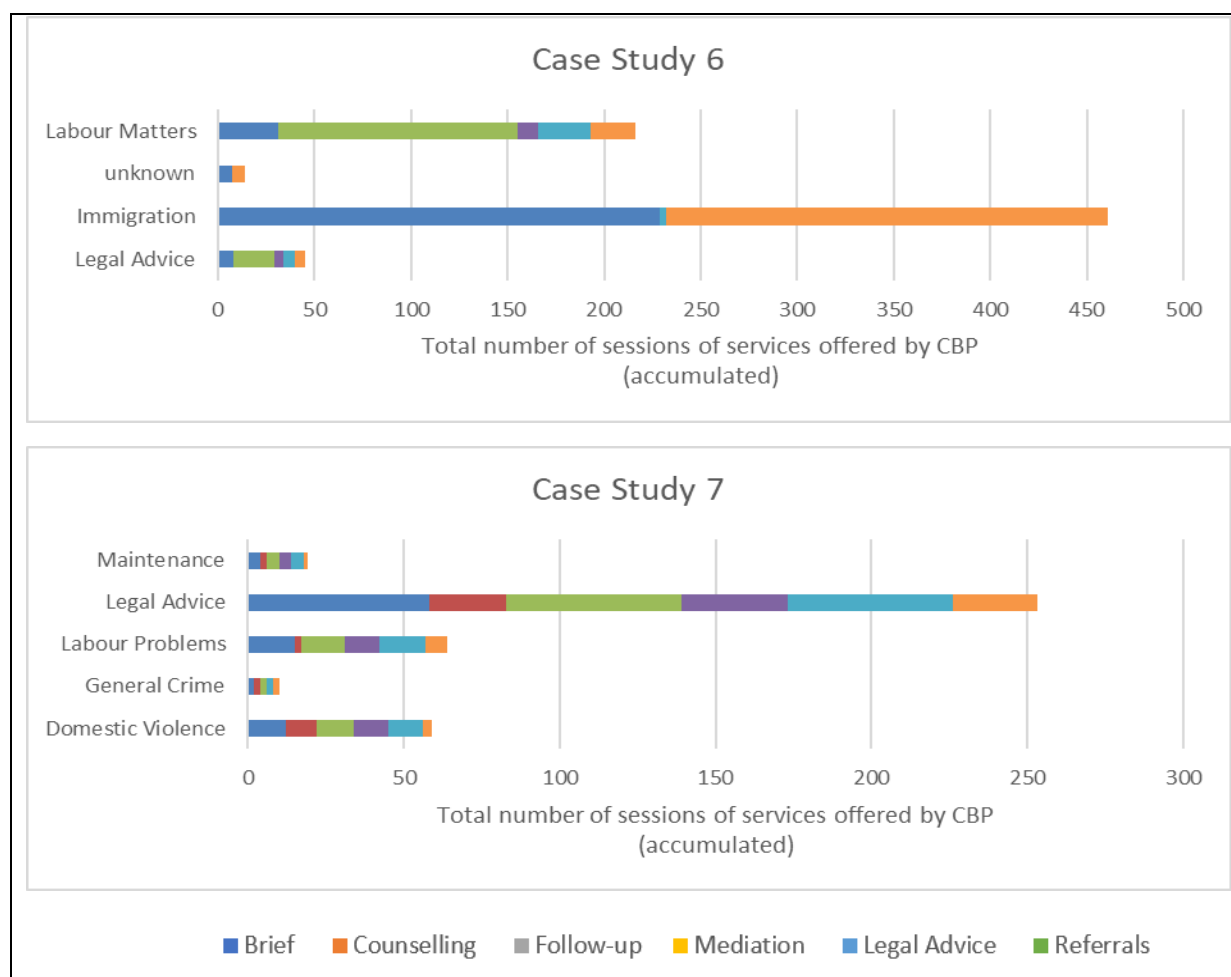


Figure 15 Services offered by Case Type in Limpopo Province

During the three-year period 2016- 2018, Case study 6 focused on three types of cases. The paralegals spent most of their time working on immigration cases, where they assisted clients with completing forms and then referred them to relevant services. Labour issues required them to mediate, offer legal advice and then refer. Time was also spent following up on the labour cases. Case study 7 provided all six services in every case they opened.

3.2.4.5 Mpumalanga



Figure 16 Services offered by Case Type in Mpumalanga Province

According to CAOs' records, case study 10 was the only sampled CAO in Mpumalanga that offered counselling services but did not follow up on its clients. Brief taking, legal advice and mediation were the main activities. At Case study 8, the services offered included brief taking, legal advice and referrals. Case study 9 also offered legal advice, mediation and referred cases.

3.2.5 Outcomes of Cases

The records kept by all of the CAOs indicated that case management was often not sustained to complete the case. Compared with closed files, the numbers of active files did not tally with the number of case inputs, as indicated in Table 2. Once a case was opened, there was often little further documentation on the case, suggesting the progress of the case was not carefully monitored.

