

Civil Legal Needs of Low-Income Arkansans:
2013 Needs Assessment Final Report

Amelia T. Lafont, Margaret E.C. Hobbs, J. Tyler Pearson, and Gregg F. Potter

University of Arkansas Clinton School of Public Service

TABLE OF CONTENTS

| | |
|--|-----------|
| ABOUT THE PARTNERS..... | 1 |
| AUTHORS NOTES | 2 |
| ABSTRACT | 3 |
| I. INTRODUCTION | 4 |
| II. LITERATURE REVIEW | 5 |
| III. METHODOLOGY..... | 9 |
| IV. RESULTS..... | 11 |
| A. DEMOGRAPHICS OF CLIENT-COMMUNITY | 11 |
| i. Overview | 11 |
| ii. Geographic Distribution of Respondents | 12 |
| iii. Survey Respondents' Eligibility for Services | 13 |
| iv. Key Findings of eligibility analysis..... | 14 |
| v. Client-Eligible Respondent Demographics | 15 |
| vi. Key Findings of demographic data | 17 |
| B. LEGAL NEEDS OF THE CLIENT-COMMUNITY | 18 |
| i. Key Findings | 18 |
| ii. Response Analyses by Case Categories and Sub-Categories | 19 |
| iii. Awareness and Access | 29 |
| iv. Awareness and access to helpline by location..... | 31 |
| C. LEGAL COMMUNITY SURVEY RESULTS..... | 33 |
| i. Overview | 33 |
| ii. Geographic distribution of legal community respondents..... | 34 |
| iii. Professional roles of respondents | 35 |
| iv. Perceptions of most common case types..... | 35 |
| v. Perceptions of current success in meeting low-income civil legal needs | 36 |
| vi. Ability to adequately refer to appropriate resources | 37 |
| vii. Perceptions about barriers to accessing services | 38 |
| viii. Legal community's suggestions for improving legal aid delivery..... | 39 |
| V. RECOMMENDATIONS..... | 41 |
| VI. DISCUSSION | 46 |
| VII. CONCLUSION..... | 50 |
| REFERENCES | 52 |
| APPENDIX..... | 55 |
| APPENDIX A: CLIENT CLIENT-ELIGIBLE POPULATION SURVEY AND COVER LETTER..... | 56 |
| APPENDIX B: CLIENT-ELIGIBLE RESPONSE RATES BY COUNTY | 59 |
| APPENDIX C: INCOME ELIGIBILITY GUIDELINES AND CALCULATIONS | 61 |
| APPENDIX D: TOTAL CLIENT COMMUNITY RESPONSES BY CATEGORY..... | 63 |
| APPENDIX E: CLIENT SURVEY COMMENTS – WHAT DID YOU DO WHEN YOU NEEDED LEGAL HELP? | 64 |
| APPENDIX F: MAPS OF MINORITY POPULATIONS IN ARKANSAS..... | 66 |
| APPENDIX G: LEGAL COMMUNITY SURVEY | 67 |
| APPENDIX H: LEGAL COMMUNITY SURVEY COMMENTS – ABILITY TO REFER..... | 69 |
| APPENDIX I: LEGAL COMMUNITY SURVEY COMMENTS – BARRIERS TO ACCESS | 71 |
| APPENDIX J: LEGAL COMMUNITY SURVEY COMMENTS – IDEAS FOR IMPROVEMENT..... | 73 |
| APPENDIX K: INSTITUTIONAL REVIEW BOARD (IRB) EXEMPTION LETTER..... | 95 |

About the Partners

ABOUT LEGAL AID OF ARKANSAS AND CENTER FOR ARKANSAS LEGAL SERVICES

Legal Aid of Arkansas and the Center for Arkansas Legal Services are non-profit legal aid organizations, which provide free civil legal assistance to low-income Arkansans. Their mission is to improve the lives of low-income Arkansans by championing equal access to justice for all, regardless of economic or social circumstances. These two organizations assist thousands of clients every year in priority areas, such as family law, consumer issues, foreclosure prevention and eviction defense. They provide legal assistance in every county across the state. More information is available at www.arlegalservices.org.

Project Location: 1300 West 6th Street, Little Rock, Arkansas 72201

Project Supervisor: Lee Richardson
Executive Director of Legal Aid of Arkansas
Phone: 870-972-9224
Email: lrichardson@arlegalaid.org

ABOUT THE CLINTON SCHOOL PRACTICUM TEAM

Faculty Advisor: John DiPippa,
Dean Emeritus and Professor of Law and Public Policy
University of Arkansas Clinton School of Public Service
Phone: 501-324-9450
Email: jmdipippa@ualr.edu

Practicum Team:

Margaret Hobbs (El Dorado, Ark.) – A graduate of Hendrix College with a degree in political science, Hobbs is participating in the concurrent JD/MPS program with the UALR Bowen School of Law. She worked in the office of U.S. Congressman Vic Snyder and as a Spanish teacher at a school in Little Rock.

Amelia Lafont (New Orleans, La.) – Lafont studied sociology at Loyola University and philosophy at the University of Arkansas at Little Rock. Lafont is participating in the concurrent JD/MPS program with the UALR Bowen School of Law. In New Orleans, Lafont served two AmeriCorps terms, and was a professional construction and brownfield cleanup project manager.

Tyler Pearson (Conway, Ark.) – Pearson earned a bachelor's in international studies at the University of Central Arkansas. He worked in the office of U.S. Congressman Vic Snyder and completed 450 hours as a literacy tutor with AmeriCorps.

Gregg Potter (Lyndon Station, Wis.) – A graduate of the University of Nevada – Las Vegas with a degree in theatre performance, Potter has worked in upper management of corporate restaurants and in emergency relief with tornado and flood survivors.

Authors Notes

This work would not have been possible without the assistance of our professors, partners, and others interested in improving legal access to low-income Arkansans. We want to thank Dean John DiPippa, Dean Susan Hoffpauir, Dean Skip Rutherford, Professor Marie Lindquist, and Julianne Dunn for their mentorship and support throughout this process. This work was the product of a partnership with Lee Richardson, Executive Director of LAA; Jean Carter, Executive Director of CALS; Amy Johnson, Executive Director of the Arkansas Access to Justice Commission; Tiffany Keb of LAA; Vince Morris; as well as all other staff members of the Arkansas Legal Aid Programs and members of the Access to Justice Commission. We are grateful to Rose Adams, Executive Director of Arkansas Community Action Agencies Association, as well as the Jefferson County Economic Opportunities Commission, the Central Arkansas Development Council, the Little Rock Workforce Investment Board, the Crowley's Ridge Development Council, and EOA Head Start of Fayetteville for their contributions to this work. We appreciate the services provided by Horton Brothers Printing and LSC Marketing. We thank the members of the legal community who took time to contribute to this effort by completing surveys and providing us with rich information about how to improve access to legal services for low-income Arkansans. Finally, we are humbled by and tremendously grateful to the hundreds of Arkansans affected by a lack of access to legal services who contributed their time and experiences to this research.

Abstract

This research sought to assess the civil legal needs of low-income Arkansans who are potentially eligible for legal aid services and to address how the Arkansas legal community can best meet those needs. Participants included low-income Arkansans who could qualify for legal aid services and members of the legal community. We also reviewed existing civil legal needs assessments from across the United States and Canada, examined the standard model for needs assessments, and synthesized literature that suggests innovative approaches to the delivery of legal services to low-income Americans. The assessment also included the collection of quantitative and qualitative primary data through surveys and focus groups. The results of the research indicate that the most prevalent civil legal needs of low-income Arkansans include matters related to family law, government benefits, and consumer issues. The results also indicated that the legal community and the eligible client community are not aware of the free and low cost services available in the community. Because of the fiscal challenges faced by legal aid organizations, the authors recommend that the Arkansas organizations continue to develop and grow innovative methods of increasing access to legal services, such as corporate pro bono partnerships and heightened education about the pro se process, both for litigants and the legal community.

I. Introduction

A comprehensive statewide civil legal needs assessment was conducted in order to assist the Legal Aid of Arkansas (LAA) and the Center for Arkansas Legal Services (CALS) to determine how to best allocate limited resources for free legal services. These services work to address the civil legal needs of low-income Arkansans. From Fall 2012 through Spring 2013, LAA and CALS partnered with the University of Arkansas Clinton School of Public Service to develop and perform the needs assessment.

Arkansas legal aid programs receive their primary funding from the Legal Services Corporation (LSC), a federally established non-profit corporation that is the nation's largest grantor of financial resources to legal aid organizations. The needs assessment was undertaken to comply with LSC regulations, which require regular appraisals of the needs of the eligible client population. It is critical that LAA and CALS receive LSC funding in order to continue to serve low-income clients statewide.

Among other criteria, individuals generally must have income at or below 125% of the federal poverty level to qualify for legal aid services. In Arkansas, there are an estimated 724,850 people who meet this criterion (Department of Commerce, 2011) Arkansas is a geographically, demographically, and politically diverse state. Three approaches were used to evaluate the civil legal needs of a substantial number of people, dispersed throughout the state.

In order to effectively assess, describe, and analyze the needs of the client-eligible population the research team formulated two key questions: what are the civil legal needs of eligible clients and how can the Arkansas legal community best meet those needs? Demographic, contextual, and experiential questions were derived from these primary questions. Eligible clients were surveyed through mailed questionnaires, helpline intake calls, and focus groups. The

legal community was asked about their opinions through an online survey instrument. The objectives of this project were: to gather primary data from the aforementioned groups; to analyze, summarize and discuss the data collected; and to deliver the results of the completed needs assessment to LAA and CALS.

The significance of this project is shaped by the potential impact of abating the effects of poverty through meeting civil legal needs. According to the organizations' 2011 annual report, the dominant barrier to equal access to justice is poverty. More than half a million Arkansans live in poverty, leaving them nowhere to turn when legal problems affecting basic human needs arise" (2011, p. 4). LAA and CALS will use the results of the needs assessment to realign case acceptance priorities, to secure future funding, and to strategically allocate resources of legal service organizations in Arkansas working to alleviate poverty within the state.

II. Literature Review

Legal Aid organizations across the United States as well as internationally have conducted legal needs assessments to better understand the civil legal needs of their communities in order to best allocate limited resources. Unmet legal needs leave people in poverty particularly vulnerable to domestic violence, lack of access to safe and affordable housing, and victimization from predatory consumer practices (Richardson, 2012). These losses have broad socio-economic impacts. Those who cannot access resources create additional financial burdens on society to remedy or mitigate the losses (Richardson, 2012).

There are two primary influences on the methodologies and outcomes of American civil needs assessments. The first is the 1994 American Bar Association (ABA) model that asks closed-answer questions about broad categories of legal issues. (Kritzer, 2010). The other

influence is the funding requirements and case-type constraints imposed by the LSC. To some degree, the results of this method have been used to structure and prioritize the current model of legal aid delivery in America (Houseman, 1998).

The ABA/LSC models tend to ask questions about legal issues that have already been framed by the legal community. Thus the results only represent the needs of those persons that the study was able to reach and often do not capture information about legal issues beyond the scope of the legal aid providers (Fennel, 2010). The results of ABA model studies are frequently used to recommend greater access to pro se tools, increased fundraising, and recruitment of more legal aid and pro bono attorneys (Fennell, 2010).

There is a movement to re-frame civil legal needs assessments in order to make institutional changes in the American legal system (Houseman, 2008). Authors and sponsors of legal needs studies are moving from the one-lawyer-one-client model towards re-calibrating the justice system to make it more accessible to a greater number of people (Zorza, 2011). These systemic changes could include greater use of mediation and other alternative dispute resolution services; broader pro se representation; “unbundling” legal services; and loosening restrictions on legal aid organizations (Blasi, 2009). In order to complete a study that meets LSC requirements and responds to the new paradigm, our assessment will follow the traditional ABA model but our recommendations will incorporate relevant emerging ideas.

To understand how to undertake a comprehensive legal needs assessment, we studied several assessments conducted in various U.S. states and a Canadian province in the last decade. Because each area used different questionnaires, sampling methods, and report models, it is impossible to uniformly compare the studies (Fennell, 2010). While no single assessment was ideal, each report had relative strengths and weaknesses that we acknowledged in modeling our

approach.

Previous approaches include mail, telephone, and email questionnaire formats to obtain quantitative data. We have studied a number of questionnaire tools and gleaned that there are a variety of ways to determine which questions to ask, how many questions to ask, and the necessary degree of detail questions must encompass. Some assessments focus primarily on qualitative data. Assessments are conducted under a range of time frames from a few months to several years. They have been conducted by consulting firms, legal professionals, and small teams of academic researchers.

We focused on assessments with specific relevance to our parameters and resources. To be effective, we had to appropriately sample the potentially eligible population; ensure that individuals who have not previously contacted a legal aid organization are being reached; include the legal service provider community; synthesize qualitative and quantitative data; and work within a limited time frame and budget. The legal needs assessments of Nevada (2008), Alberta (2008), North Carolina (2003), Utah (2006), and West Virginia (2003) contain several elements relevant to our study. However, no one study provided a comprehensive model for our purposes. Limitations among these studies included: inaccurate sampling frames; biased results due to incomprehensive survey methods (such as the exclusive use of one type of questionnaire); and limiting data collection to only qualitative or only quantitative methods.

The research methodology found to be most pertinent to our approach was that of West Virginia. Like our assessment, it was created and implemented by academic researchers with limited resources as opposed to a consulting firm. The researchers created a simple, single-page mail questionnaire with relatively few questions to allow for respondents to easily and quickly respond which produced high response rates. The West Virginia report included a cover letter

with their questionnaire to emphasize the legitimacy of the study in order to encourage responses. Finally, the West Virginia needs assessment process was conducted in a time frame similar to ours.

The Alberta assessment provided a better model of a final report. It included an overview of services provided, descriptive key stakeholder interviews, thorough demographic information, and identification of common legal concerns and problems. The final report drew useful conclusions about the data collected and clearly and concisely presented the results. Lastly, the appendix of the Alberta assessment included moderator guides for focus groups geared toward the client community.

The Alberta assessment provided guidance, however some of its methods were not relevant to our assessment. They had different resources and asked different questions. For example, they relied on focus groups and telephone questionnaires that asked several questions concerning demographics and how people entered into poverty. Our assessment focused on the legal needs of the potentially eligible community, not how they reached this status.

While the research methodology of the West Virginia assessment was strong, the survey tool did not identify barriers to and gaps in service. The final report only contains quantitative data and lacks conclusions about the results. While the questions of the West Virginia assessment were clear, participants were only allowed to answer on a three-point Likert scale. The answer options were “least-needed,” “probably- needed,” and “most-needed.” Additionally, the legal service provider community was not surveyed as required by LSC guidelines, and the assessment does not include qualitative data such as that collected from focus groups and interviews.

Our partner organizations have undertaken three prior studies to assess the types and scope of unmet civil legal needs in Arkansas. In 2002, a study used telephone questionnaires to reach potentially eligible clients. The organizations agree that the study was limited by its reliance on landline telephone interviews. In 2006, participants in a series of statewide town hall meetings emphasized that disparities in access to lawyers exacerbate the effects of poverty. In 2008, members of the judiciary and legal profession were electronically surveyed to learn about their perceptions of the unmet civil legal needs of low-income Arkansans (2008). While these studies provided guidance, none were comprehensive in both meeting LSC regulations and providing enough substantive information to guide the strategic allocation of resources.

III. Methodology

The assessment included the collection of data using questionnaires and focus groups. Two questionnaires were distributed through mail, telephone, and online formats. Multiple methods of delivery obtained a wider range of data and higher response rates. The UALR Institutional Review Board (IRB), which governs human research studies, determined that our research did not qualify as human subjects research based on 45 CFR 46.102 (Appendix K).

To be eligible for the services provided by LAA and CALS, individuals must have a household income that falls at or below 125% of the federal poverty guidelines as established by the U.S. Department of Health and Human Services (Appendix C). According to the U.S. Census Bureau's American Community Survey there are an estimated 724,850 Arkansans that meet this criterion (2011). Using these guidelines, we sought to produce a report that satisfies LSC requirements.

