

- The OIG is completing the Evaluation of Legal Services Mapping and will soon issue the final report to the LSC Board and Management.
- The comments of the eight LSC grantee participants, many of which are provided in your Board book, clearly indicate they believe mapping offers significant benefits on the local and state levels.
- The evaluation participants have told the OIG that they would like to have continued access to mapping in at least an annually recurring cycle and that they believe that the capacity would be useful to other grantees.
- The issue facing LSC is whether, and if so, how to allocate limited resources to assist grantees in this area. Let me turn the floor over to Dave Maddox who is the project manager of the evaluation who will provide an informational briefing to the Board.

- Mapping is not rocket science, but it is not yet common place in the legal services environment either. If we are unclear please jump in with a question.
- Computerized mapping is a tool commonly used by Gov't agencies and non-profit organizations who serve widely dispersed social needs.
- Examples - U.S. Departments of Justice, Housing and Urban Development, Health and Human Services, Fannie Mae, AARP, and the United Way, all of whom we have spoken. In an organization such as LSC that provides service grants based on the number of persons in poverty per geographic area, the application of poverty & service mapping as a management tool is natural way to measure effectiveness.

- The objective of the evaluation is to determine the utility of mapping to improve program quality
- As part of the OIG mission to promote efficiency and effectiveness in the activities and operations of LSC and its grantees.

Goals are to:

- Prototype methods and define significant maps
- Establish the benefits for stakeholders
- Determine if mapping is adaptable in both urban and rural poverty areas, and
- Evaluate if mapping can be implemented in a manner that does not pose too high a technical barrier or cost.
  - We will address the question of cost in our concluding statements. But, let me say there are several reasonable ways to implement mapping in an affordable manner.

## *Phase I*

- Produced a wide spectrum of legal services maps, which the Georgia executive directors and their staff assessed
- After several iterations we learned a number of do's and don'ts in legal services mapping. The conclusions of the first Georgia project were presented to the prior Board in January 2003 and the Phase I Report was released in November of that same year.

The general conclusions, now reaffirmed in phase II, are:

- Maps provide a detailed picture of the geographic distribution and movements of poverty populations.
- Maps strengthen planning and resource management by providing a visible model of the legal services environment; and,
- Maps improve promotion and fundraising by showing the distribution of need and the contribution of the low-income community.
- Maps measure the degree of access to federal funded legal services by income-eligible persons;

- Started in late 2003, began to stress test LS mapping in some of the Nation's most extreme poverty areas including dense urban and sparsely populated rural areas.

In:

- Southern California -The OIG worked closely with 5 grantees who serve 5e of the nation's top 15 counties in poverty growth and roughly 4 million income-eligible persons.
- Georgia – a good cross section of urban and rural poverty areas, we produced updated Map Books using the 2000 Census and most recent case data.
- Montana – during summer of 2004, the OIG completed an accelerated project within 5 weeks. ED Klaus Sitte of Montana Legal Services Association and his staff presented some of that work at the September 2004 Provisions Committee meeting, to illustrate extreme rural legal services challenges and the outreach of their work. They have already used the maps for state planning and to support legislation.

Using lessons learned in Phase I, we created several new products including:

- A core Map-Book with 25 maps useful in any legal services environment.
- Total grantee activities and legal matters maps.
- Neighborhood level maps
- Standards for accurate mapping of urban and rural areas; and,
- A summary of all available Census poverty data by LSC defined service area.

In the evaluation project as a whole, we produced over 300 maps for the eight participating grantees. I would like to introduce Edward Jurkevics, a consultant who supported the OIG in the mapping effort. Ed will show you some of the maps we produced...

# National Poverty and Change (map slide 2)

- Maps provide a national perspective.
- These two maps were shown to the board in the 2003 report. So picking up where we left off, at left is the poverty population from the 2000 Census with LSC grantee main and regional offices shown. On the right is the change in poverty from the previous decennial census.
- The striking feature is the yellow growth of poverty at the edges, and blue decline in the center. It's an indication that poverty shifts significantly over time.