3.2.5.1 Eastern Cape

Table 4 Case Intake – Outcome Comparison in Eastern Cape Province

	Case Study 1
Total cases 2016-2018	207
Successful	192
Unsuccessful	-

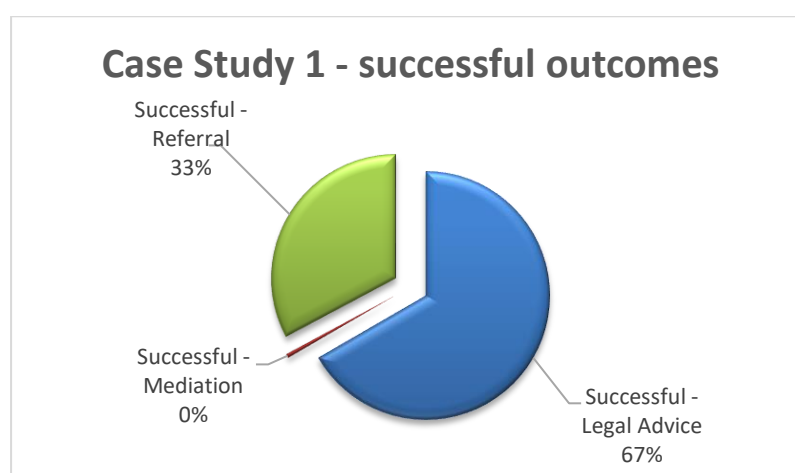


Figure 17 Case Outcomes at case study 1

100% of all cases opened at case study 1 were successfully closed. Of these, 67% were closed through the provision of legal advice and 33% through referral.

3.2.5.2 Free State

Table 5 Case Intake – Outcome Comparison in Free State Province

	Case study 2	Case Study 3
Total cases 2016-2018	920	399
Successful	732	214
Unsuccessful	114	2

As with case study 1 in the Eastern Cape, the CAOs in the Free State closed most of their cases successfully. Case study 2 closed successful cases through counselling, mediation, legal advice and referral. Sometimes mediation fails to resolve the cases, as shown in Figure 18 below. In such instances, the client could choose to take an alternative route to resolve their issue or withdraw it.