In order to reach income-eligible potential clients, a mailing list of 7,500 randomly selected low-income Arkansans was purchased from U.S. Data Corporation. Additionally, clients who called the two legal aid programs' hotlines were randomly asked to participate by completing questionnaires administered by the helpline staff. Finally, focus groups were conducted within each of the states four congressional districts.

A questionnaire (Appendix A) was designed to survey the two groups. Copies of this questionnaire and a brief cover letter were printed by a professional bulk mail service and mailed to the individuals on the consumer mailing list with a prepaid return envelope. Additionally, helpline intake operators administered the same printed questionnaires. Because this process yielded two different sets of data, the responses were recorded separately. Data was combined for analysis when appropriate. Responses were collected for one month.

A second questionnaire was designed to ask the legal service community about their perceptions of the civil legal needs of the client eligible community (Appendix G). The legal service community includes lawyers, judges, government agencies, legal staff, and civil society organizations. The questionnaire was developed using an online survey tool and was distributed by email via the databases of LAA and CALS. Questionnaires were emailed to 4,903 individuals and 406 participated. The legal community had a four-week window to participate.

Focus group questions were developed based on the aforementioned questionnaires using the focus group moderator's guide from the 2008 Alberta needs assessment. Four focus groups were held across the state in Little Rock, Forrest City, Pine Bluff, and Fayetteville aiming to obtain anecdotal information from the potentially eligible client community. The locations were selected by identifying cities with distinct demographic compositions in each of the state's four Congressional districts. Little Rock is the largest city in the state; Forrest City is located in the

impoverished Delta region where the majority of the state's African-American population resides; Pine Bluff represents an urban African-American area; and Fayetteville is located in the area of the state with the greatest Latino population (Barth, 2012). Participants were recruited with the assistance of the executive director of Arkansas Community Agencies Association (ACAAA) and the employees of agencies in each city. There was unexpectedly low participation in each focus group. Two people came to the Little Rock and Fayetteville focus groups. Three people attended the Forrest City focus group, and five attended the Pine Bluff focus group.

Following the data collection process, the results were analyzed and compiled into a report for the project partners. This report was presented at an annual joint board retreat in April of 2013.

IV. Results

This research sought to answer two questions: what are the civil legal needs of low-income Arkansans, and how can the Arkansas legal community best meet those legal needs? The following section provides a detailed analysis of the data obtained from the study. Participants included low-income Arkansans who could potentially qualify for legal aid services and members of the legal community.

a. Demographics of Client-Community

i. Overview

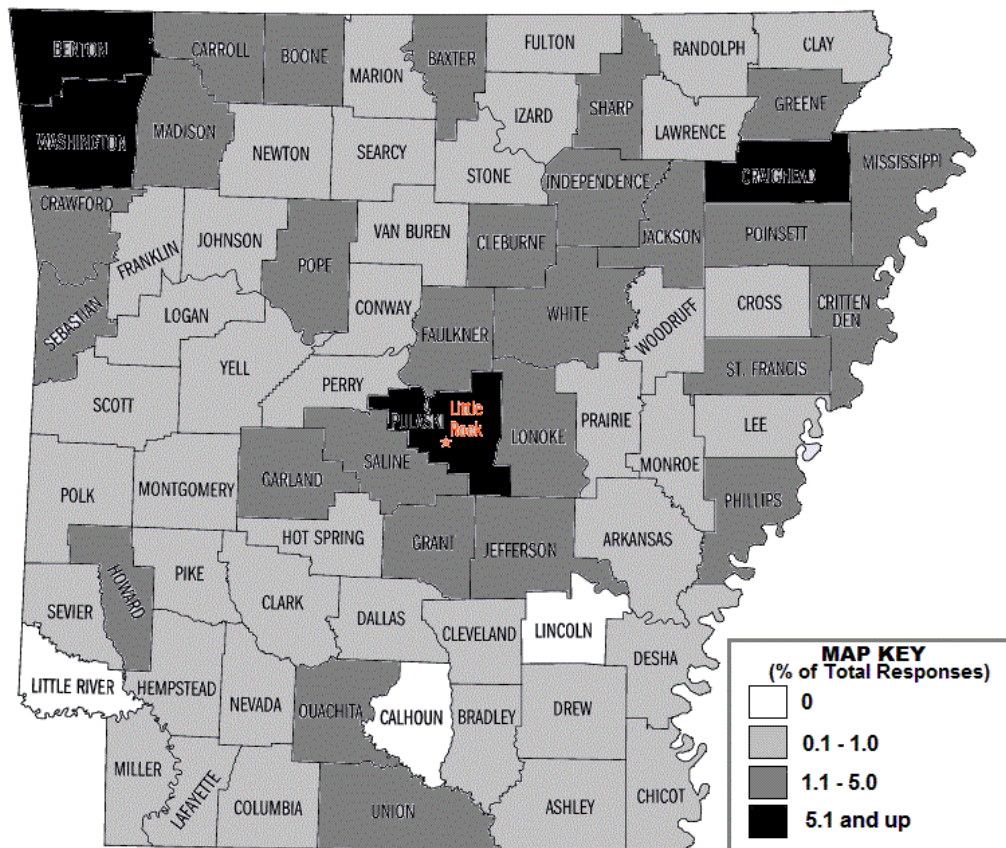
A total of 864 client-eligible responses were received. Four hundred were received via mail and 464 were recorded via the helpline. The total population living at or below the 125% federal poverty level in Arkansas is estimated to be 724,850 (Department of Commerce, 2011).

At 864 responses, our data maintains a confidence level of 95% with a 3.33 margin of error. Complete details of participation rates by county are located in Appendix B.

ii. Geographic Distribution of Respondents

Figure 1 represents the combined geographic distribution of participants in the mail and helpline surveys.

Figure 1: Map of Respondents by Geographic Distribution



- Only three counties were not represented in either survey: Calhoun, Lincoln, and Little River.
- The county with the highest participation rate was Pulaski with 12.6% of total responses. The U.S. Census Bureau 2012 estimate population for Pulaski County is 13.2% of Arkansas residents.

- Washington and Benton Counties had high participation rates of 7.3% and 5.7% respectively. 2012 Census data estimates their populations at 7.2% and 7.9% of total population respectively.
- Craighead County (3.4% of total population) was somewhat disproportionately represented in overall survey statistics (6.3% of total respondents). This is due to high participation rates in the helpline survey from clients in this area. This likely results from increased awareness of services, as LAA's Headquarters are located in Jonesboro, which is the county seat of Craighead County.

iii. Survey Respondents' Eligibility for Services

In order to ensure that the needs assessment reached Arkansans who would potentially qualify for free legal services based on their incomes, we asked for both household size and annual income estimates. The income options provided on the survey instrument closely corresponded to two legal aid programs' 2012 eligibility guidelines (Appendix C) rounded to the nearest thousand. After cross-tabulating income and household size responses, we could calculate the numbers of respondents who met the targeted financial criteria for eligibility.

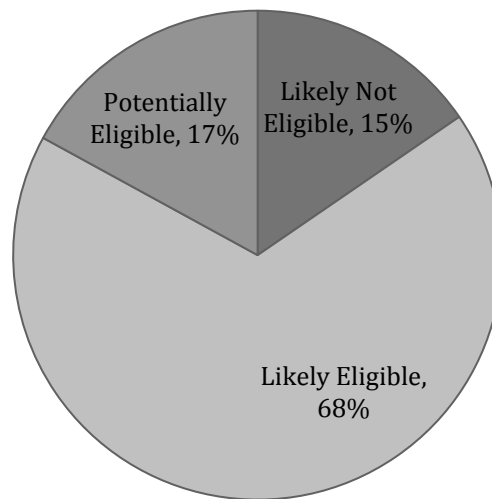
Respondents whose household income fell at or below 125% of the Federal Poverty Line (FPL) were designated as "Likely Eligible." Those at or below 200% of FPL were designated "Potentially Eligible." Households with income between 125% and 200% of FPL may be eligible for free legal services if various waiver criteria, such as disabilities, are present. Households with income above 200% of FPL were designated as "Likely Not Eligible" (Appendix C).

Of 864 total survey respondents, 810 answered both questions about income and number of people in their household. Of these 810:

- 547 were determined "Likely Eligible"

- 138 were determined “Potentially Eligible”
- 125 were determined “Likely Not Eligible”

Figure 2: Survey Population’s Eligibility for Services



iv. Key Findings of eligibility analysis

- Eighty-five percent of survey respondents were likely or potentially eligible for free legal services.
- Fifty percent of participants indicated someone in their household receives Medicaid, Medicare, or ARKids-A. Income eligibility requirements for obtaining these benefits are similar to the requirements for receiving free legal assistance.
- Sixty-three percent of respondents indicated annual household incomes of less than \$19,000.
- While 28% of the participants were unemployed, an additional 15% of participants identified as being disabled. Adding the numbers for part-time, unemployed, retired, and disabled shows that 79% of participants have limited income.

v. Client-Eligible Respondent Demographics

Table 1.1: Survey of Client-Eligible Population - Respondent Demographics, part 1

| | Mail | Helpline | Total | Percentages |
|---|------|----------|-------|-------------|
| US Citizenship | | | | |
| yes | 399 | 454 | 853 | 99% |
| no | 0 | 2 | 2 | 0% |
| skipped | 1 | 8 | 9 | 1% |
| Age | | | | |
| Under 21 | 0 | 6 | 6 | 1% |
| 21-29 | 16 | 100 | 116 | 13% |
| 20-39 | 33 | 134 | 167 | 19% |
| 40-49 | 46 | 99 | 145 | 17% |
| 50-59 | 65 | 66 | 131 | 15% |
| 60-69 | 86 | 28 | 114 | 13% |
| 70 and older | 151 | 14 | 165 | 19% |
| skipped | 3 | 17 | 20 | 2% |
| Gender | | | | |
| male | 136 | 120 | 256 | 30% |
| female | 264 | 334 | 598 | 69% |
| skipped | 0 | 10 | 10 | 1% |
| Race/Ethnicity | | | | |
| White | 299 | 295 | 594 | 69% |
| Black | 68 | 136 | 204 | 24% |
| Hispanic | 4 | 12 | 16 | 2% |
| Asian/Pacific Islander | 3 | 2 | 5 | 1% |
| American Indian/Alaskan | 23 | 4 | 27 | 3% |
| *Other | 8 | 1 | 9 | 1% |
| skipped | 3 | 16 | 19 | 2% |
| Marital status | | | | |
| single | 52 | 162 | 214 | 25% |
| married | 185 | 115 | 300 | 35% |
| divorced | 69 | 65 | 134 | 16% |
| separated | 13 | 96 | 109 | 13% |
| widowed | 80 | 18 | 98 | 11% |
| skipped | 1 | 8 | 9 | 1% |
| Raising dependents not your own? | | | | |
| yes | 17 | 30 | 47 | 5% |
| no | 378 | 417 | 795 | 92% |
| skipped | 5 | 17 | 22 | 3% |
| Military connections in family? | | | | |
| yes | 125 | 64 | 189 | 22% |
| no | 270 | 385 | 655 | 76% |
| skipped | 5 | 15 | 20 | 2% |

Table 1.2: Survey of Client-Eligible Population - Respondent Demographics, part 2

| | Mail | Helpline | Total | Percentage |
|--------------------------------|------|----------|-------|------------|
| # of People in home | | | | |
| 1 | 123 | 149 | 272 | 31% |
| 2 | 160 | 95 | 255 | 30% |
| 3 | 59 | 97 | 156 | 18% |
| 4 | 35 | 71 | 106 | 12% |
| 5 | 11 | 27 | 38 | 4% |
| 6 | 6 | 10 | 16 | 2% |
| 7 | 2 | 3 | 5 | 1% |
| 8 | 2 | 2 | 4 | 0% |
| 9 or more | 0 | 1 | 1 | 0% |
| skipped | 2 | 9 | 11 | 1% |
| Medicaid, ARKids, SNAP? | | | | |
| yes | 122 | 312 | 434 | 50% |
| no | 274 | 132 | 406 | 47% |
| skipped | 4 | 20 | 24 | 3% |
| Employment status | | | | |
| full-time | 88 | 72 | 160 | 19% |
| part-time | 28 | 63 | 91 | 11% |
| unemployed | 44 | 198 | 242 | 28% |
| retired | 200 | 17 | 217 | 25% |
| student | 4 | 3 | 7 | 1% |
| disabled | 36 | 90 | 126 | 15% |
| self-employed | 7 | 1 | 8 | 1% |
| other | 7 | 1 | 8 | 1% |
| skipped | 0 | 21 | 21 | 2% |
| Education attainment | | | | |
| < high school | 39 | 115 | 154 | 18% |
| high school | 124 | 176 | 300 | 35% |
| some college | 110 | 117 | 227 | 26% |
| 2 year degree | 36 | 29 | 65 | 8% |
| 4 year degree | 58 | 17 | 75 | 9% |
| master's or above | 32 | 3 | 35 | 4% |
| skipped | 1 | 7 | 8 | 1% |
| Yearly household income | | | | |
| < \$14,000 | 106 | 298 | 404 | 47% |
| \$14,001-\$19,000 | 64 | 72 | 136 | 16% |
| \$19,001-\$24,000 | 42 | 32 | 74 | 9% |
| \$24,001-\$29,000 | 32 | 19 | 51 | 6% |
| \$29,001-\$34,000 | 26 | 10 | 36 | 4% |
| \$34,001-\$39,000 | 14 | 4 | 18 | 2% |
| \$39,001-\$44,000 | 19 | 4 | 23 | 3% |
| \$44,001-\$49,000 | 12 | 1 | 13 | 2% |
| > \$49,000 | 62 | 0 | 62 | 7% |
| skipped | 23 | 24 | 47 | 5% |

vi. Key Findings of demographic data

Of the overall demographic data:

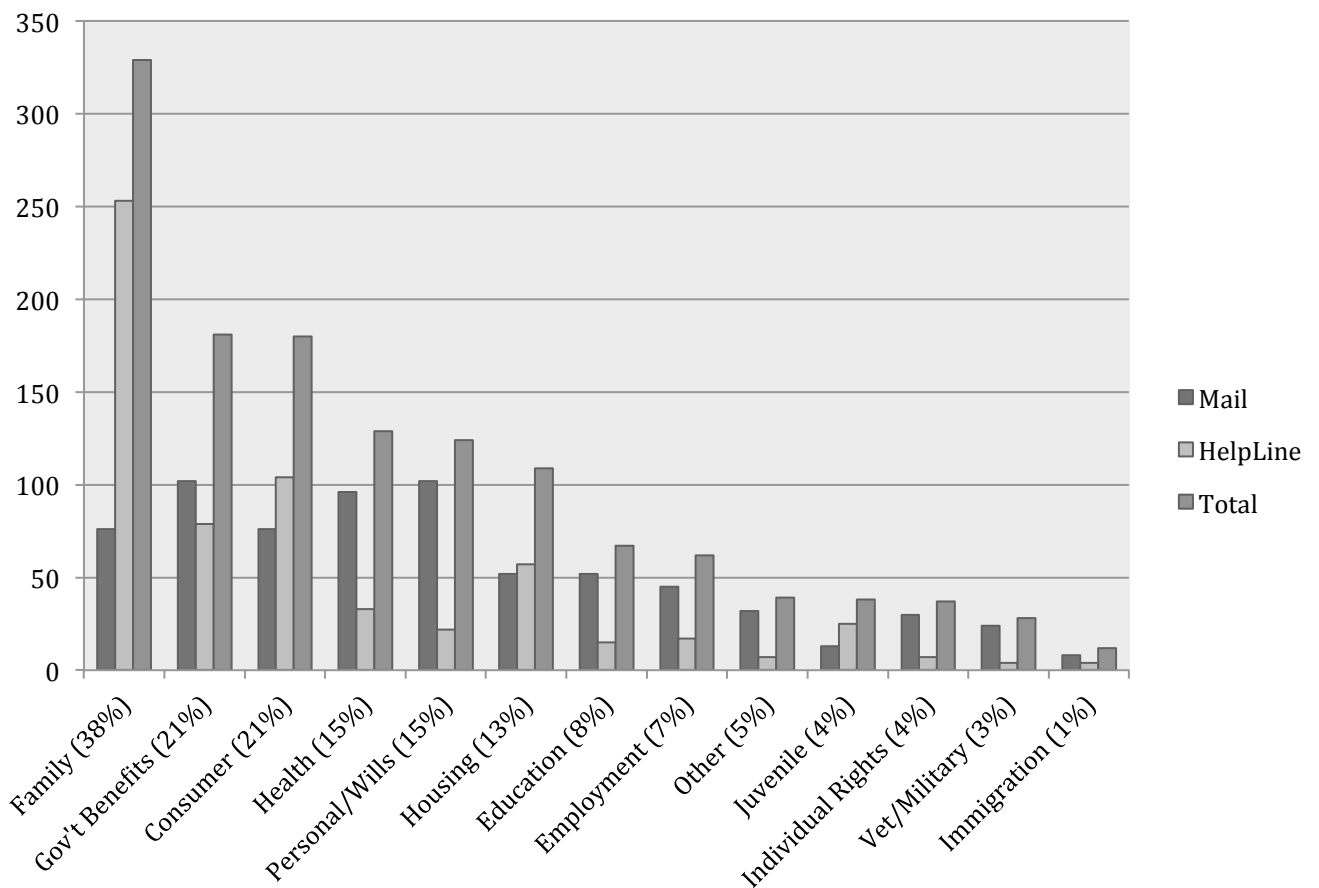
- Age distribution was fairly equal when data from both surveys is combined. The mail survey did a much better job of reaching those 60 and older while the helpline was better able to survey the younger age groups.
- More respondents were female (69%) than male (30%). According to the National Women's Law Center, 18.1% of Arkansas women are in poverty compared to 13.7% of men (2011).
- Thirty-five percent of the participants indicated they were married. The combined number of single, divorced, separated, and widowed responses totals 65%.
- Seventy-nine percent of participants had an education level of "some college" or less. This is consistent with 2011 U.S. Census Data, which shows that only 20% of the population has an education level of a Bachelor's Degree or higher.
- Only 2% indicated they were Hispanic. 2011 U.S. Census Data shows that persons of Hispanic or Latino origin in Arkansas comprise 6.6% of the total population. Therefore, this group was under-represented.
- Three percent indicated they were American Indian or Native Alaskan. 2011 U.S. Census Data shows that persons of this category comprise 0.9% of the total population, thus this group was over-represented.
- Twenty-two percent indicated that someone in their immediate family has military connections.
- Five percent of respondents indicated that they were raising children who were not their legal dependents.

b. Legal Needs of the Client-Community

i. Key Findings

Participants were asked: “Has your family experienced any of the following legal issues in the past 2 years?” Figure 3 represents data from both the mail and helpline administered questionnaires and total combined rankings. Detailed results can be found in Appendix D.

Figure 3: Overall ranking of most frequently cited case types.



Of the overall rankings:

- Family issues were more frequently reported in the helpline survey results than in the mail results.

- Qualitative data obtained from the focus group in Pine Bluff suggest a perception among the client community that, "*legal aid organizations only help individuals with divorce cases involving domestic abuse*".
- Health and Personal/Wills were commonly selected in the mail survey likely due to high participation rate from respondents 60 years and older.
- Significant disparities exist between some issues commonly cited in the mail survey and those recorded in the helpline survey (despite both having similar numbers of total respondents at rates of 400 and 464 respectively). These include Education, Employment, Individual Rights, and Veterans/Military.
- Immigration results are under-reported likely due to both surveys being administered only in English.
- Five percent of respondents indicated having experienced legal issues other than those listed as options on the questionnaire. The vast majority of these could have been placed into the available categories. Many of the remaining comments provided details to describe the issues they had experienced. A few involved criminal cases, which are not handled by Legal Aid services.

ii. Response Analyses by Case Categories and Sub-Categories

Tables 2-13 present the detailed analyses of responses by categories of legal needs. Mail, helpline, and total columns show raw numbers of all completed questionnaires. The percentage column in each sub-category indicates the relative frequency of respondents within the category. For example, of those who said they had a family issue, 55.3% indicated they had a divorce issue. Respondents were encouraged to check all options that applied, so sub-category percentages may exceed 100%.

Table 2: Family

| Family | Mail | Helpline | Total | Percentage |
|------------------------------|------|----------|-------|------------|
| Divorce | 32 | 150 | 182 | 55.3% |
| Custody/visitation/paternity | 27 | 89 | 116 | 35.3% |
| Child support | 33 | 23 | 56 | 17.0% |
| Domestic abuse | 8 | 42 | 50 | 15.2% |
| Other | 6 | 33 | 39 | 11.9% |

Family issues ranked third (tied with consumer) in the mail survey, first in the helpline survey, and first overall. Most prevalent case types are divorce and custody/visitation/paternity.

Of total respondents who indicated having family legal issues:

- Gender distribution was 79% female (a 10% increase from overall survey statistics).
- Sixty-eight percent also indicated having someone in their household who receives Medicaid, ARkids-A, SNAP, or TANF/TEA (an 18% increase from overall survey statistics).
- Forty-nine percent of those with divorce cases indicated having three or more people living in their home, which could indicate the presence of children in the home. Fifty-two percent of divorce case respondents fell between the ages of 21-39.
- Sixty-two percent indicated their total household income was below \$14,000 (a 15% increase from overall survey statistics).
- Fifty-three percent indicated they were unemployed as opposed to 28% unemployment from overall survey statistics.
- Many often indicated having multiple family issues. It was common for divorce to be chosen with domestic abuse, and custody/visitation/paternity.
- Several of the “other” responses were either cases involving guardianship, orders of protection, adoption, or power of attorney.

- Respondents who indicated having family legal issues often indicated having additional legal problems. For example, in the mail survey 44% also had issues with government benefits, 41% also had health issues, and 39% also had consumer legal issues. When the data from both surveys is combined, the percentage of people with family issues who have additional legal problems is significantly lower. This is likely due to a lack of thorough questioning/probing by the helpline survey administrators. However, government benefits, consumer, and health case types were still the most prevalent at rates of 19%, 17%, and 15% respectively.

Table 3: Government Benefits

| Government Benefits | Mail | Helpline | Total | Percentage |
|------------------------------|------|----------|-------|------------|
| Disability (SSD) | 47 | 34 | 81 | 44.8% |
| Social Security Income (SSI) | 53 | 26 | 79 | 43.7% |
| Food stamps | 28 | 21 | 49 | 27.1% |
| Unemployment | 18 | 8 | 26 | 14.4% |
| Other | 4 | 4 | 8 | 4.4% |

Government benefits issues ranked first (tied with personal/wills) in the mail survey, third in the helpline survey, and second overall. Most prevalent case types are disability (SSD) and social security income (SSI). Of total respondents who indicated having government benefit legal issues:

- Fifty-six percent were above the age of 50 and commonly had legal issues with social security and disability.
- Forty-four percent fell between the ages of 21-49 and commonly had legal issues with unemployment and food stamps.
- Seven percent indicated they were raising children who were not their legal dependents.

- Gender distribution was 57% male and 43% female. Given that significantly more females responded to both surveys overall, this statistic could indicate that legal issues related to government benefits tend to effect males more often than females.
- Forty-two percent placed themselves in a racial category other than White whereas only 31% of total respondents to both surveys identified as being Non-White. This could indicate that legal issues pertaining to government benefits disproportionately affect minorities.
- Sixty-six percent indicated that someone in their household receives Medicaid, ARKids-A, SNAP, or TANF/TEA, which is a 16% increase from overall survey statistics.
- Respondents who had legal issues with government benefits sometimes indicated that they had additional legal problems. For example, 51% also had health issues, 34% had family issues, 25% had consumer issues, and 24% had personal/will issues (likely due to the high percentage of respondents above the age of fifty).

Table 4: Consumer Issues

| Consumer | Mail | Call | Total | Percentage |
|----------------------|------|------|-------|------------|
| Debt/collection | 43 | 37 | 80 | 44.4% |
| Bankruptcy | 27 | 49 | 76 | 42.2% |
| Contracts/warranties | 5 | 12 | 17 | 9.4% |
| Utilities | 13 | 2 | 15 | 8.3% |
| Other | 3 | 10 | 13 | 7.2% |

Consumer issues ranked third (tied with family) in the mail survey, second in the helpline survey, and third overall. Most prevalent case types are debt/collections and bankruptcy. Of the total respondents who indicated having consumer legal issues:

- Age distribution was spread out evenly and showed no bias to any particular age group.
- Gender distribution closely mirrored overall survey statistics.

- Thirty-two percent identified themselves as being Black (an eight percent increase from overall survey statistics). Inversely, 61% of respondents identified as being White (an eight percent decrease from overall survey statistics).
- Fifty-eight percent indicated that someone in their household receives Medicaid, ARKids-A, SNAP, or TANF/TEA (an eight percent increase from overall survey statistics).
- The only commonly expressed case type marked as “other” related to garnishment issues.
- Respondents who indicated having consumer legal issues sometimes indicated having additional legal problems. For example, 32% also indicated having family issues and 26% had housing issues.

Table 5: Health

| Health | Mail | Helpline | Total | Percentage |
|-------------------|------|----------|-------|------------|
| Medicaid | 34 | 19 | 53 | 41.1% |
| Medicare | 48 | 2 | 50 | 38.8% |
| ARKids | 23 | 17 | 40 | 31.0% |
| Private insurance | 24 | 0 | 24 | 18.6% |
| Nursing homes | 3 | 3 | 6 | 4.7% |
| Other | 6 | 0 | 6 | 4.7% |

Health issues ranked second in the mail survey, fifth in the helpline survey, and fourth overall. Most prevalent case types are Medicaid and Medicare. Of total respondents who indicated having health legal issues:

- Gender distribution mirrors overall statistics identically.
- Seventy-two percent identified as White, 20% as Black, and 5% as American Indian/Native Alaskan. These numbers represent a slight increase from overall survey

statistics for Whites (+3%) and American Indian/Native Alaskan (+2%) and a slight decrease for Blacks (-4%).

- Sixty-six percent who had issues with Medicaid also indicated that three or more people lived in their home, which suggests this issue has a significant impact on families.
- Forty-two percent who had issues with Medicare were single, divorced, separated, or widowed, many of which (66%) were also sixty years or older.
- Sixty-six percent indicated that someone in their household receives Medicaid, ARKids-A, SNAP, or TANF/TEA, which is a 16% increase from overall survey statistics.
- Respondents who had legal issues related to health sometimes indicated that they had additional legal problems. For example, 70% also had government benefit issues, 39% had family issues, 31% had consumer issues, and 33% had personal/will issues (likely due to the high percentage of respondents over the age of fifty).

Table 6: Personal/Wills

| Personal/Wills | Mail | Helpline | Total | Percentage |
|----------------|------|----------|-------|------------|
| Wills/estates | 65 | 17 | 82 | 66.1% |
| Living wills | 50 | 2 | 52 | 41.9% |
| Insurance | 15 | 1 | 16 | 12.9% |
| Other | 6 | 3 | 9 | 7.3% |
| Licenses | 6 | 0 | 6 | 4.8% |
| Permits | 3 | 0 | 3 | 2.4% |

Personal/Wills issues ranked first (tied with government benefits) in the mail survey, seventh in the helpline survey, and fifth overall. Most prevalent case types are wills/estates and living wills. Of total respondents who indicated having personal/wills legal issues:

- Eighty-two percent of responses came from the mail survey.
- Sixty-seven percent are ages 60 and older.

- Thirty-eight percent are male (an eight percent increase from overall statistics) and 63% are female (a six percent decrease). In the mail survey, the gender ratio for this issue is 40:60 male to female. In the helpline survey, it is 22:78. More men in the mail survey paid lawyers to handle their personal/will issues.
- Racial/ethnic distribution varied significantly from overall survey results. 80% identified as being White (an eleven percentage point increase) and only 12% identified as being Black (a twelve percentage point decrease). This is largely due to the higher White response rate to the mail survey.
- Nine indicated “other” types of personal/will legal needs. Four were for trusts and three were for powers of attorney.
- Respondents who had personal/will issues sometimes indicated that they had additional legal problems. For example, 36% had government benefit issues, 36% had health issues, and 31% had housing issues.

Table 7: Housing

| Housing | Mail | Helpline | Total | Percentage |
|-------------------|------|----------|-------|------------|
| Landlord/tenant | 22 | 39 | 61 | 56.0% |
| Real estate | 21 | 15 | 36 | 33.0% |
| Foreclosure/loans | 7 | 5 | 12 | 11.0% |
| Public housing | 6 | 3 | 9 | 8.3% |
| Other | 4 | 2 | 6 | 5.5% |

Housing issues ranked fourth (tied with education) in the mail survey, fourth in the helpline survey, and sixth overall. Most prevalent case types are landlord/tenant and real estate.

Of total respondents who indicated having housing legal issues:

- The demographics (age, gender, and ethnicity) closely mirror overall survey statistics with no significant variances.

- Similar percentages of respondents in both mail and helpline surveys had legal issues with housing (13% and 12% respectively).
- Six were marked “other”, three were tenant issues, two were property disputes, and one miscellaneous.
- Respondents who had housing legal issues sometimes indicated having additional legal problems. For example, 42% also indicated having consumer issues, 39% had government benefit issues, and 36% had health issues.

Table 8: Education

| Education | Mail | Helpline | Total | Percentage |
|----------------------|------|----------|-------|------------|
| Financial aid | 30 | 6 | 36 | 53.7% |
| Disability rights | 15 | 1 | 16 | 23.9% |
| Discipline/expulsion | 4 | 5 | 9 | 13.4% |
| Other | 5 | 1 | 6 | 9.0% |
| Enrollment | 2 | 2 | 4 | 6.0% |

Education issues ranked fourth in the mail survey (tied with housing), ninth in the helpline survey, and seventh overall. Most prevalent case types are financial aid and disability rights.

Of total respondents who indicated having education legal issues:

- The demographics closely mirror overall survey statistics with no significant variances.
- Sixty-four percent indicated that someone in their household receives Medicaid, ARKids-A, SNAP, or TANF/TEA (a fourteen percent increase from overall survey statistics).
- Respondents who had legal issues relating to education often had multiple additional legal problems. For example, 54% also indicated having government benefit issues, 54% had consumer issues, 49% had health issues, and 44% had employment issues.

Table 9: Employment

| Employment | Mail | Helpline | Total | Percentage |
|----------------------|------|----------|-------|------------|
| Wrongful termination | 26 | 4 | 30 | 48.4% |
| Wages | 11 | 4 | 15 | 24.2% |
| Taxes | 9 | 1 | 10 | 16.1% |
| Expungement | 5 | 4 | 9 | 14.5% |
| Other | 4 | 4 | 8 | 12.9% |

Employment issues ranked fifth in the mail survey, eighth in the helpline survey, and eighth overall. Most prevalent case types are wrongful termination and wages. Of total respondents who indicated having employment legal issues:

- The demographics closely mirror overall survey statistics with no significant variances.
- Respondents who indicated having employment legal issues often indicated having additional legal problems. For example, 53% also had government benefit issues, 42% had consumer issues, and 40% had family issues.

Table 10: Juvenile

| Juvenile | Mail | Helpline | Total | Percentage |
|-------------------|------|----------|-------|------------|
| Guardianship | 3 | 17 | 20 | 52.6% |
| Neglect/abuse | 5 | 4 | 9 | 23.7% |
| Other | 2 | 4 | 6 | 15.8% |
| FINS | 2 | 1 | 3 | 7.9% |
| Emancipation | 1 | 0 | 1 | 2.6% |
| Truant/delinquent | 0 | 0 | 0 | 0.0% |

Juvenile issues ranked ninth in the mail survey, sixth in the helpline survey, and tenth overall. No significant inferences could be made due to an insufficient amount of data. Additional outreach and research is needed to assess juvenile-related legal needs.