- This is the poverty distribution of the Neighborhood Legal Services north Los Angeles service area. The darker reds have more people in poverty. Let me start by summarizing some comments from NLS Executive Director Neal Dudovitz. In his view, maps can be used by NLS for management, fund-raising and ultimately for advocacy. He is favorable to devoting some staff time and budget to mapping, and he is seeking a path to continue with it.

## CLICK

- Here NLS cases closed in 2002 are overlain in a kind of supply and demand map. The 125% poverty population is surrogate of legal needs -- or – the demand for legal services. The cases are the supply of services. One would be concerned to see large patches of dark red poverty not covered by blue cases.
- We can compute how many cases are closed per poverty population, as an access to legal services measure.

## CLICK

- On this map, the darker the color, the more cases closed per 125% poverty population. We observe that this area of poverty here in the San Fernando Valley is generally darker than the Pasadena-San Gabriel Valley over here. The dark oranges represent about 7% of the income-eligible served in a year, where the light yellow is less than 1%. The national average is around 2.5%.

## CLICK

- Executive Director Neal Dudovitz of NLS explained that in a 2001 consolidation, NLS took over the Pasadena/San Gabriel service area. They have been working hard to raise the service level here.

## CLICK

- This is the change in cases closed between 2001 and 2002, where you can see the red increase in case closure from Pasadena to El Monte. NLS were very gratified to see that their resource allocations had an effect on program quality. Resources are finite - a corresponding decline in case closure around Pacoima accounts for the resource diversion that created the gain. A cup of water was drawn from one bucket and poured into another.



- This shows NLS's case under a county-wide state health grant, and can be used to show the funder that clients in outlying areas are being reached.

- This is Inland Counties's cases over the 125% poverty population.
- ICLS faces the challenge of extremely remote and sparse poverty in the eastern part of the territory here in Needles, Blythe, Barstow and the high desert.
- It also has some of the nation's highest growth and development in the western part of its region as lower income individuals flee the high housing costs of urban LA. For ICLS, this poses several challenges.

- Here we see walk-in, out-reach and help-line client intake. Executive Director Irene Morales sees maps as a way to evaluate outreach: the hotline they launched in 2000, and their domestic violence efforts.
- She has stated that mapping is a tool that can be used immediately to help ICLS with fund-raising from special grantors and encourage private bar involvement in the outlying areas. ICLS also wishes to use mapping as an internal management tool, for project planning with community partners, to help identify gaps in program services and to help to plan strategies to meet those gaps. She requests continued assistance from LSC to get started.

- This is LAFLA's service area in Los Angeles, with the intense poverty in central and south-central LA. Of all 40 maps we made for ED Bruce Iwasaki, this was the map he ranked first, because it shows access, need for outreach, and office placement, and can be used by staff, funders and the public. You can imagine such a map hung on the wall in each office location to show the program's contribution to the community. These digital maps have a great deal of detail, and they allow you to drill right down to a neighborhood and see the poverty and cases services.

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- At this level the actual city blocks are visible and community-level response can be planned.

- The grantees have an intense interest in ethnicity and languages. This map shows the Chinese, Japanese, Kmer, Hindi and Koreans LAFLA serves. There are communities of Kmer in Long Beach, and Koreans in Whittier. Mr. Iwasaki states that this map would be useful for potential funders and for supporters in the Asian/Pacific Islander community, as it shows the need for coordinated outreach to isolated communities.

# Spanish Speakers and Hispanic Cases

(map slide 9+)

- Spanish speakers are prevalent in all Los Angeles.

## **CLICK**

- This map shows just the Hispanic cases relative to the Hispanic poverty. A manager might inquire about this neighborhood here.
- Mr. Iwasaki is supportive of mapping, and intends to start making and using maps. He has pointed out that it takes some training to learn how to interpret maps, and he cautions that maps, if not constructed carefully, can misrepresent data. He states that maps can be used for:
  - Management – priority setting and allocation of resources
  - Marketing – raise money from legislature, foundation, private bar
  - Advocacy – redlining - priority lending

- ED Bob Cohen of Legal Services of Orange County has used maps as a lever to form partnerships with justice organizations. This map shows as dots the Low Income Pro Se Litigants from the Superior Court of Orange County, with the distribution of LASOC's cases underneath.
- Beyond being the first Court / legal-aid partnership map, it is also important because it demonstrates a "big picture" perspective on the legal needs.