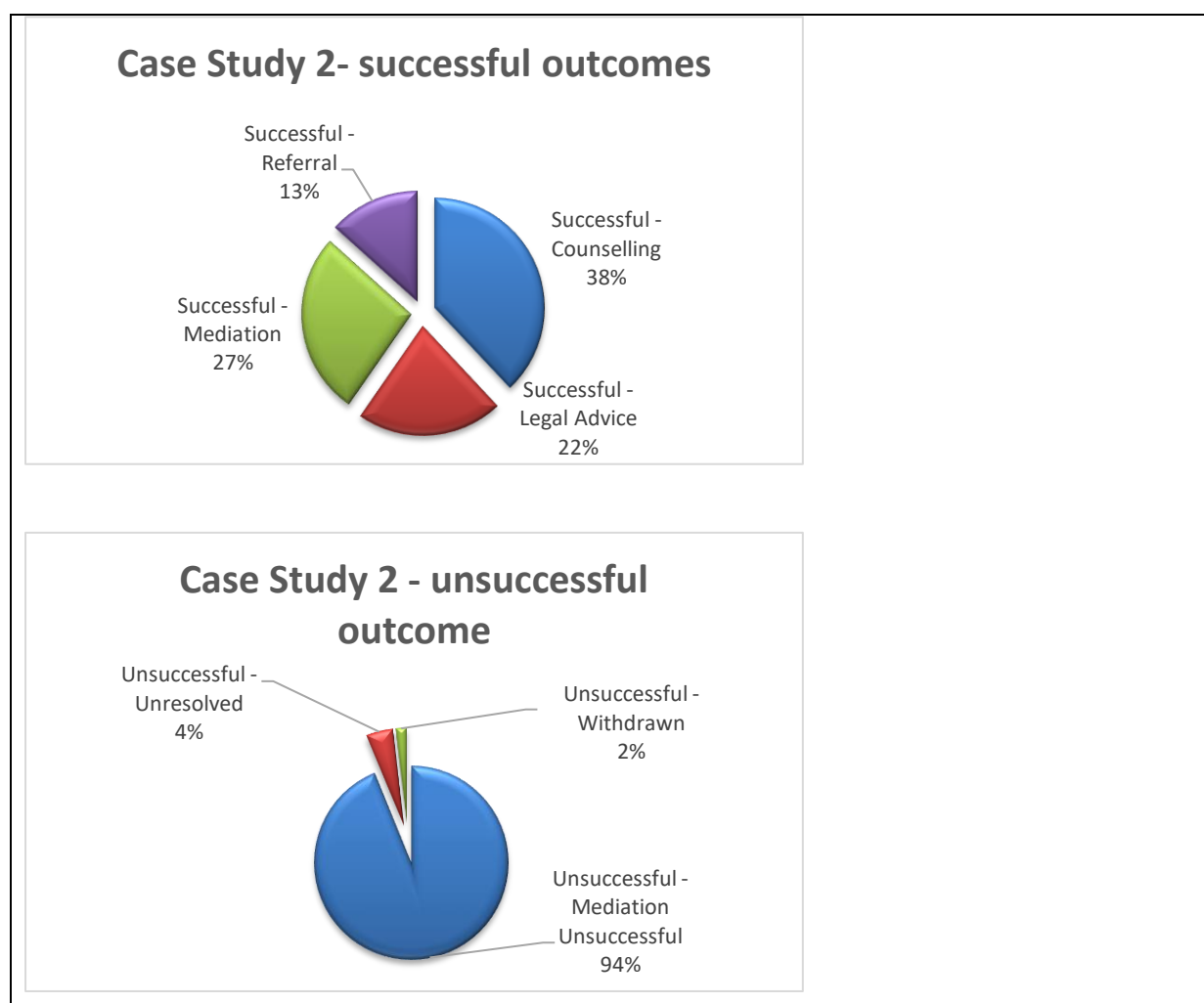


Figure 18 Case outcome at case study 2

54% of documented cases were successfully closed at Case study 3. 86% of these successful cases were through referrals and 13% through counselling. For the 2 unsuccessful cases, one was because the other party refused to participate and the second case was closed as unresolved.

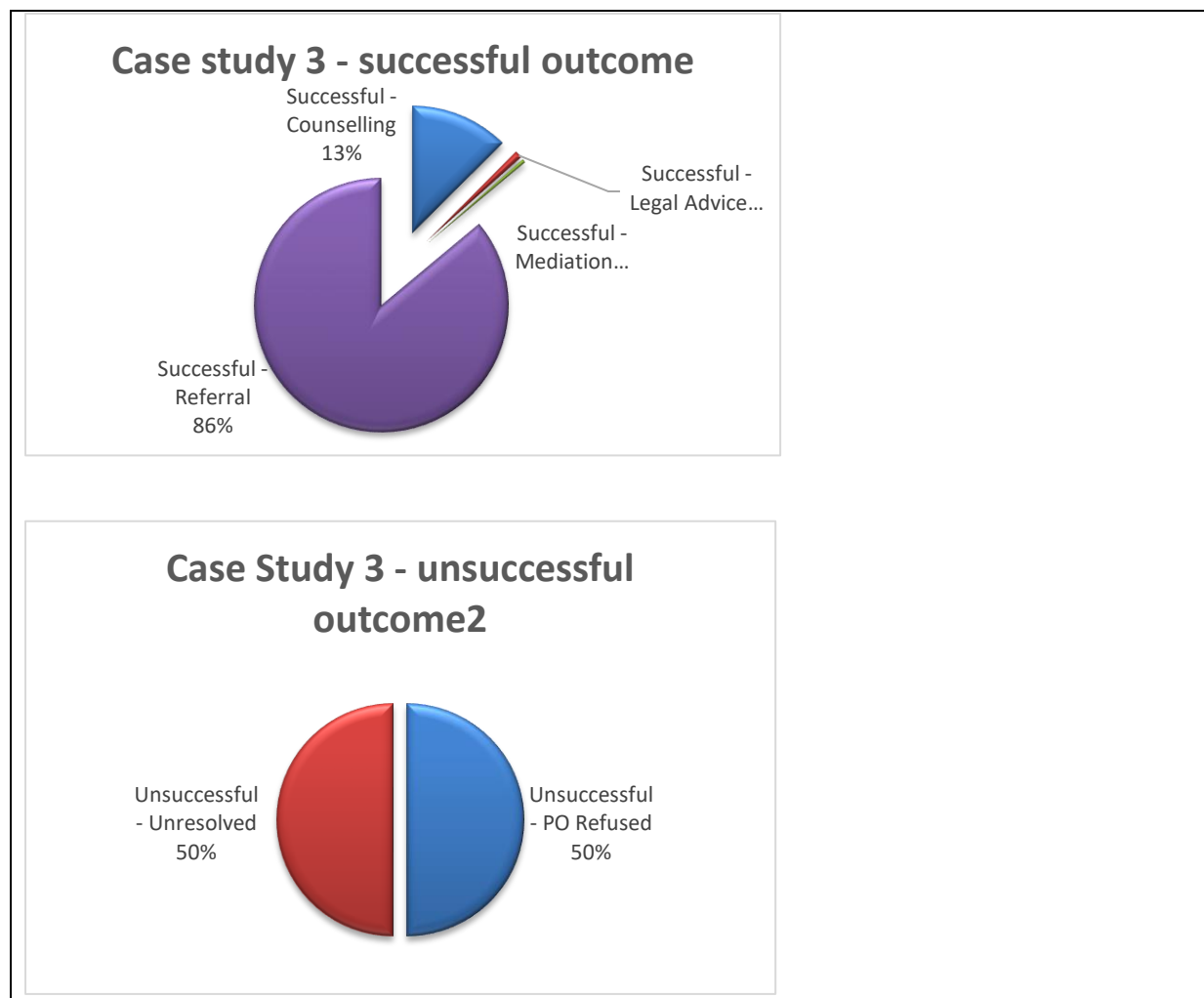


Figure 19 Case outcome at case study 3

3.2.5.3 KwaZulu-Natal

Table 6 Case Intake – Outcome Comparison in KwaZulu-Natal Province

	Case study 4	Case study 5
Total cases 2016-2018	491	446
Unsuccessful	5	
Case open	453	409