Table 11: Individual Rights

| Individual Rights | Mail | Helpline | Total | Percentage |
|-------------------|------|----------|-------|------------|
| Disability rights | 17 | 3 | 20 | 54.1% |
| Discrimination | 15 | 2 | 17 | 46.0% |
| Other | 2 | 2 | 4 | 10.8% |
| Mental health | 3 | 0 | 3 | 8.1% |
| Human trafficking | 0 | 0 | 0 | 0.0% |

Individual rights issues ranked seventh in the mail survey, tenth (tied with other/misc.) in the helpline survey, and eleventh overall. No significant inferences could be made due to an insufficient amount of data. Additional outreach and research is needed to assess individual rights-related legal needs.

Table 12: Veterans/Military

| Veterans/Military | Mail | Helpline | Total | Percentage |
|--------------------|------|----------|-------|------------|
| Veterans' Benefits | 18 | 4 | 22 | 78.6% |
| Health care access | 7 | 1 | 8 | 28.6% |
| Other | 2 | 0 | 2 | 7.1% |
| Employment | 0 | 0 | 0 | 0.0% |

Veterans/military issues ranked eighth in the mail survey, eleventh (tied with immigration) in the helpline survey, and twelfth overall. No significant inferences could be made due to insufficient amount of data. Additional outreach and research is needed to assess veterans-related legal needs.

Table 13: Immigration

| Immigration | Mail | Helpline | Total | Percentage |
|---------------|------|----------|-------|------------|
| Citizenship | 5 | 2 | 7 | 58.3% |
| Work permits | 2 | 2 | 4 | 33.3% |
| Deportation | 0 | 2 | 2 | 16.7% |
| Other | 2 | 0 | 2 | 16.7% |
| Student visas | 1 | 0 | 1 | 8.3% |

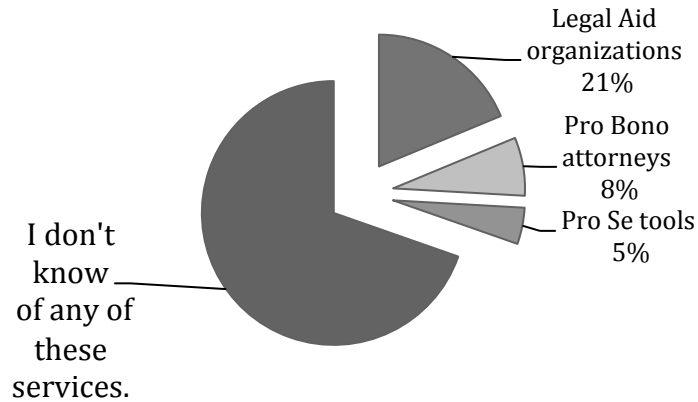
Immigration issues ranked tenth in the mail survey, eleventh (tied with veterans/military) in the helpline survey, and thirteenth overall. No significant inferences could be made due to an insufficient amount of data. Additional outreach and research is needed to assess immigration-related legal needs.

iii. Awareness and Access

The client questionnaire included two questions to gauge low-income Arkansans' awareness of legal assistance resources and whether they had accessed any of these resources in the past. Figures 4 and 5 display the results to these questions. Individuals who called the helpline are a biased sample due to their preexisting knowledge of legal aid services. Therefore, only the results from the mail survey are included for this section.

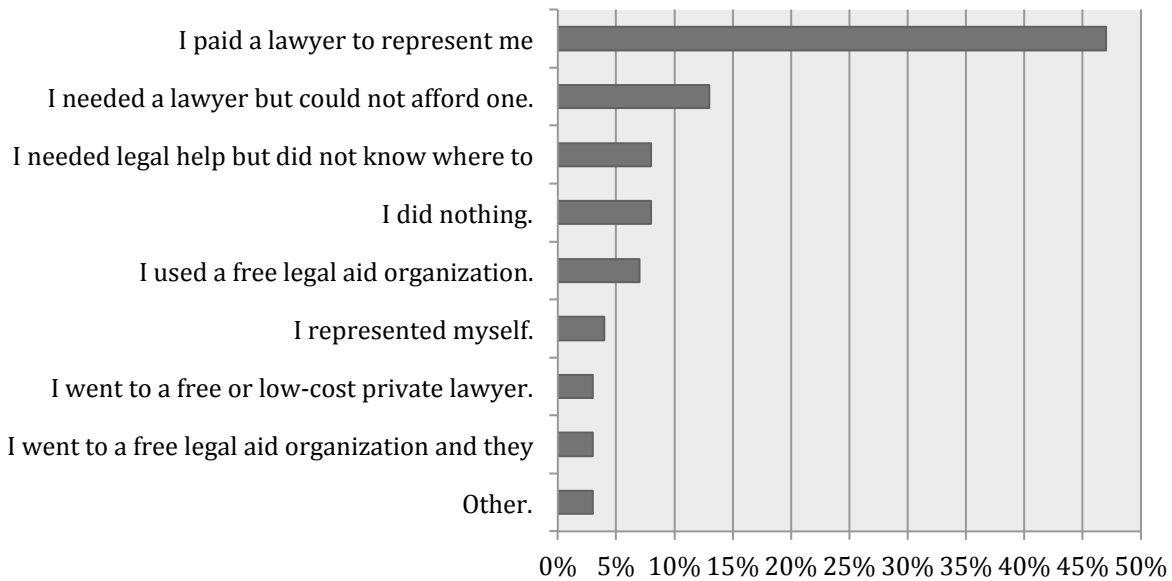
Respondents were first asked, "Do you know how to access the following services: legal aid, pro bono attorneys, or pro se tools"? Short descriptions were included for each item. There was also an option to select "I don't know any of these services." Participants could make multiple selections.

Figure 4: Awareness of services



Respondents were then asked, “Have you ever needed legal help in Arkansas, Yes or No”? Seventy-three percent answered yes and 27% answered no. They were then asked, “If yes, what did you do about it”? There were nine choices and multiple selections could be made.

Figure 5: Previous access to services



Of the mail respondents who answered that they had experienced legal issues:

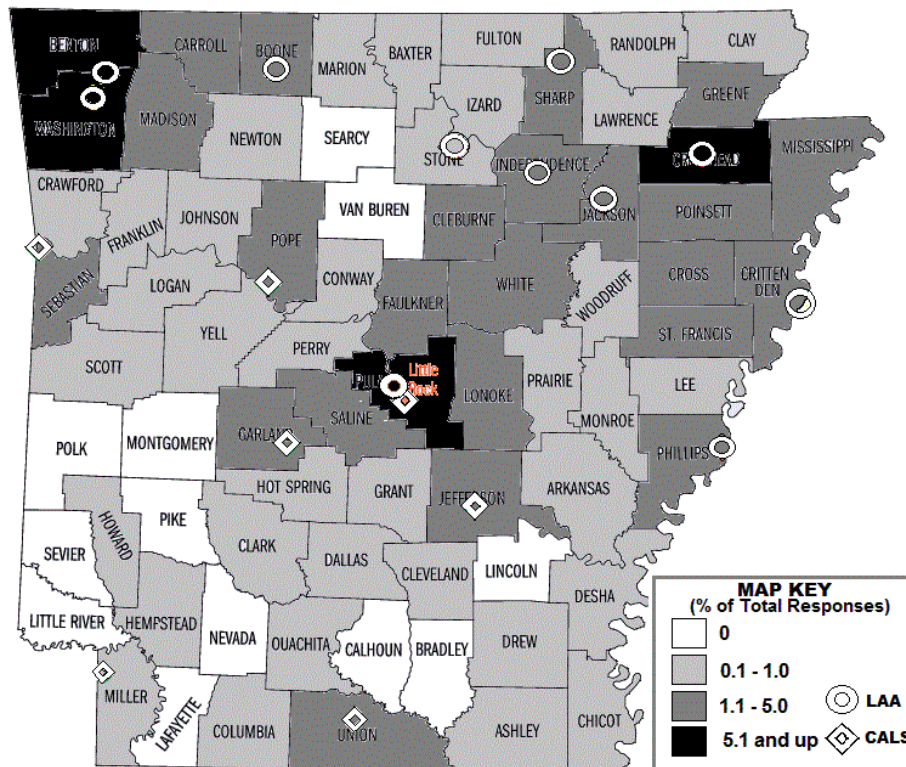
- Fifty-five percent of those who needed legal help but did not know where to get it earned less than \$14,000 per year.

- Out of the 188 people who said, “I paid a lawyer to represent me”, 111 (59%) were 60 and older. Because the results above only include mail survey data, they are biased due to the higher percentage of older respondents, many of whom had high annual incomes. Thus, the high percentage of respondents who indicated that they paid a lawyer should not be misconstrued to indicate that most low-income persons were capable of paying a lawyer.
- Of those who needed help but did not know where to get it, 81% were female. This is a significant increase because overall mail respondents were 66% female.
- Comments to this question fell into four categories: issue not resolved, lost claim, found help, and other (Appendix E).

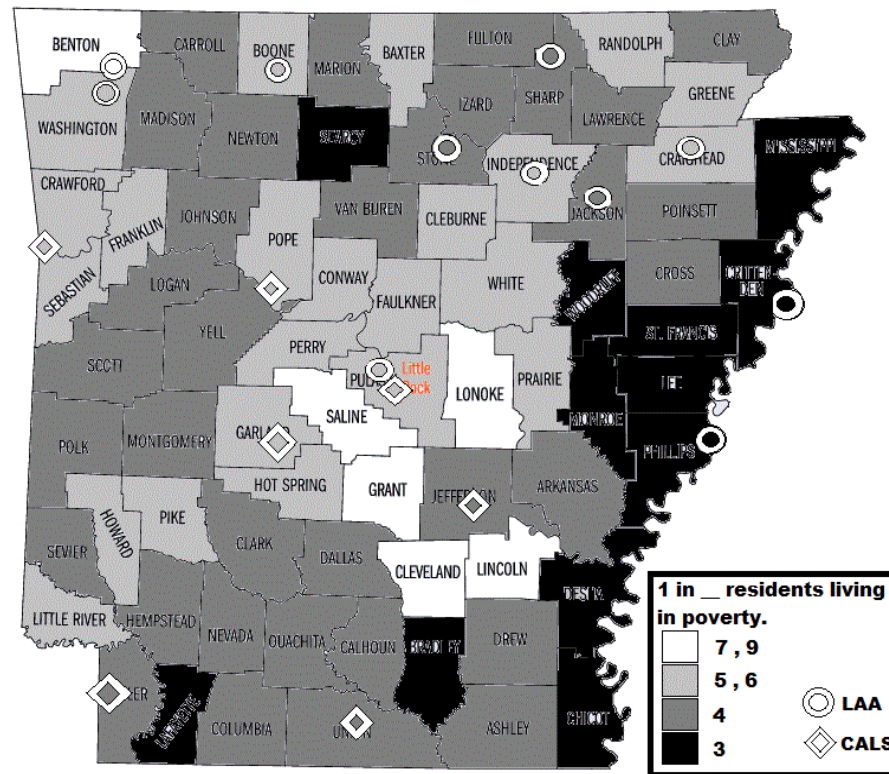
iv. Awareness and access to helpline by location

Figure 6 was created to visually represent where possible gaps are in awareness and availability of services. There is a strong correlation between where those who call the helpline live and where LAA and CALS offices are located. The highest rates of helpline calls came from these areas. This is particularly important because counties with low response rates have higher percentages of people in poverty (Figure 7). However, many of these counties have low populations, which may account for the low response rates. Figure 6 represents helpline call rates by county.

Figure 6: Helpline Calls and Legal Aid Office Locations



- Significant gaps exist in the Southwest, Southeast (Delta), and Central Northwest regions of the state. These regions contain significant portions of the state’s Hispanic and Black populations. Refer to Appendix E for graphic representations of these populations.
- CALS headquarters are located in Pulaski County and LAA headquarters are located in Craighead County.
- LAA has its Medical Legal Partnership office in Pulaski County at Arkansas Children’s Hospital in Little Rock, Arkansas.
- Craighead County was slightly over-represented in the helpline survey. This likely results from increased awareness and availability of services, as LAA’s headquarters are located in Jonesboro, which is the county seat.

Figure 7: Poverty Concentrations and Legal Aid Office Locations

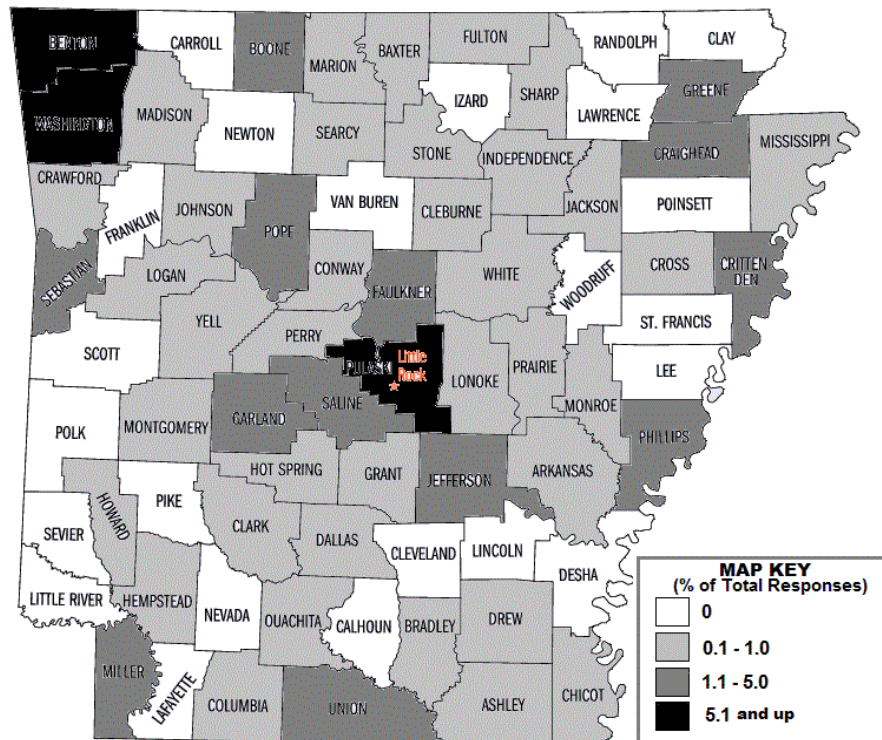
c. Legal Community Survey Results

i. Overview

The goal of the Legal Community Survey was to learn what perceptions the legal community has about legal services for low income Arkansans. Their perceptions about prevalent case types and which barriers exist were compared to what potentially eligible clients said exist. We also inquired about the legal community's knowledge about free and low-cost legal services. The survey helped to identify gaps where the legal community is not assisting the low-income population, as well as how CALS and LAA can more effectively reach both communities. The results obtained will assist with finding ways to meet the needs of the low-income population while better understanding how services are sought and used.

ii. Geographic distribution of legal community respondents

Figure 8: Legal Community Survey Respondents



This survey was distributed via email to 4,903 legal and civic professionals. A total of 406 people participated. Figure 8 represents the geographic distribution of respondents. The majority identified themselves as attorneys who did not work primarily on criminal matters. The survey and all comments to its questions can be found in Appendixes G through J.

Participants were asked: “What county is your primary office located in”? Figure 8 represents the results. Of the 406 participants, 36.5% were located in Pulaski County, 14.8% were in Washington County and 10.2% were in Benton country. These three counties are among the most populated in the state. The other 40% of participants were distributed throughout the state. There were no responses from 23 counties.

iii. Professional roles of respondents

Participants were asked, “What is your role in the legal community”? Table 14 shows that the targeted audience of judges, attorneys, and support personnel was reached successfully.

Table 14: Professional roles of respondents

| Role | Count | Percent |
|-----------------|-------|---------|
| Lawyer | 288 | 77.6% |
| Judge | 42 | 11.3% |
| Legal aid staff | 25 | 6.7% |
| Clerk | 10 | 2.7% |
| Paralegal | 6 | 1.6% |

Respondents could comment at the end of the question. Some indicated having more than one role, some elaborated on their role, and others added new categories. Examples included non-governmental organizational staff, legal academics, court staff, LAA board members, government attorneys, retired professionals, and mediators. When asked, “Do you primarily work within the criminal court system”, 86% of respondents indicated that they did not.

iv. Perceptions of most common case types

Participants were asked to rank twelve legal case types provided by LSC guidelines using a forced choice answer format. The question asked: “Which types of cases do you perceive to be the most prevalent in Arkansas?” Participants were asked to rank their choices in order.