- On top of the poverty map of the city of Santa Ana are 4,200 blue domestic violence incidents from the Police Department, and the yellow dots are LASOC's domestic violence cases.
- This was an unprecedented willingness by the City police to share their data. Joint maps of need and intervention allow LASOC to build stronger relationships.



- Moving now to Georgia, this map of Georgia Legal Services's Dalton area had an immediate impact. Executive Director Phyllis Holmen was considering moving the Dalton office to Rome, because the private bar might provide more support there.
- Based on this map, which showed the growth of poverty in the northern-most part of the state and along the I-75 transportation corridor, it was decided to leave the office where it was.

- Ms. Holmen requested this map of the Hispanic poverty population in the north of Georgia, along with the Hispanic cases closed as these scattered blue dots. The Dalton and Gainesville offices have grants for Hispanic outreach and services beginning this year.
- These maps helped plan the initiatives and establish a baseline, so that in subsequent years the grant's outcomes can be demonstrated to funders. Ms. Holmen hopes that these two offices, along with the main GLSP office can get started with some mapping this year, although their technical capacity seems stretched. In her opinion, maps are useful for management and potentially useful for fundraising.

- Steve Gottlieb of Atlanta Legal Aid Society saw poverty in Gwinnett County shoot from 14,000 to 33,000 between the last censuses.
- He showed this map to the County Court as part of his case for more funding. He was allotted a grant that helped turn Gwinnett from a part-time clinic to a full-time staffed office.

- This Board committee saw the Montana grantees operations this past summer. The Montana state bar provided us the number of lawyers per zip code, which is the layer underneath, with the MLSA's PAI cases overlain. MLSA is seeking greater bar involvement, in the east of the state, there just aren't any private lawyers to help out.
- MLSA Director Klaus Sitte used this and three other maps to promote a bill sponsored by the Montana Equal Justice Task Force that would set up an interim commission to study the need for legal assistance for low-income Montanans, and to allocate state funding to pay for it.

- Supports the conclusion that mapping technologies make a significant difference in the quality and effectiveness of access-to-justice efforts by making very visible strategic info:
  - needs and the low-income population;
  - legal services provided;
  - the impact of initiatives and programs; and
  - the relationships between of all 3, which generates new management questions, insights and ultimately strategies.
- Making it possible for grantee managers to better deploy resources, for directors and boards to make a better case for new resources, to provide useful data for advocates work, to leverage natural partnerships with the courts, the bar, social and justice organizations, and enables legislators to see the challenges and contributions of LSC and grantees in their state or district.

- The key question facing LSC management is how to assist grantees in this area – with limited resources in both TIG and M&A funding. We offer a number of observations helpful in developing a strategy and minimizing costs.
- There is to be limited field capacity to produce maps on a individual basis.
- The cost of mapping declines with experience, and large economies are to be gained by a coordinated effort.

# Several Cost Effective Alternatives

- There are several cost effective ways LSC can make mapping available to all interested LSC grantees.
- For instance, one middle of the road approach would be to put internet tools in place so that all willing grantees and LSC could download the data to make quality maps for themselves with desktop mapping software. Such a program would include:
  - A partnership with an organization already using web mapping to establish a “Poverty Mapping Web Server” where grantees could download detailed maps of Census data for their service areas. (HHS, HUD, ERSI)
  - An expansion would enable grantees to map their client’s locations using a privacy-protected online service.
  - LSC would offer continuing support to the evaluation’s participants and other interested grantees in their adoption and use of mapping.
  - LSC would develop an in-house mapping capacity to support planning and performance evaluation.
- It is our consultant’s opinion that this program could provide nationwide legal services mapping capabilities for just under \$200,000 per year or \$1,400 per grantee, though the cost might be somewhat front-loaded.

# Conclusion

- Based on this cost estimate the OIG believes such an approach would be cost justified based on the broad base of benefits we have documented throughout our project.
- Of course, the potential return on investment from greater access to mapping to grantees and LSC must be considered against those associated with other investments, but the evidence towards is very strong.
- The consultants used in the evaluation are available to support LSC in any planning, costing and implementation efforts.
- We thank you for your time and would happy to take any questions you may have.