Surprisingly, for both Case study 4 and Case study 5, almost all cases were recorded as remaining open. This was raised with the CCJD Manager, who indicated that the cases had been closed on paper but the paralegals had not updated the electronic database to reflect this.

The pie charts below show that most cases were resolved through community paralegal intervention, with Case study 4 referring only 16% of cases elsewhere, while Case study 5 referred 33% of cases to other organisations.

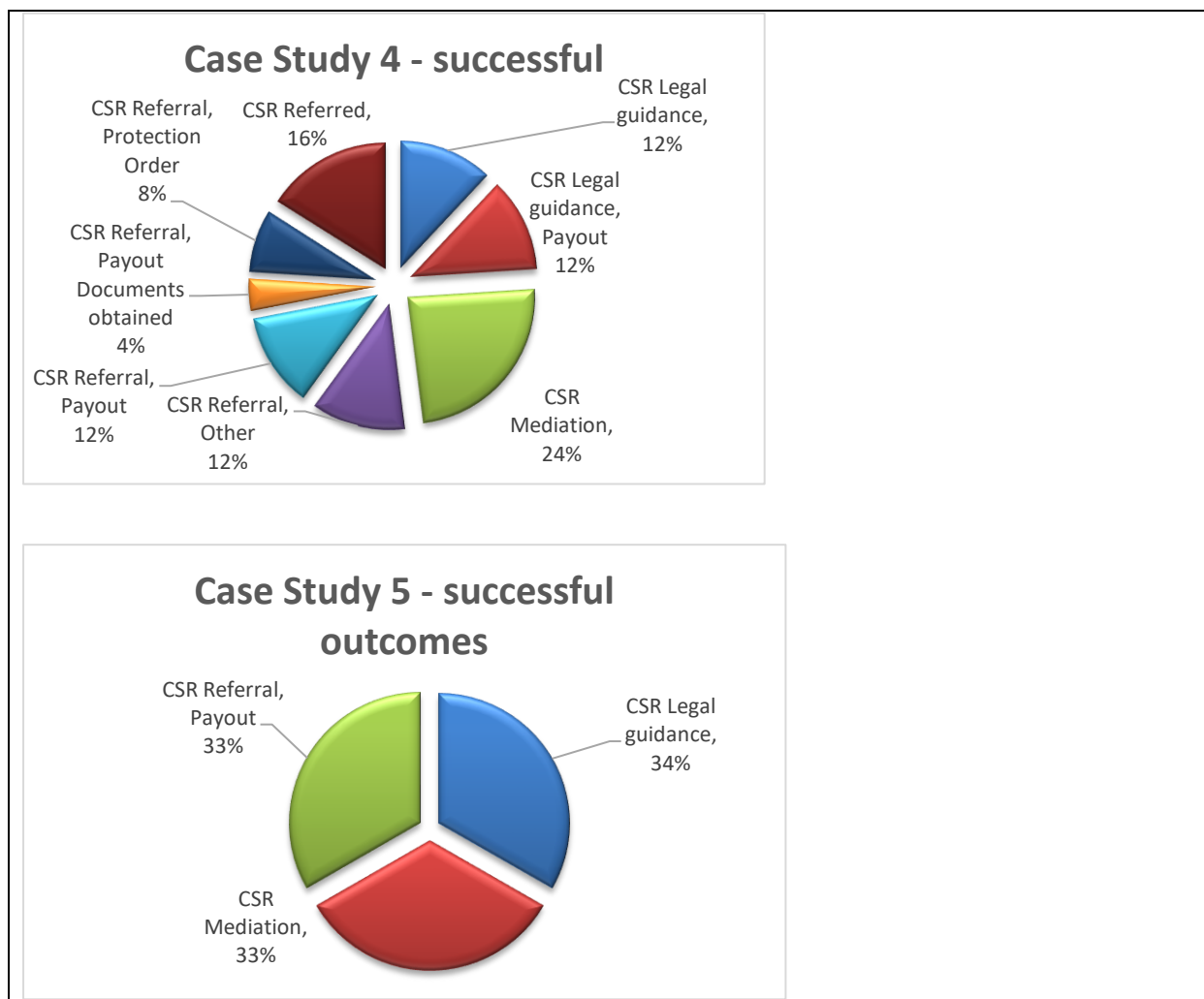


Figure 20 Case Outcome on case study 4 & 5

Limpopo

Table 7 Case Intake – Outcome Comparison in Limpopo Province

	Case study 6	Case study 7
Total cases 2016-2018	275	92
Successful	7	92
Unsuccessful	-	-

Case study 6 showed the worst record for outcomes. This is possibly due to the fact that most of the cases they handled were referred to other offices and the CAO did not track the case to its outcome. Hence, their documentation might not reflect whether the client ultimately experienced a successful outcome to their case.