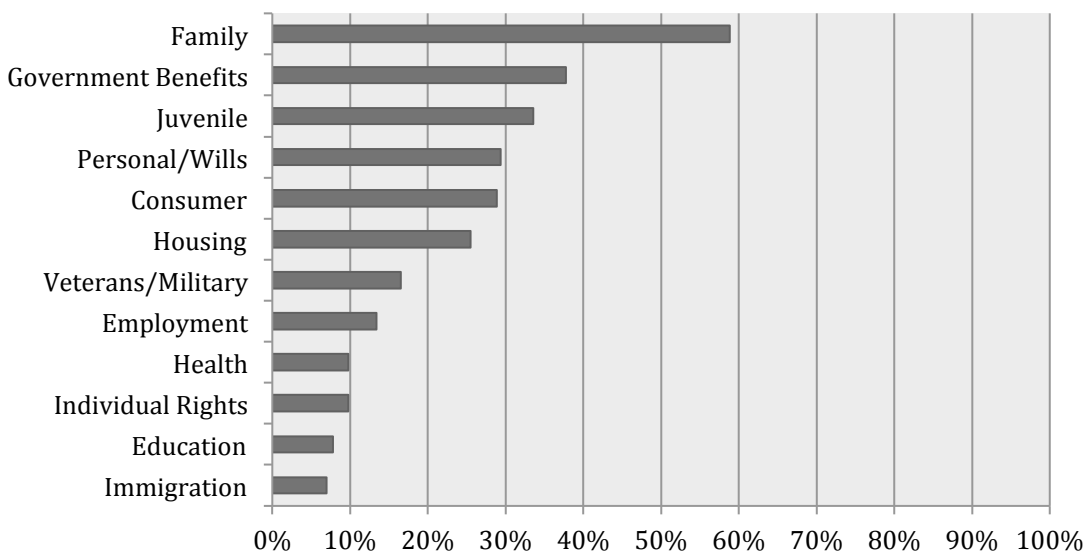
Because the greatest number of participants (283) chose “family” as the most prevalent case type, it is accurate to say that this was the case type perceived to be most prevalent because it was the first choice of the largest number of participants. The means and standard deviations between the remaining categories show that there was great variability in the data. Given such significant variability, there cannot be any conclusions drawn about the *order* of prevalent case

types. However, family, government benefits, consumer, and juvenile were the most highly ranked when the data is analyzed by the mean or mode.

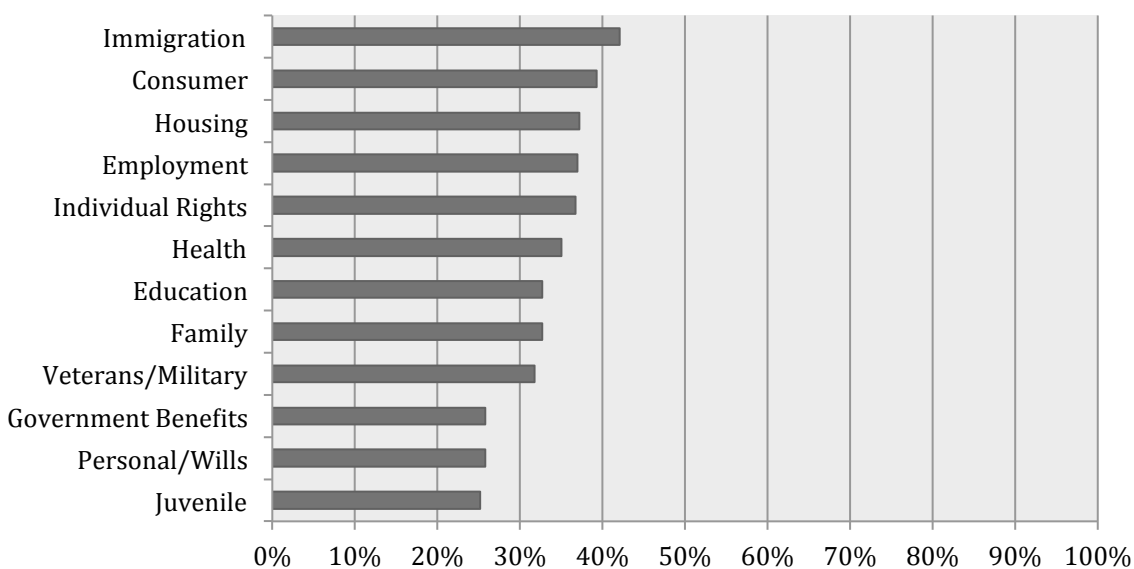
v. Perceptions of current success in meeting low-income civil legal needs

The survey asked two questions formulated to discover what types of low-income civil legal needs were being met most and least successfully according to the legal community. For both questions, participants could choose multiple categories (Figures 9 and 10).

Figure 9: Perceptions of types of needs being met most successfully



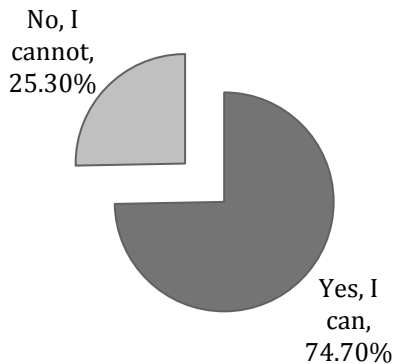
The first question asked the legal community about their opinion of what types of needs are being met *most successfully* by existing private and non-profit providers in Arkansas. Of the 406 respondents, 357 answered this question, and 49 skipped the question. Many of the individual categories had low response rates, with only “family” being selected by over 50% of respondents at 58.8%. This indicates that none of these types of legal issues are being fully met. Respondents added several comments that conveyed the perception that no legal needs were being met successfully.

Figure 10: Perceptions of types of needs not being met adequately

The second question asked the legal community about their opinion of needs that are *not* being met adequately. In response to this question, all categories were selected between 88 and 147 times. This is indicative of a perception that no single category of legal issues is being met adequately. Respondent comments conveyed the general belief that no legal needs are adequately met. One individual added the category of environmental/health protection.

vi. Ability to adequately refer to appropriate resources

The questionnaire asked, “Do you believe that you could adequately refer someone in need of free legal services to the appropriate resource(s)?” Seventy-five percent of respondents answered affirmatively, 25% answered negatively, and 33 individuals added comments that contribute to understanding the situation. Most of the comments expressed frustration with the lack of organizational capacity to serve income-eligible clients due to case types or insufficient recourses. Several commenters described confusion about or unfamiliarity with the legal aid system and options beyond legal aid such as pro se, etc. All comments are sorted by topic in Appendix H.

Figure 11: Ability to adequately refer to legal aid services

vii. Perceptions about barriers to accessing services

According to the legal community, although traditional barriers to access remain, they are overshadowed by intimidation/lack of understanding of free and low-cost legal services, organizational case type limitations, and capacity limitations (Figure 12). These results may indicate that efforts to remove physical barriers are less important than addressing education and capacity issues. Based on their responses and additional comments, it is clear that legal community participants believe that education and expansion would help to eliminate many of the barriers to Arkansans who are unaware of these services. Examples of this perception include the following:

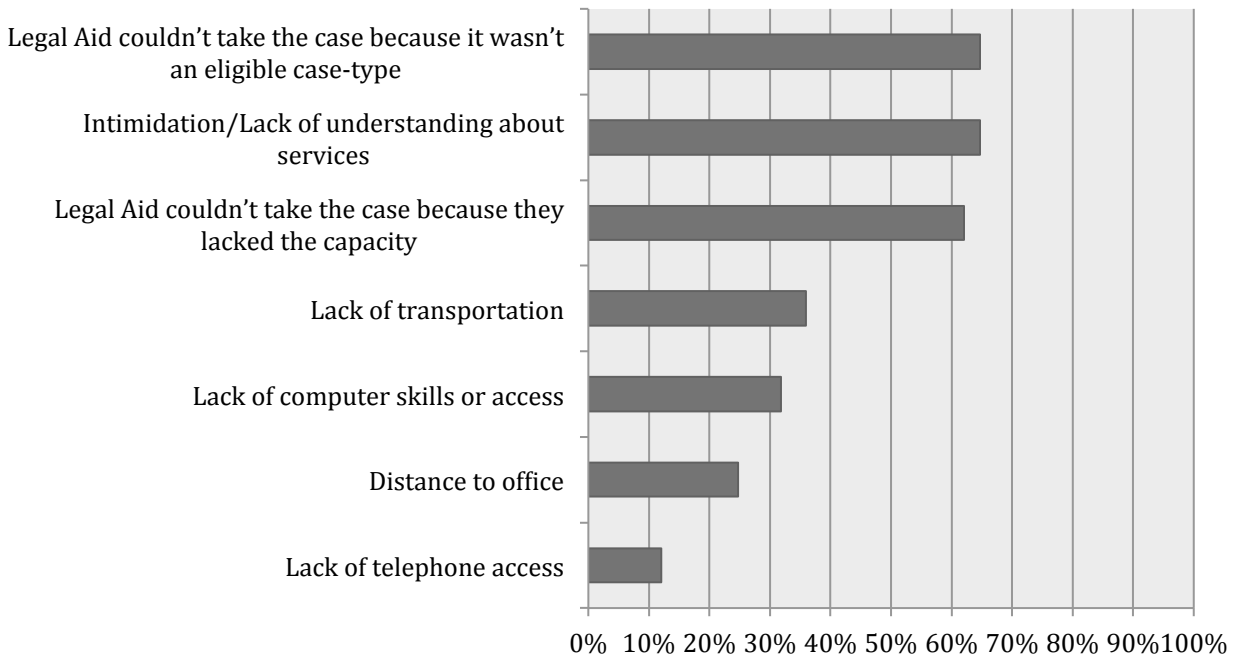
“The general public tends to think there are conspiracies of sorts going on in the courts and that there are actions being taken that they feel are harmful and damaging to them, which they tend to perceive as being done “on the sly,” and I believe that’s because they simply don’t understand courts and the procedures that go on in the courts. If there was some educational tools that could be accessed and utilized by the public, I think that would allow and the public to understand and trust the courts and ultimately allow the public to have a satisfactory experience with the court system.”

“Take regularly scheduled education events to neighborhoods.”

“Provide information seminars to the elderly in the county.”

“Explain how the system works so people could understand it better and have a better understanding what to expect.”

Figure 12: Perceptions of barriers to accessing legal aid services



Comments about barriers generally fell into two categories: organizational and client-eligible characteristics. Organizational barriers were related to capacity and protocols. Client-eligible characteristics that act as barriers included personal and situational limitations. Please see Appendix I for the full text of respondents' comments regarding barriers to access.

viii. Legal community's suggestions for improving legal aid delivery

Table 15 is generated from an open-ended question that asked participants, "If you had unlimited resources, what is the first thing you would do to improve the delivery of free legal services in Arkansas?" This question was answered by 291 of the 406 participants. Fifty-nine percent of the responses included suggestions about expansion, and many innovative ideas were offered. Table 15 divides the 291 responses into categories. All comments can be found in Appendix J.

Table 15: Ideas for Improvement by Category

| Category | # Responses |
|--------------------------------|-------------|
| Expand Staff | 66 |
| Innovations | 40 |
| Expand Organizational Capacity | 34 |
| Advertise | 28 |
| Education | 25 |
| Expand Services | 22 |
| Expand Locations | 21 |
| Pro Bono | 14 |
| Uncategorized | 14 |
| Expand Client Eligibility | 8 |
| Fundraising | 8 |
| Screening | 6 |
| Legislation | 3 |
| Transportation | 2 |

Some of the legal community's suggestions are included below:

“Increase funding to Legal Aid so they could hire more lawyers and broaden their services. Establish a fund for young lawyers in private practice to be paid for representing low-income persons.”

“Increase marketing to lawyers and to potential clients. Maybe, sponsor in multiple areas in the state a substantive, all day free CLE in exchange for lawyers agreeing to volunteer for legal aid. And, maybe develop a certification program in which lawyers/law firms are certified as providing 50 hours of confirmed pro bono public hours in a year.”

“Increase capacity to take more individual cases, provide more holistic and comprehensive legal services and to address systemic issues through impact litigation.”

“Provide a voucher system for low-income clients. If Legal Aid screens the client, the client would receive a voucher they could take to any attorney who wanted to be part of the program. The attorney would provide services and receive a set amount of payment after presenting the voucher to Legal Aid. Also, Legal Aid would provide high-quality, structured mentoring for new attorneys to encourage them to participate in the voucher program. Handling low-income clients is fairly difficult, while new attorneys are more likely to take less money for cases (keeping the Voucher costs low), they would need more assistance in handling difficult situations (keeping individuals who use the Voucher system happy). There should be a co-pay for EVERY client who uses Legal Services. It doesn't need to be much, but it is very important.”

“I would have a legal aid office in every county in Arkansas with adequate staff (legal and clerical). Also, in order to help people represent themselves, I would set up computers at every courthouse for people to access documents or chat help. In order to increase pro bono representation, I would have a centralized list of attorneys (including county of residence) and their type of practice. A centralized referral system fed by the intake at local legal aid offices could then assign cases to lawyers in private practice who are located near the client.”

“I would expand the number of full-time lawyers on Legal Aid of Arkansas staff and thereby expand the program. There are plenty of unemployed/underemployed lawyers out there right now; if we could find a way to match unused talent with an underserved population we would be doing something great.”

“Reopen the office in Mountain View. Focus on developing "store front" legal services offices in the rural communities.”

V. Recommendations

The results show that the civil legal needs of the low-income community are not being fully met despite the fact that LAA and CALS serve tens of thousands of Arkansans each year. The results also indicate that there is a gap in knowledge about free legal services among the client eligible community and the legal community. Accordingly, these recommendations incorporate suggestions about increased outreach and education with ideas about developing innovative approaches to the delivery of legal services to low-income Arkansans. Although these recommendations suggest increased awareness, implementation requires an increase in fiscal resources to accommodate such changes.

1. Increase locations and outreach to underserved areas of the state.

As discussed in the client community results, there are low levels of awareness and access of legal aid resources in parts of the state without LAA and CALS offices (Figure 6). These areas also have high concentrations of poverty and minority populations (Figure 7 and Appendix F). This information presents an opportunity for innovative outreach efforts such as

educational seminars and courthouse partnerships..

2. Develop additional promotional materials and advertisements to more effectively reach the low-income public.

Many needs are not being met because of the lack of knowledge about services in both communities surveyed. Work could be done to better educate both communities on free and low-cost legal services. Establishing a common understanding of free legal services is one important way the legal community can better reach potentially eligible clients.

As mentioned in the Fayetteville focus group, greater awareness of legal aid and other low-cost and free services is critical. The legal community supports the idea of advertising. The following comment was included in the responses to the “unlimited resources” question posed to the legal community.

“Advertise more. So many people don't even know about what's available. Literature or something should be available at every courthouse as well.” Another participant stated: “I would, perhaps, advertise on local television. Leave informational flyers at the social security offices, DMV, etc.”

3. Create additional reference tools and educational materials for the legal community.

The comments from the legal community suggest that there is an opportunity to better educate the legal community about the services legal aid provides, as well as how to direct someone to the appropriate legal assistance resources. Because legal aid is often unable to assist clients, there should be a referral system for outside resources. By creating informative videos, investing in legal direction seminars and further developing the referral skills of intake workers, members of the legal community can better direct eligible low-income Arkansans to legal services.

There were several recurring themes in the legal community survey that relate to better education of that community. This is bolstered by the data that 25% of the community does not believe that they can adequately refer someone to legal aid. The following comments suggest a need for increased education within the legal community:

"I would like to have more resources in my office about services available to people needing assistance"

"I don't know enough about the system for free legal aid."

4. Continue to build partnerships similar to that of the Medical-Legal Partnership with Wal-Mart and Arkansas Children's Hospital in both the private and public sector.