Case study 7 recorded a 100% success rate on cases for the three-year period. They resolved most of their cases through mediation (55%), 39% through referral and 6% through legal advice.

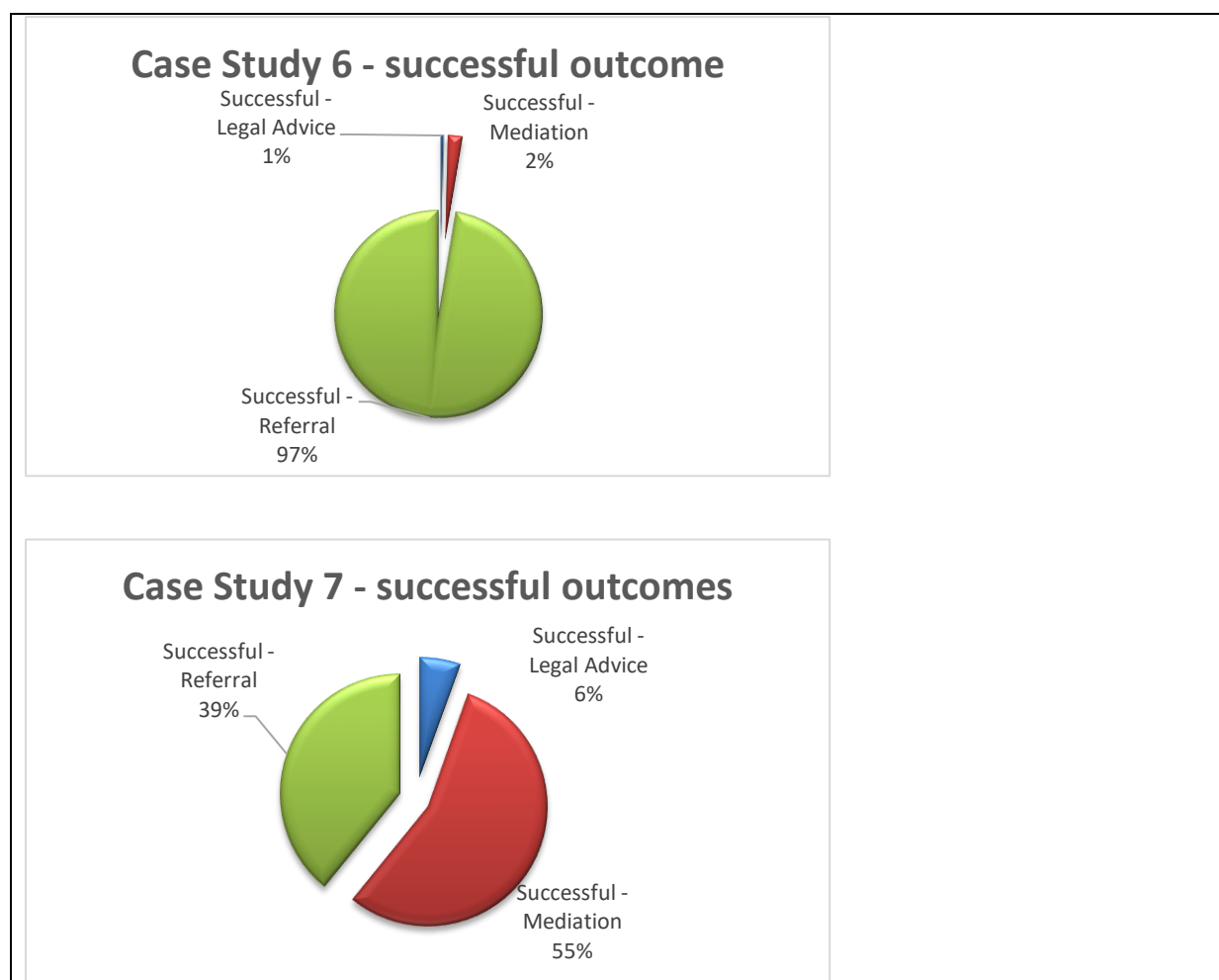


Figure 21 Case Outcome on case study 6 & 7

3.2.5.4 Mpumalanga

Table 8 Comparison of Case Intake and Outcome in Mpumalanga Province

	Case study 8	Case study 9	Case study 10
Total cases 2016-2018	71	316	690
Successful	58	270	626
Unsuccessful	11	29	46

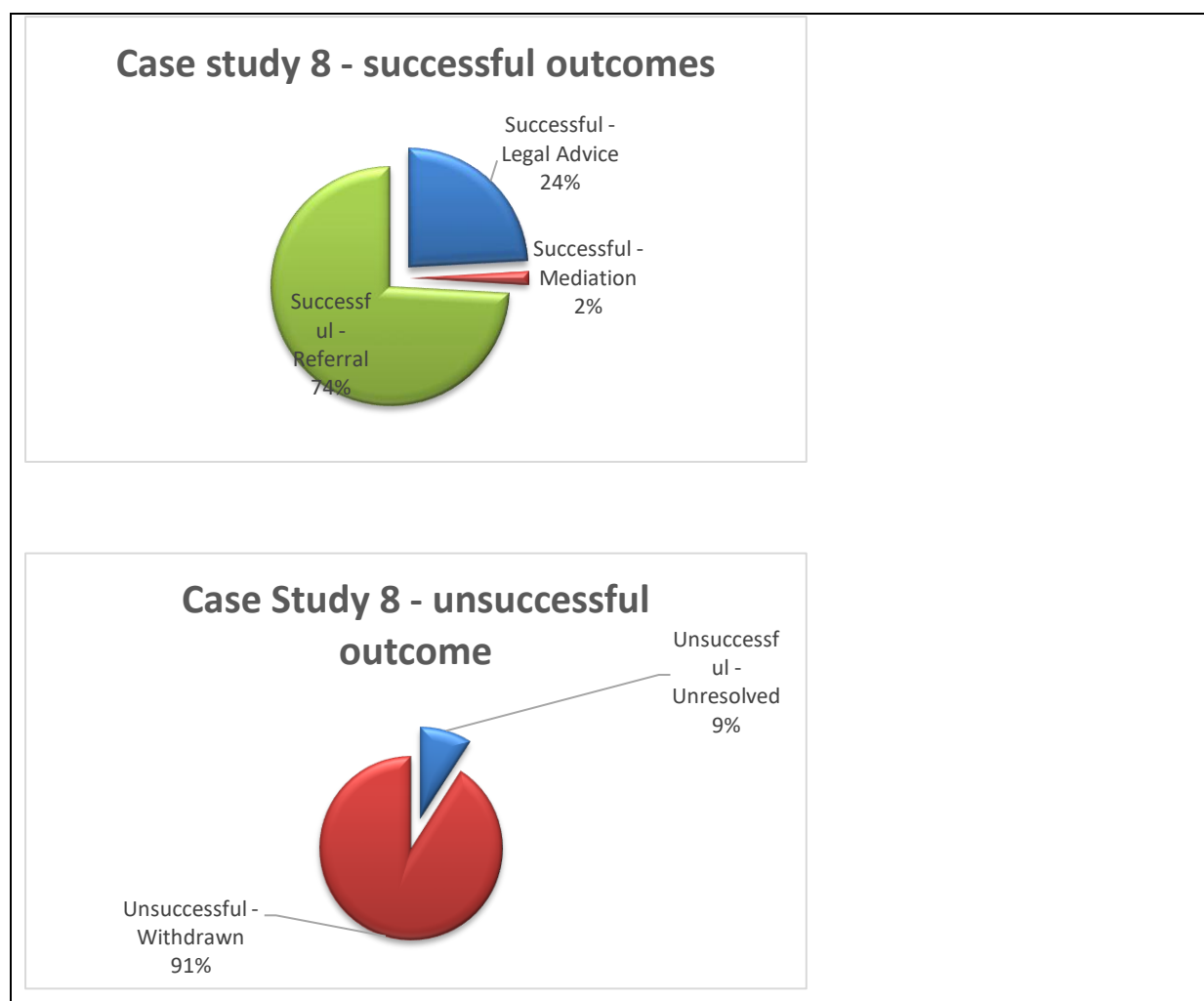


Figure 22 Case Outcome at case study 8

At Case study 8, 82% (58 out of 71) of cases were closed as successful, primarily due to referrals. Those unsuccessful were withdrawn.