The American Bar Association has observed that in recent years medical-legal partnerships have “significantly increased access to free legal services to low-income patients by integrating a lawyer as a member of the healthcare team to help solve legal problems that burden health” (Scott, 2012). Among the successful partnerships noted by the American Bar is the program in Arkansas. The Wal-Mart in-house pro bono program has “trained over 150 legal staff to understand the dynamics of poverty and health, and how simple legal interventions can bring transformative changes to families in need” (Scott, 2012). Creating partnerships with highly profitable entities that have legal staff is a way to efficiently and effectively connect lawyers to the low-income community in need. There should be an effort to continue to build these types of partnerships to create organized, sustainable pro-bono connections.

These partnerships should be built not only in the private sector, but also within the public sector. The preamble to the Arkansas Rules of Professional Conduct states that *all lawyers* “should devote professional time and resources and use civic influence to ensure equal access to our system of justice for all those who because of economic or social barriers cannot afford or secure adequate legal counsel” (Arkansas Rules, 2012). There should be an effort to create pro

bono partnerships with government entities including state agencies, the offices of the governor and attorney general, local federal agencies, and others with lawyers on the payroll. This would require a careful analysis of the Rules of Professional Conduct, however absent conflicts of interest, government lawyers ought to be actively engaged in pro bono work.

5. Utilize alternative strategies in addition to the one-lawyer/one-client model.

As mentioned in the literature review, authors and sponsors of legal needs studies are moving from the one-lawyer-one-client model towards re-calibrating the justice system to make it more accessible to a greater number of people (Zorza, 2011). These systemic changes could include greater use of mediation and other alternative dispute resolution services; broader pro se representation; “unbundling” legal services; and loosening restrictions on legal aid organizations (Blasi, 2009). The following comments are among the alternative ideas from the legal community that move beyond the one-lawyer/one-client model.

“Create additional online tools to steer people through a process, similar to the Divorce Tool.”

“Give every court clerk and attorney a packet of forms for people to use in cases where an attorney isn't entirely necessary. Allow judges a wider berth to be able to grant pro se petitions that don't perfectly meet civil procedure requirements, or at least an office where they can send forms to be adjusted if necessary.”

“Provide mediation for custody/visitation/child-support issues.”

“Legislate a template for non-profit mediation centers, allowing non-attorney volunteers to mediate cases. Set up a system of arbitration (or perhaps an ALJ) where both parents can have divorce/custody decided if they are both pro se. Become an exclusively no fault state with mandatory 6 month waiting period on divorces. Allow non-attorney's to give legal advice and prepare pro se documents (probably with a certification).”

“More staff attorneys, and someone to work full-time with private lawyers to get their commitment to handle more matters on a pro bono basis.”

“Advocate for additional funding and support for provision of unbundled legal services.”

“I would set up court-based self-help centers based on the Minnesota model.”

6. Conduct further research into areas of apparent needs.

Through interactions with our partners, we became aware of other related issues that were beyond our scope but merit consideration for future research.

While LAA and CALS presently accept divorce and real estate cases, and both are known areas of need, there are aspects to each that merit special attention. An unknown number of income-eligible domestic litigants cannot be served because organizational capacity limitations require that cases involving physical domestic abuse and a few other urgent circumstances must take priority. Also, case types involving property inheritance land loss are not quantified. Further research could investigate the frequency of such cases and whether innovative approaches could meet these needs.

In addition to veterans and immigration populations, legal needs within the minority and poverty populations would be better understood with targeted research efforts. Because our research was structured to comply with LSC guidelines, we did not delve into quantifying unmet needs that are not eligible case types. We also did not assess the civil legal needs of criminal litigants and parolees. All of these areas represent potentially significant areas of legal needs that are not systematically identified or prioritized.

Juvenile, minor guardianship, and kinship-caregiver issues are often comingled. Additionally, while free resources for child support enforcement, wills, and living wills already exist, there is anecdotal evidence that gaps and barriers to access prevent people from effectively handling their needs. Further research could investigate the extent and impacts of legal needs around these issues, and how free self-help forms could be effectively distributed to mitigate these impacts.

VI. Discussion

This research sought to assess the civil legal needs of low-income Arkansans who are potentially eligible for legal aid services and to address how the Arkansas legal community can best meet those needs. The results identified the legal needs from the perspectives of the client community and the legal community. The qualitative data has provided ideas about how the legal community as a whole can work to better meet the needs. There are opportunities for additional research, and future projects could benefit from lessons learned in our process. This section addresses how the process could be improved and acknowledges methods that were found to be effective.

When compared, the client and legal results aligned closely with respect to their rankings of most common types of legal issues. The most notable difference in the results of the questionnaires was that many respondents to the legal community questionnaire perceived juvenile issues to be among the most prevalent case types in Arkansas, whereas the client community did not identify this as a common issue. Because of this variance, we could not ascertain definitively how frequently juvenile issues occur within the client community. Further research of juvenile issues will help to understand what these problems are and how extensively they exist.

Unfortunately, there were relatively low participation rates from the veteran and immigrant communities, so their legal needs are still not well understood. The legal community indicated that these types of issues were among those least adequately met in Arkansas. Of the 233,285 veterans in Arkansas for whom poverty status is determined, 8.3% (18,662) are "below poverty" (Arkansas veteran populations, 2012). Of the 864 survey participants, only 24 indicated having experienced veterans' issues. Similarly, the immigration population of Arkansas was

likely not reached; the state's foreign-born population increased by 82% from 2000 to 2010, representing approximately 5% of the state's total population. Only 12 of 864 of participants (1.38%) indicated they had experienced immigration issues.

These disparities may be explained by language barriers and the possibility of having not reached these communities through either mail or helpline avenues. To reach the immigrant community, future research should include survey tools translated into Spanish and potentially other languages. Future researchers investigating veterans' legal needs should consider going into the field where veterans receive services to interview them in person. Additionally, future research could oversample the immigrant and veterans populations in an effort to truly understand the civil legal needs of these groups. Oversampling requires concerted outreach efforts within these communities.

To determine how to reach the approximately 724,850 Arkansans living at or below the 125% federal poverty level, more time could have been spent examining whom our partners already serve. This information may have helped to understand who is not being served and to strategize about how best to reach them. However, this approach may have also weakened our results, as we would have then not been surveying a random sample. Several weeks were spent early in the process developing the scope and methodology of the work, and the project timeline was constrained by the academic calendar. Future research would benefit from additional time for research, data collection, and the development of analysis processes.

The online survey tool we used to analyze our results had both advantages and limitations. While the interface was user-friendly and kept the data organized, we did not have the more advanced tools necessary to run standard variation formulas and multiple cross-tabs because of software limitations. Consulting an analytical expert early in the planning process

would benefit similar future studies. It would also be useful to identify different programming options to analyze and process data.

The legal community questionnaire included a question with a forced-choice answer format. Because the question asked participants to rank the answer options by preference and then rearranged their responses and remaining options automatically, it was unknown whether participants or the system created the final rankings. Therefore, doubts were raised about the accuracy of these results. A better question format would have yielded more conclusive data. In the future, we would extensively pilot the survey and avoid forced-choice format questions.

While analyzing the questionnaire data, we noticed that certain demographic questions were less important than we originally anticipated. Questions referring to marital status, education levels, military ties, and legal dependents were not especially relevant for our research purposes. Omitting these types of questions would allow room for other questions more pertinent to the research subjects.

This research involved strong collaboration with LAA and CALS, the Access to Justice Commission, and the Arkansas Community Action Agencies Association. We believe that working closely with our partners and their partner organizations helped to create a strong assessment. In the future, additional resources such as veterans' organizations, law students, and those with strong ties to the immigrant community could be included in the work. By involving others, there could be valuable opportunities to over-sample specific communities, conduct additional focus groups, and administer a greater number of questionnaires through a variety of techniques.

Should future assessment processes include additional human resources, there must be time dedicated to training them to administer questionnaires. We found that the mailed

questionnaires yielded significantly more detailed data than the questionnaires administered through the helpline. It seems likely that in recording data, the helpline operators focused on the caller's immediate issue and did not further probe to discover all other legal issues the potential client had experienced in recent years. Directly training questionnaire recorders would increase their buy-in through greater understanding of the significance and end uses of the data, which in turn should produce fuller results.

Per our agreed project scope, focus groups were secondary to the questionnaires and thus planned and conducted within a short time frame. With additional time for planning and organizing, we may have had greater participation in the focus groups.

An effective component of the assessment was the engagement of the legal community. An open-ended question asked: "If you had unlimited resources, what is the first thing you would do to improve the delivery of free legal services in Arkansas?" This question generated hundreds of ideas that were the catalyst to our recommendation that there be increased collaboration with the legal community in addressing the unmet needs. Future research should engage the interested legal community in the entire process where possible.

There are four topics closely related to our areas of inquiry that could be explored in depth should similar research be undertaken in the future. First, clients who access services could be surveyed to record how they learned of legal aid. Second, the client-eligible population could be asked about barriers they face in accessing legal services. We received some information about this from survey respondents, but additional data would be useful. Third, in our process we were not able to assess the relative intensity of types of legal needs, or the impacts that unmet legal needs have on people's lives. This qualitative data could assist in strategically prioritizing case types that perhaps have lower frequencies but profound or debilitating adverse effects for

those who experience them. Fourth, while we did have participation from across the state and a range of demographic groups, important areas of need were not highly represented. It would be worthwhile to invest focused attention into more specifically identifying and understanding the legal needs of Arkansans in rural areas and areas of concentrations of poverty and minorities. As these needs often go unmet and have compounding effects, targeting resources to address them could have lasting social benefits.

Overall, we felt that our limited time and resources were utilized well. Our approach sought to improve upon the methods of studies from other states by using more statistically representative sampling and enhanced survey tools to deliver a comprehensive assessment to meet our partners' needs. We effectively and efficiently assessed the needs of the low-income community and identified gaps in and barriers to accessing services. By leveraging partnerships and professional services, we created an assessment that contributes to understanding unmet civil legal needs in Arkansas.

VII. Conclusion

This research sought to contribute to the understanding of which types of legal needs are most commonly faced by low-income Arkansans. Given the limited resources of the state's legal aid providers, this assessment seeks to assist in focusing those resources on the areas of greatest need. Although there are areas that warrant additional research, the results showed that family law, government benefits, and consumer issues are among the most common legal issues experienced by the potentially eligible client community.

The legal community indicated that family law is the need that is being met most adequately by private and non-profit providers in Arkansas. Following family law, the legal

community considered government benefits, juvenile, personal/wills, and consumer issues as needs being met most successfully. Thus, from the perception of the legal community, the areas of greatest need are also those being met most successfully.

The research also indicated that there is a lack of knowledge among the low-income community about how to access free or low-cost legal services. Therefore, despite the organizations' service to tens of thousands of eligible Arkansans each year, there are others who are unaware of how to utilize these services. Additionally, a significant percentage of the legal community does not know how to refer someone to low-cost or free legal services. It is critical to note that among the legal community, there was a significant call for additional financial resources. An increase in awareness without an increase in staff will result in a higher number of unmet legal needs. Thus, increasing awareness must be accompanied by increasing fiscal resources to hire more staff. It is hoped that this data will assist in accessing additional resources.

This research has shown that the state's legal aid programs have very effectively aligned their services with the most pressing needs of the client-eligible community. Despite the tremendous work of these organizations, there are still needs that cannot be met with such limited resources. LAA and CALS have utilized innovative approaches to the delivery of legal services by creating pro bono partnerships and enhancing access to pro se tools. For these services to be sustainable, the onus must rest not only on the state's legal aid programs, but the entire legal community of Arkansas.

References

- Appold, S., Capps, R., & Fix, M. (2013). A profile of immigrants in Arkansas. *University of Arkansas, Winthrop Rockefeller Foundation*, (Appold, Capps & Fix, 2013)
Retrieved from <http://www.wrfoundation.org/assets/files/pdfs/Immigrant Study 2012/A Profile of Immigrants in Arkansas - Report Summary.pdf>
- Arkansas Access to Justice Commission. (2006). [Town hall meetings summary report].
Unpublished raw data.
- Arkansas rules of professional conduct. (2012).
Retrieved from [https://courts.arkansas.gov/rules-and-administrative-orders/\[current\]-arkansas-rules-of-professional-conduct](https://courts.arkansas.gov/rules-and-administrative-orders/[current]-arkansas-rules-of-professional-conduct)
- Barge, R. (March, 2012). *Rhode island legal services annual report 2011*. Retrieved from <http://www.rils.org/documents/2011AnnualReport.pdf>
- Blasi, G. (2009). Framing access to justice: Beyond perceived justice for individuals. *Loyola Los Angeles Law Review*, 42, 913-930.
- Capps, R., Henderson, E., & Kassarda, J. (2007, April 03). *Urban institute: A profile of immigrants in Arkansas*. (Capps, Henderson & Kassarda, 2007)
Retrieved from <http://www.urban.org/publications/411441.html>
- Center for Arkansas Legal Services, Legal Aid of Arkansas (2002). *2002 Civil legal needs assessment of low income households in Arkansas: Summary of overall results*.
Document received from Legal Aid of Arkansas.
- Center for Arkansas Legal Services, Legal Aid of Arkansas (2008). *Arkansas legal needs survey*. Document received from Legal Aid of Arkansas.
- Center for Arkansas Legal Services, Legal Aid of Arkansas, Arkansas Access to Justice Commission, Arkansas IOLTA Foundation, Arkansas Pro Bono Partnership, Arkansas Access to Justice Foundation. (2011). *Pieces of justice – 2011 annual justice partners report*. Retrieved from:
<http://www.arkansasjustice.org/sites/default/files/Annual%20Report%202011%20-%20Combined%20Final-Low%20Res.pdf#overlay-context=annualreports%20Res.pdf#overlay-context=annualreports>
- Dale, M. (2006). *The justice gap: The unmet legal needs of low-income Utahns*. Retrieved from <http://www.andjusticeforall.org/The Justice Gap - Needs Assessment.pdf>
- Department of Commerce, (2011), *U.S. Census Bureau American community survey 1-year estimates*

- Department of Commerce, (2010). *Arkansas community fact: Population*. Retrieved from United States Census Bureau website:
http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=DEC_10_DP_DPDP1
- Department of Commerce, (2011). *Arkansas community fact: Employment*. Retrieved from United States Census Bureau website:
http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_11_5YR_DP03
- Department of Commerce, (2011). *Arkansas community fact: Household*. Retrieved from United States Census Bureau website:
http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_11_5YR_DP02
- Department of Commerce, (2011). *Arkansas community fact: Veterans Status*. Retrieved from United States Census Bureau website:
https://mail-attachment.googleusercontent.com/attachment/u/0/?ui=2&ik=1d6ec7d32b&view=att&th=13db113800fa3597&attid=0.1&disp=inline&realattid=f_hetxla3i0&safe=1&zw&saduie=AG9B_P-mbIjDJI49bP7_2BRu8FAR&sadet=1364662185025&sads=jWIPsQN0Mkz2ncdzXVxfnahUKJY
- Department of Veteran Affairs, (2012). *Arkansas veterans population and va expenditures by county for fy11* (17). Retrieved from Arkansas State Government website:
<http://www.veterans.arkansas.gov/stats.html> ("Arkansas veterans population," 2012)
- Division Public Administration, West Virginia University (2003). *Legal needs assessment*. Retrieved from:
<http://www.nlada.org/DMS/Documents/1245940132.79/LAWV%20Legal%20Needs%20Assessment.pdf>
- Fennell, M. (2010). Using state legal needs studies to increase access to justice for low-income families. *Family Court Review*, 48, 620-626.
- Houseman, A. (1998). Civil legal assistance for the twenty-first century: Achieving equal justice for all. *Yale Law and Policy Review*, 17, 379-399.
- Kritzer, H. (2010). Examining the real demand for legal services. *Fordham Urban Law Journal*, 37, 255-261.
- National Women's Law Center. (2011, September). *Women's poverty and economic insecurity in Arkansas in 2010*. Retrieved from
<http://www.nwlc.org/sites/default/files/pdfs/arkansaspoverty2010.pdf>

- North Carolina Legal Services Planning Council. (2003). *North Carolina statewide legal needs assessment*. Retrieved from:
http://www.legalaidnc.org/public/participate/legal_services_community/EqualJusticeAlliance/NC%20Statewide%20Needs%20Assessment%2003%2024%2003.pdf
- Prairie Research Associates. (2008). *Legal Aid Alberta needs assessment final report*. Retrieved from:
<http://www.legalaid.ab.ca/about/Documents/LAA%20Needs%20Assesment%20FINAL%20REPORT.pdf>
- Richardson, L. (2012, Sept. 25.) *Clinton School presentation*. Practicum Site Orientation/Civil Legal Needs Assessment. Center for Arkansas Legal Services Conference Room. Retrieved from: Legal Aid of Arkansas.
- Rhode Island Legal Services. (January, 2012). *Rhode island legal services annual report*. Retrieved from
<http://www.rils.org/documents/2011AnnualReport.pdf>
- Sankovitz, R. and Brown, J. (2008). *12 tips for launching a statewide study of access to justice*. Management Information Exchange Journal Special Feature: Access to Justice Commissions and Initiatives. Retrieved from:
<http://www.nlada.org/DMS/Documents/1219773301.31/Legal%20Needs%20Studies,Tips,%20Methodologies%20MIE%202008.pdf>
- Schulte, B. (2012, July 4). For Pacific Islanders, Hopes and Troubles in Arkansas. *New York Times*, Retrieved from http://www.nytimes.com/2012/07/05/us/for-marshall-islanders-hopes-and-troubles-in-arkansas.html?_r=0 (Schulte, 2012)
- Social Entrepreneurs, Inc. (2008). *Assessment of legal needs and access to justice in Nevada* (Final Report). Retrieved from: <http://www.socialent.com/wp-content/uploads/2009/05/nevada-civil-legal-needs-assessment-report-final-document.pdf>
- Winthrop Rockefeller Foundation. (2013, January). *Marshallese support industry in northwest Arkansas*. Retrieved from
<http://www.wrfoundation.org/immigration/marshallese-support-industry-in-northwest-arkansas.html>
- Zorza, R. (2011). Access to justice: The emerging consensus and some questions and implications. *Judicature*, 94, 156-157.