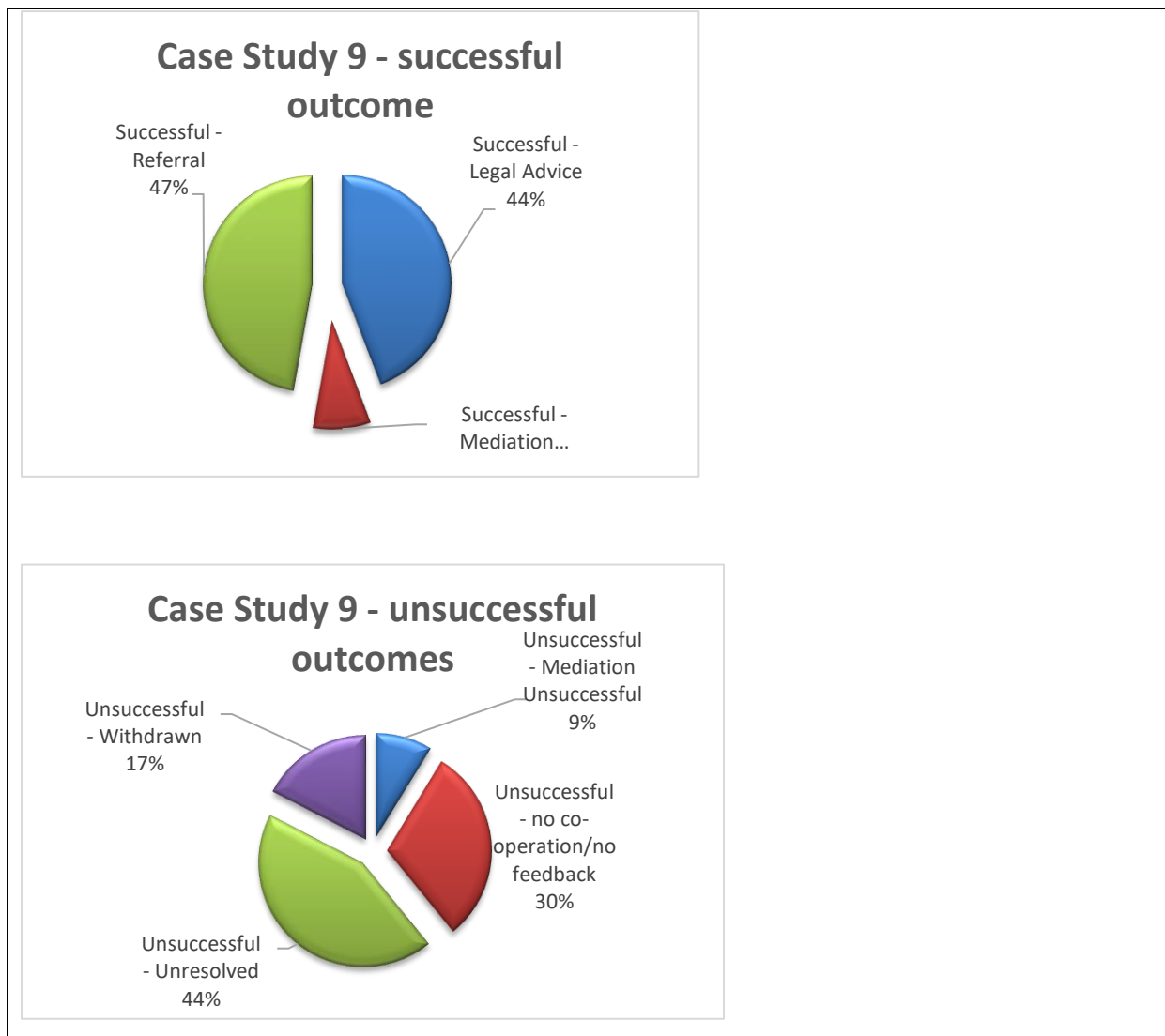


Figure 23 Case Outcomes at case study 9

Case study 9 also closed most cases as successful, with 47% through referral, 44% through legal advice and 9% through mediation. From the 9 unsuccessful cases, 44% were unresolved whilst 30% was because of no-feedback received from the client. 17% of the unsuccessful cases were withdrawn.