Appendix

Appendix A: Client Client-Eligible Population Survey and Cover Letter



CIVIL LEGAL NEEDS QUESTIONNAIRE

1. Are you a U.S. Citizen or legal permanent resident? Yes No
2. Where do you live? County: _____ City/Town: _____
3. What is your age? _____
4. What is your gender? Male Female
5. In which category do you place yourself? (Check all that apply) White Black Hispanic
 Asian/Pacific Islander American Indian or Native Alaskan Other: _____
6. What is your marital status? Single Married Divorced Separated Widowed
7. How many people live in your home? _____
8. Are you raising any children who are not your legal dependents? Yes No
9. Are there any individuals with military connections in your immediate family? Yes No
10. Does anyone in your household receive Medicaid, ARKids-A, SNAP, or TANF/TEA? Yes No
11. What is the highest level of education you have completed?
 Less than High School Some College 4 year College Degree
 High School 2 year College Degree Masters Degree or above
12. What is your current employment status?
 Employed Full-time (40+ hours/week) Unemployed Retired Student
 Employed Part-time (less than 40 hours/week) Other: _____
13. What is your yearly household income? (Estimated)
 Less than \$14,000 \$24,001 – \$29,000 \$39,001 – \$44,000
 \$14,001 – \$19,000 \$29,001 – \$34,000 \$44,001 – \$49,000
 \$19,001 – \$24,000 \$34,001 – \$39,000 over \$49,000.
14. Do you know how to access the following services? (Check all that apply)
 Legal Aid (organization with lawyers who do not charge any fee)
 Pro Bono attorneys (free or low cost lawyers)
 Pro Se tools (online forms and support for self-representation)
 I don't know of any of these services.

(over please)

CIVIL LEGAL NEEDS QUESTIONNAIRE page 2

15. Have you ever needed legal help in Arkansas? Yes No

If yes, what did you do about it? (Check all that apply)

- I paid a lawyer to represent me.
 I represented myself.
 I went to a free or low-cost private lawyer.
 I used a free legal aid organization.
 I needed legal help but did not know where to get it.
 I needed a lawyer but could not afford one.
 I went to a free legal aid organization and they could not help me.
 I did nothing.
 Other: _____

16. Has your family experienced any of the legal issues below in the past two years?

(Check all that apply. Please check the specific descriptions that best describe your issues, and feel free to use the space between lines to add any details that you would like to tell us about.)

- a) Consumer: bankruptcy debt/collections contracts/warranties utilities other: _____
- b) Education: disability rights discipline/expulsion enrollment financial aid other: _____
- c) Employment: wages wrongful termination criminal record expungement taxes other: _____
- d) Family: divorce domestic abuse custody/visitation/paternity child support other: _____
- e) Government Benefits: Social Security disability unemployment food stamps other: _____
- f) Health: Medicaid Medicare ARKids private insurance nursing homes other: _____
- g) Housing: landlord/tenant foreclosure/loans public housing real estate other: _____
- h) Immigration: citizenship deportation work permits student visas other: _____
- i) Individual Rights: discrimination disability rights mental health human trafficking other: _____
- j) Juvenile: guardianship neglect/abuse FINS emancipation truant/delinquent other: _____
- k) Personal/Wills: wills/estates living wills licenses permits insurance other: _____
- l) Veterans/Military: veterans benefits employment health care access other: _____
- m) Other: _____

| |
|---|
| <p>Thank you for taking our survey! Please return this sheet in the postage-paid envelope included by Feb. 28th. The final report will be published by June 1, 2013 at www.arkansasjustice.org.</p> |
|---|

Mailed Questionnaire Cover Letter



February 1, 2013

Dear Fellow Arkansan,

The University of Arkansas is writing to you to ask for your help and participation in an important research project studying free legal services for Arkansans. This project is being conducted by the Clinton School of Public Service on behalf of the Arkansas Legal Services Partnership.

The goal of this study is to better understand the unmet civil legal needs in Arkansas. The information we collect will be used to work towards meeting those needs. **Your insights would be most appreciated and will help to increase access to free legal services.**

The data will remain anonymous and your participation is completely voluntary. We hope that you will assist us in our research. **If you wish to participate, please fill out the attached 2-page survey and return it in the envelope provided by February 28, 2013.**

Thank you! We look forward to receiving your response.

Sincerely,

The Clinton School Research Team

Maggie Hobbs
Amy Lafont
Tyler Pearson
Gregg Potter

If you have any questions or comments for our team, please call (501) 683-5214.

For information about free legal services for Arkansas, please visit www.arlegalservices.org or call the HelpLine toll-free at 1-800-9-LAW-AID (1-800-952-9243).

Appendix B: Client-Eligible Response Rates by County

| County | Mail | Helpline | Total # | % of total pop. | Pop. % of state | Poverty % |
|--------------|------|----------|---------|-----------------|-----------------|-----------|
| Arkansas | 2 | 3 | 5 | 0.6% | 0.6% | 18.5 |
| Ashley | 3 | 1 | 4 | 0.5% | 0.7% | 19.8 |
| Baxter | 16 | 1 | 17 | 2.0% | 1.4% | 16.8 |
| Benton | 13 | 36 | 49 | 5.7% | 7.9% | 12.1 |
| Boone | 9 | 11 | 20 | 2.3% | 1.3% | 16.9 |
| Bradley | 1 | 0 | 1 | 0.1% | 0.4% | 24.4 |
| Calhoun | 0 | 0 | 0 | 0.0% | 0.2% | 16.5 |
| Carroll | 6 | 5 | 11 | 1.3% | 0.9% | 18.7 |
| Chicot | 2 | 1 | 3 | 0.3% | 0.4% | 33.4 |
| Clark | 4 | 2 | 6 | 0.7% | 0.8% | 23.1 |
| Clay | 5 | 2 | 7 | 0.8% | 0.5% | 20.1 |
| Cleburne | 7 | 7 | 14 | 1.6% | 0.9% | 16.2 |
| Cleveland | 2 | 1 | 3 | 0.3% | 0.3% | 16.7 |
| Columbia | 1 | 2 | 3 | 0.3% | 0.8% | 26.4 |
| Conway | 1 | 1 | 2 | 0.2% | 0.7% | 23.0 |
| Craighead | 9 | 45 | 54 | 6.3% | 3.4% | 20.6 |
| Crawford | 9 | 8 | 17 | 2.0% | 2.1% | 18.0 |
| Crittenden | 1 | 16 | 17 | 2.0% | 1.7% | 26.6 |
| Cross | 2 | 5 | 7 | 0.8% | 0.6% | 19.2 |
| Dallas | 1 | 2 | 3 | 0.3% | 0.3% | 21.5 |
| Desha | 5 | 1 | 6 | 0.7% | 0.4% | 27.6 |
| Drew | 4 | 1 | 5 | 0.6% | 0.6% | 22.6 |
| Faulkner | 3 | 9 | 12 | 1.4% | 4.0% | 14.7 |
| Franklin | 1 | 1 | 2 | 0.2% | 0.6% | 20.9 |
| Fulton | 5 | 1 | 6 | 0.7% | 0.4% | 21.4 |
| Garland | 21 | 13 | 34 | 3.9% | 3.3% | 20.9 |
| Grant | 1 | 9 | 10 | 1.2% | 0.6% | 11.5 |
| Green | 11 | 2 | 13 | 1.5% | 1.5% | 17.4 |
| Hempstead | 2 | 1 | 3 | 0.3% | 0.8% | 24.7 |
| Hot Spring | 4 | 2 | 6 | 0.7% | 1.1% | 20.3 |
| Howard | 2 | 7 | 9 | 1.0% | 0.5% | 20.9 |
| Independence | 9 | 3 | 12 | 1.4% | 1.3% | 21.4 |
| Izard | 3 | 3 | 6 | 0.7% | 0.5% | 20.5 |
| Jackson | 3 | 6 | 9 | 1.0% | 0.6% | 23.9 |
| Jefferson | 11 | 16 | 27 | 3.1% | 2.5% | 24.3 |
| Johnson | 3 | 1 | 4 | 0.5% | 0.9% | 20.8 |
| Lafayette | 5 | 0 | 5 | 0.6% | 0.3% | 24.2 |

| County | Mail | Helpline | Total # | % of total pop. | Pop. % of state | Poverty % |
|--------------|------|----------|---------|-----------------|-----------------|-----------|
| Lawrence | 2 | 4 | 6 | 0.7% | 0.6% | 23.0 |
| Lee | 2 | 1 | 3 | 0.3% | 0.3% | 35.2 |
| Lincoln | 0 | 0 | 0 | 0.0% | 0.5% | 25.4 |
| Little River | 0 | 0 | 0 | 0.0% | 0.4% | 17.6 |
| Logan | 3 | 1 | 4 | 0.5% | 0.7% | 20.0 |
| Lonoke | 3 | 9 | 12 | 1.4% | 2.4% | 13.7 |
| Madison | 7 | 6 | 13 | 1.5% | 0.5% | 22.6 |
| Marion | 4 | 4 | 8 | 0.9% | 0.6% | 20.5 |
| Miller | 2 | 1 | 3 | 0.3% | 1.5% | 21.5 |
| Mississippi | 3 | 9 | 12 | 1.4% | 1.5% | 25.4 |
| Monroe | 0 | 3 | 3 | 0.3% | 0.3% | 31.6 |
| Montgomery | 2 | 0 | 2 | 0.2% | 0.3% | 21.9 |
| Nevada | 2 | 0 | 2 | 0.2% | 0.3% | 23.5 |
| Newton | 2 | 1 | 3 | 0.3% | 0.3% | 21.3 |
| Ouachita | 5 | 4 | 9 | 1.0% | 0.9% | 24.1 |
| Perry | 1 | 1 | 2 | 0.2% | 0.4% | 16.4 |
| Phillips | 2 | 7 | 9 | 1.0% | 0.7% | 34.0 |
| Pike | 4 | 0 | 4 | 0.5% | 0.4% | 20.5 |
| Pointsett | 9 | 6 | 15 | 1.7% | 0.8% | 25.0 |
| Polk | 7 | 0 | 7 | 0.8% | 0.7% | 22.1 |
| Pope | 11 | 6 | 17 | 2.0% | 2.1% | 22.1 |
| Prairie | 4 | 1 | 5 | 0.6% | 0.3% | 21.7 |
| Pulaski | 50 | 59 | 109 | 12.6% | 13.2% | 16.6 |
| Randolph | 5 | 3 | 8 | 0.9% | 0.6% | 23.4 |
| Saline | 3 | 8 | 11 | 1.3% | 3.8% | 32.9 |
| Scott | 0 | 1 | 1 | 0.1% | 0.4% | 10.0 |
| Searcy | 3 | 0 | 3 | 0.3% | 0.3% | 22.3 |
| Sebastian | 17 | 13 | 30 | 3.5% | 4.3% | 28.6 |
| Sevier | 3 | 0 | 3 | 0.3% | 0.6% | 21.2 |
| Sharp | 7 | 5 | 12 | 1.4% | 0.6% | 21.7 |
| St. Francis | 6 | 7 | 13 | 1.5% | 0.9% | 24.5 |
| Stone | 3 | 3 | 6 | 0.7% | 0.4% | 22.9 |
| Union | 8 | 6 | 14 | 1.6% | 1.4% | 21.5 |
| Van Buren | 4 | 0 | 4 | 0.5% | 0.6% | 22.1 |
| Washington | 12 | 51 | 63 | 7.3% | 7.2% | 20.1 |
| White | 11 | 16 | 27 | 3.1% | 2.7% | 18.0 |
| Woodruff | 1 | 2 | 3 | 0.3% | 0.2% | 27.3 |
| Yell | 1 | 1 | 2 | 0.2% | 0.7% | 19.5 |

Appendix C: Income Eligibility Guidelines and Calculations

Legal Aid of Arkansas Income Level for Individuals Eligible for Assistance

| Size of Family Unit | National Eligibility Level* | Maximum Income Level** |
|---------------------|-----------------------------|------------------------|
| 1 | \$13,963 | \$22,340 |
| 2 | \$18,913 | \$30,260 |
| 3 | \$23,863 | \$38,180 |
| 4 | \$28,813 | \$46,100 |
| 5 | \$33,763 | \$54,020 |
| 6 | \$38,713 | \$61,940 |
| 7 | \$43,663 | \$69,860 |
| 8 | \$48,613 | \$77,780 |

The figures in the column labeled **National Eligibility Level** represent 125% of the Federal Poverty Guidelines, as determined by the Department of Health and Human Services. The figures in the column labeled **Maximum Income Level** represent 200% of the Federal Poverty Guidelines. Applicants whose total household income falls below the **National Eligibility Level** are income-eligible for legal assistance. Applicants whose total household income does not exceed the **Maximum Income Level** are income-eligible for legal assistance if certain specific factors are present that would allow the income between the two levels to be waived. Under no circumstances will applicants whose total household income exceeds the **Maximum Income Level** be considered income-eligible for legal assistance.