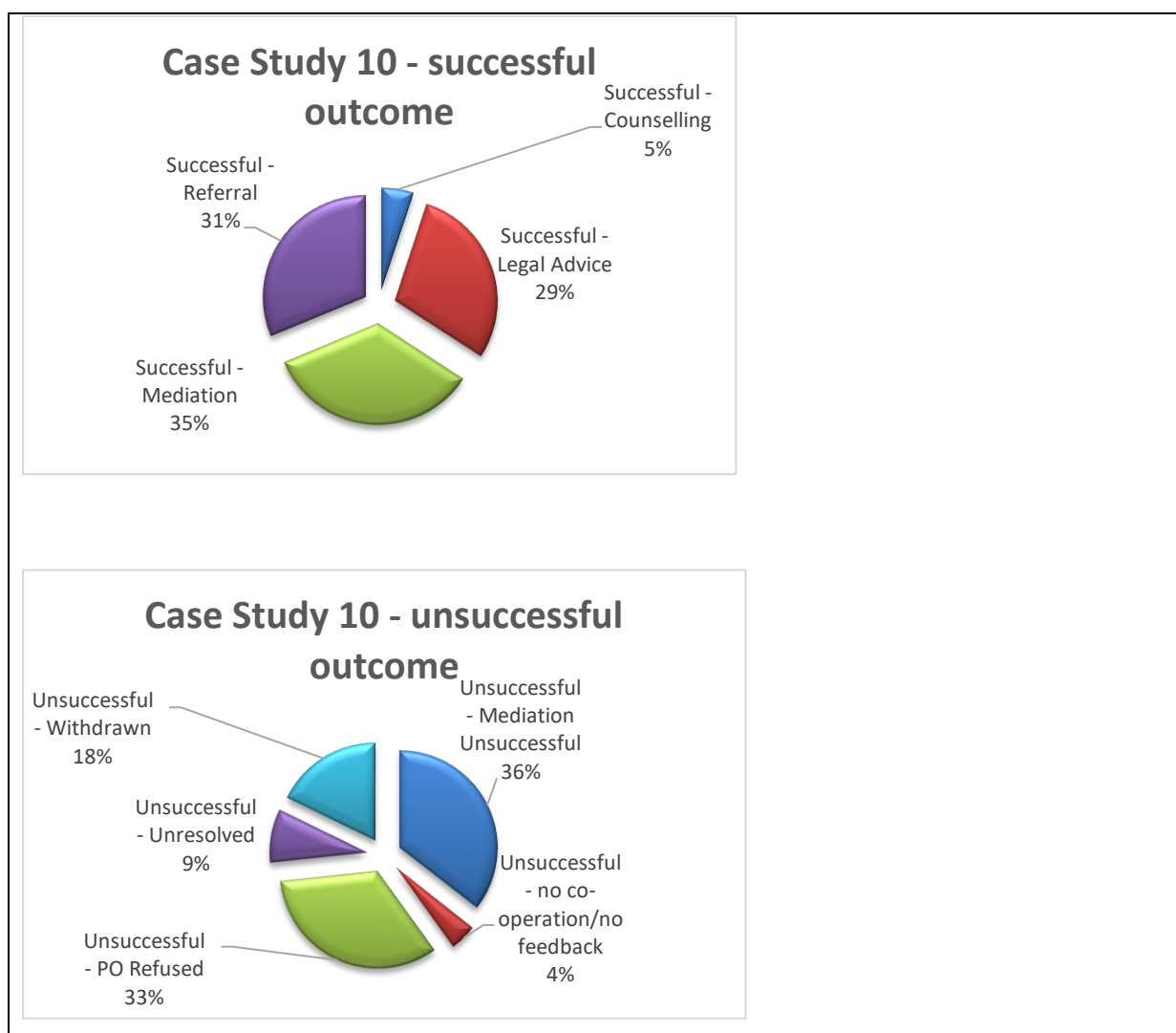


Figure 24 Case outcomes at case study 10

On the other hand, Case study 10 closed most of its cases (34%) through mediation, with 31% closed through referrals, 29% through legal advice and 5% through counselling.

3.3 Observations on the functionality of CAOs

- The CAO sector is a very functional in the under privileged communities. Results of the survey analysis showed that their role and function in the communities is not fully documents because of the case management strategies they use.
- There is no evidence to suggest that CAOs under umbrella financing model outperform those under stand-alone financing model.

- Most of the CBPs are operating without accredited qualifications. However, they have undergone some form of paralegal training to which a certificate of attendance was obtained.
- The case management systems, which is mostly paper-based. All ten CAO used paper-based system. Case study 4 and 5 compliment with an electronic database case management system.
- Incomplete records were noted at the stand-alone CAOs.
- The absence of reference numbers for some handwritten case files at some of the CAOs means the activities of the CBP on the case cannot be tracked and updated.
- All CAOs had cases that were still unclosed because they had not been followed up.
- Each of the 10 CAOs had at least one functional computer in the director's office.

4 Conclusion

CAOs need to employ effective case management strategies for accountability purposes; to facilitate the delivery of high-quality justice services, requiring appropriate action and referral; and to generate evidence to drive reform and policy development in the sector. Section 21.2.4 of the draft bill regarding the CAO sector in South Africa requires CAOs to submit case statistics annually to the governing council (to be established by the pending bill), which will have jurisdiction over the CAOs (Ruffin, et al., 2018). This means that case management systems must be rigorous, reliable and continuously upgraded.

Case management systems have evolved with the technological developments that have come about in recent years. They have become more user-friendly and are capable of efficiently handling large amounts of client and case data. This supports the effective delivery of justice services as well as transparency, accountability, and access to information, all of which are required for sound public administration and reporting to the donors that support the work of the CAOs (Ruffin et al., 2018).

In this study, case management strategies were found to vary across the CAO structural models, reflecting differences in training in data capturing, finances, access to technology, and human resources. Despite technological advancements, many CAOs continue to rely on basic paper-based systems. Furthermore, a considerable amount of the work achieved by the CAOs goes undocumented.

The study found that the CAOs with a stand-alone structure approached case management differently than those under an umbrella structure. Stand-alone CAOs used paper-based systems, complemented with templates from the different funders they were partnering with. They recorded biographies of clients visiting their offices and generated summary statistics for the various activities they engaged in. The major shortfall of their approach, however, was that they failed to adequately capture the narratives and processes involved in resolving cases. The two CAOs working within an umbrella structure, on the other hand, work used an electronic database with structured templates to capture every case that came to the office.

While the stand-alone CAOs had access to at least one computer, they did not have the skills to run an electronic system. Using a manual system compromised their functionality as substantial time has to be spent manually recording and updating cases instead of assisting clients. The documentation they did collect, however, provides evidence of the impact of the CAO in the community.

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