*For each additional family member, add \$4,950

**For each additional family member, add \$7,920

(Credit Legal Aid of Arkansas)

Respondent Eligibility Calculations

| Number in household | household income | LE - Mail | LE - H | Likely Eligible |
|---------------------|-------------------|-----------|--------|-----------------|
| 1 | < \$14,000 | 105 | 292 | 397 |
| 2 | \$14,001-\$19,000 | 38 | 58 | 96 |
| 3 | \$19,001-\$24,000 | 10 | 23 | 33 |
| 4 | \$24,001-\$29,000 | 4 | 10 | 14 |
| 5 | \$29,001-\$34,000 | 2 | 4 | 6 |
| 6 | \$34,001-\$39,000 | 0 | 1 | 1 |
| 7 | \$39,001-\$44,000 | 0 | 0 | 0 |
| 8 | \$44,001-\$49,000 | 0 | 0 | 0 |
| 9 | > \$49,000 | 0 | 0 | 0 |
| Total: | | 159 | 388 | 547 |

| Number in household | household income | PE - M | PE - H | Potentially Eligible |
|---------------------|-------------------|-----------|-----------|----------------------|
| 1 | \$14,000-\$24,000 | 44 | 17 | 61 |
| 2 | \$19,000-\$29,000 | 29 | 7 | 36 |
| 3 | \$24,000-\$39,000 | 13 | 9 | 22 |
| 4 | \$29,000-\$49,000 | 4 | 7 | 11 |
| 5 | \$34,000-\$49,000 | 3 | 2 | 5 |
| 6 | \$39,000-\$49,000 | 2 | 1 | 3 |
| 7 | \$44,000-\$49,000 | 0 | 0 | 0 |
| 8 | >\$49,000 | 0 | 0 | 0 |
| 9 | " | 0 | 0 | 0 |
| Total: | | 95 | 43 | 138 |

| Number in household | household income | LNE - M | LNE - H | Likely Not Eligible |
|---------------------|------------------|------------|----------|---------------------|
| 1 | >\$24,000 | 30 | 0 | 30 |
| 2 | >\$29,000 | 63 | 2 | 65 |
| 3 | >\$39,000 | 14 | 0 | 14 |
| 4 | >\$49,000 | 11 | 0 | 11 |
| 5 | " | 3 | 0 | 3 |
| 6 | " | 2 | 0 | 2 |
| 7 | " | 0 | 0 | 0 |
| 8 | " | 0 | 0 | 0 |
| 9 | " | 0 | 0 | 0 |
| Total: | | 123 | 2 | 125 |

Appendix D: Total Client Community Responses by Category

| | Mail | Helpline | Total | Percentage |
|---------------------|------|----------|-------|------------|
| Family | 76 | 253 | 329 | 38.1% |
| Government Benefits | 102 | 79 | 181 | 21.0% |
| Consumer | 76 | 104 | 180 | 20.8% |
| Health | 96 | 33 | 129 | 14.9% |
| Personal/Wills | 102 | 22 | 124 | 14.4% |
| Housing | 52 | 57 | 109 | 12.6% |
| Education | 52 | 15 | 67 | 7.8% |
| Employment | 45 | 17 | 62 | 7.2% |
| Juvenile | 13 | 25 | 38 | 4.4% |
| Individual Rights | 30 | 7 | 37 | 4.3% |
| Veterans/Mil | 24 | 4 | 28 | 3.2% |
| Immigration | 8 | 4 | 12 | 1.4% |

Appendix E: Client Survey Comments – What did you do when you needed legal help?**Issue not resolved**

1. I recently found the steps legal aid imposed/uses (Have to do a great deal by telephone before even know case taken or not) to be a Big Barrier. I would like to make an appt. and talk face to face with an attorney even in preliminary stages to learn my options.
2. Legal Aid said they couldn't help me with custody because the relationship wasn't abusive.
3. Need one soon to keep my home. I filed bankruptcy and fees paid in payments to court
4. It's hard for me to get help
5. I'm still trying to find out how to handle my legal issues
6. in need of a lawyer right now, and the family can't afford one for our legal rights to an inheritance is still in the hands of the other heirs in the family.
7. Amazed at police here (including Chief & mayor. Stand and watch harrasment and coment "we have to see it, little we can do.
8. I still need a lawyer but can't afford one.

Lost claim

1. I paid a lawyer and they screwed it up.
2. Pleded no contest
3. I went to small claims court and did not get the issue resolved.

Found help

1. I currently have a lawsuit against Firestone accused of sexual harassment.
2. I called a lawyer in the Lafayette Bld. He gave me free advice/reference because he said I couldn't afford the fee.
3. AR Attorney General
4. Attourney General of AR
5. also close friend helped me

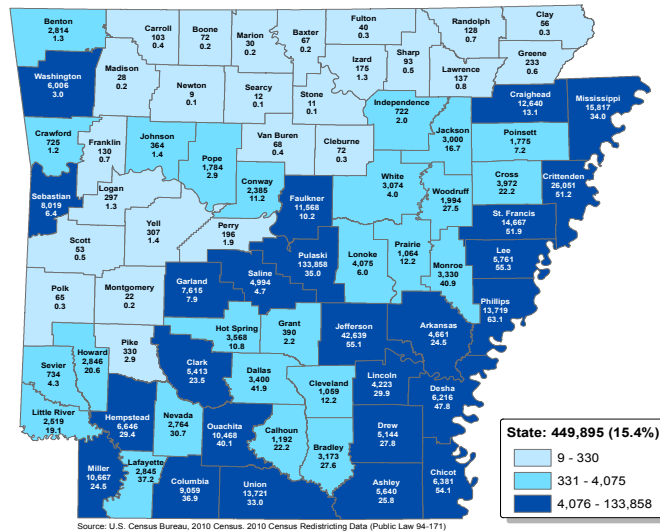
6. daughter used internet to access legal co's
7. a friend helped me pro bono
8. granddaughter-lawyer
9. received free legal consultation
10. used lawyer no win no fee
11. paid attorney- property transfer
12. Also a local battered women's shelter helped me.
13. My niece, who is a lawyer, handled it for me.

Other

1. when i got home from hospital there was a letter in my mail box from attorney from little rock called Hart Law Firm.
2. only to make out my will.
3. will
4. to represent my grandson in S.S.I case

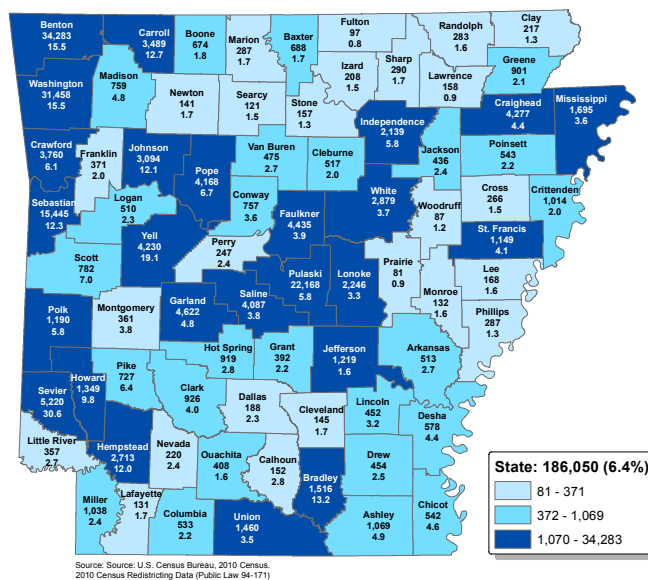
Appendix F: Maps of Minority Populations in Arkansas

Black Population*, Number and Percent of County Total Population ; Arkansas by County: 2010
 (*one race only)



University of Arkansas at Little Rock
 GIS Applications Laboratory
 Institute for Economic Advancement
<http://argis.uarl.edu>
 (501) 569-8530

Hispanic Population, Number and Percent of County Total Population; Arkansas by County: 2010



University of Arkansas at Little Rock
 GIS Applications Laboratory
 Institute for Economic Advancement
<http://argis.uarl.edu>
 (501) 569-8530

Appendix G: Legal Community Survey

The purpose of the study is to better understand the legal needs of low-income Arkansans. This research will help Legal Aid of Arkansas and the Center for Arkansas Legal Services to determine how to best allocate resources to serve the civil legal needs of low-income Arkansans. By completing this questionnaire, you are consenting to the release of the data you have provided. The data will remain anonymous. Your participation in this study is completely voluntary, and you may choose not to participate. You are free to withdraw from this study at any time with no penalty to you. Your responses will be confidential. If the results of this study were to be written for publication, no identifying information will be used.

1) What County is your primary office in?

2) What is your role in the legal community?

- a) lawyer
- b) judge
- c) paralegal
- d) clerk
- e) legal aid staff
- f) other

3) Which cases do you perceive to be the most frequent in Arkansas?

Please number the following cases from 1 (least frequent) to 11 (most frequent):

- Consumer
- Education
- Employment
- Family Law
- Health
- Housing
- Individual Rights
- Juvenile
- Public Benefits
- Veterans/Military
- Personal/Property/Wills
- Immigration

4) In which of the following types of cases do you believe clients' needs are being met **MOST** successfully? Check all that apply:

- Consumer
- Education
- Employment
- Family Law
- Health
- Housing
- Individual Rights
- Public Benefits
- Veterans/Military
- Wills/ Estates
- Immigration

- 5) In which of the following types of cases do you believe clients' needs are **NOT** being met adequately? Check all that apply:
- Consumer
 - Education
 - Employment
 - Family Law
 - Health
 - Housing
 - Individual Rights
 - Public Benefits
 - Veterans/Military
 - Wills/ Estates
 - Immigration
- 6) What do you perceive as the barriers to why potentially eligible clients are unable to receive free legal assistance?
- Not close to office
 - No telephone
 - No computer skills
 - Intimidated
 - No vehicle
 - Legal Aid couldn't take the case because they lacked the capacity
 - Legal Aid couldn't take the case because it wasn't an eligible case-type
 - Other
- 7) Do you believe that you adequately refer someone in need of free legal services to the appropriate resource?
- Yes
 - No
- 8) What is the first thing you would change to assist in the free legal needs community if you had unlimited resources?
- 9) Do you work primarily within the criminal court system?
- Yes
 - No

Appendix H: Legal Community Survey Comments – Ability to Refer

Referred to legal aid capacity

1. The people that qualify for legal aid financially, but do not meet priorities, are sometimes just SOL.
2. Legal aid seems overwhelmed with low income family matters.
3. The problem is that there's no one to refer people to. I have people with legitimate legal issues all the time with nowhere to turn because legal aid only takes cases involving domestic violence. There are not adequate resources for the majority of legal need.
4. I could REFER them, but the problem is lack of capacity, or that some case types are not eligible. There are also many people who don't meet the income guidelines, but still can't afford an attorney!
5. Our leg aid is extremely limited in the type of cases they handle.
6. Do not have much faith in the local Legal Aid
7. But I am not certain the resources are adequate to handle the numbers of cases.
8. Legal aid is effective in the areas of law they provide assistance
9. Potential clients seek private attorneys after Legal Aid turns down case for lack of funding.
10. Legal aid can only take cases in family law involving violence. There are many people who simply can't afford a lawyer in that area that don't involve physical, but may include emotional and mental abuse.
11. Legal Aid is not adequately staffed and funded to handle the need, so when I make a referral they rarely are able to help.
12. The services are very limited to our undocumented population
13. easy to give out an 800 number. For them to actually have a face to face with a staff member is no longer available.
14. I can refer but it doesn't mean they will take the case.
15. Around here, the legal aid office is so overworked and overbooked that it can take months for someone to be able to get help. And there isn't anyone else to refer someone for legal help who does not have the funds to pay for it.

Refer to lack of knowledge / understanding of legal aid

1. In some instances
2. I find the Legal Aid options to be limited and the restrictions confusing.
3. not sure. I take a few divorces from vocals and not entirely sure who does what other than understanding who qualifys for the public defender
4. I do not have knowledge of state-wide welfare programs.
5. I would like to have more resources in my office about services available to people needing assistance.
6. I don't know enough about the system for free legal aid.
7. Somewhat. I know the criteria for some organizations, but I am sure there are others of which I am unaware.
8. That would depend on what services they needed.
9. Not sure.
10. Not aware of free legal services for civil matters, such as debt collection, foreclosure.

Refer to lack of knowledge of other options (pro se, specific case types etc)

1. I am only aware of Legal Aid of Arkansas
2. dont understand the question - beyond Legal Aid, I don t know what resources there are to refer to.

Other

1. The phone numbers route the potential clients to areas outside of my geographic area.
2. I provide free services to those in need.
3. As a judge, I don't think it is proper for me to become that actively involved in a situation that might wind up in my court.
4. The question is ambiguous.
5. I worked in the system.
6. I am a patent attny

Appendix I: Legal Community Survey Comments – Barriers to Access

Organizational Capacity

1. Legal aid does not accept anything but domestic violence
2. persons wanting to apply can only call the helpline from 9a.m. to 11 a.m. and 1p p.m. to 3 p.m.
3. Legal Aid can't accept because of shortage of staff and attorneys.
4. Too much demand, not enough attorneys.
5. Conflicts
6. Legal Aid mostly want to take only the easy cases and refer the others out pro bono.
7. Lack of attorney volunteers
8. General lack of available attorneys. They do a lot already.
9. Legal Aid lack of sufficient funding and/or poor management of existitng budgets.
10. Legal Aid denial of a case because they refuse to represent men
11. Your not using your ability to refer cases to private counsel enough, also, many, many times, resources are wasted on cases where the person could get a private atty to do the work, either on a contingency basis or self pay. I have seen more than one case where you have competing orders of protection. Why does one get legal aid and the other does not? Especially when they have a job. That's just wrong.
12. Lack of Spanish speaking personnel
13. Lack of a legal services office.
14. Conflicts within legal aid
15. Legal Aid couldn't take the case because not enough staff/resources
16. Legal Aid only accepts domestic abuse cases in my county.

Client-Eligible Characteristics

1. Physical abuse for divorces, rather than mental

2. Procrastination - waiting too long to seek legal assistance, to the point where answer/appeal deadlines have passed.
3. conflict of interest - when both eligible
4. Inability to pay filing fees and other court costs
5. facts
6. Lack of awareness of services
7. Lack of basic life skills
8. Legal Aid couldn't take the case because the potential client wasn't poor enough
9. Literacy problems; lack of understanding of administrative/regulatory process

Unknown

1. Unknown
2. I can't really say
3. dont know
4. dont know

Appendix J: Legal Community Survey Comments – Ideas for Improvement

Responses to “unlimited resources” question

| Category | # Responses |
|--------------------------------|-------------|
| Expand Staff | 66 |
| Innovations | 40 |
| Expand Organizational Capacity | 34 |
| Advertise | 28 |
| Education | 25 |
| Expand Services | 22 |
| Expand Locations | 21 |
| Pro Bono | 14 |
| Uncategorized | 14 |
| Expand Client Eligibility | 8 |
| Fundraising | 8 |
| Screening | 6 |
| Legislation | 3 |
| Transportation | 2 |

1. Expand Services

1. Open medical-legal partnerships in every hospital, clinic, and doctors' offices; expand AR Legal Services to each county (like the local health unit), and put legal aid attorneys' offices next to county health units.
2. I would have a legal aid office in every county in Arkansas with adequate staff (legal and clerical). Also, in order to help people represent themselves, I would set up computers at every courthouse for people to access documents or chat help. In order to increase pro bono representation, I would have a centralized list of attorneys (including county of residence) and their type of practice. A centralized referral system fed by the intake at local legal aid offices could then assign cases to lawyers in private practice who are located near the client.
3. Expand the scope of services offered
4. 1. Get rid of the free online forms - they cause more problems than they solve. 2. Streamline the intake process and make it available more than six hours a week (Tuesdays, as it is here). 3. Take more cases than just domestic violence.
5. Provide more attorneys and legal staff in order to provide a greater range of services to more people.

6. Hire more people to start enforcing the employment anti-discrimination laws and the wage and hour laws. During their terms of office, Republican presidents stop the federal agencies from enforcing these laws; and during the terms of a Democratic administration, the Republican House of Representatives cuts the funding of these enforcement agencies. And private attorneys no longer take these cases for indigents because the Republican majority on the Supreme Court has ruled against incentive multipliers for attorneys' fees in contingent cases and has authorized only a reduction in attorneys' fees paid by the employer to the winning plaintiff.
7. Expand the range of cases accepted by legal aid.
8. Widen the type of cases that legal aid can handle.
9. Expand Legal Services to provide more areas of law and its referral network.
10. Hire twice the staff at legal aid and expand their areas of practice.(And give the staff raises)
11. Expand legal aid.
12. expand case types handled
13. take a wider range of cases
14. I would open a walk-in clinic in the 5 biggest Arkansas cities. Totally free service. All types of cases.
15. Every victim of domestic violence & sexual assault would receive representation at the order of protection hearing, divorce and custody hearing.
16. Empathy for our clients needs and situations and providing them an attorney to assist with limited legal needs (e.g., help completing legal forms and answering questions about legal options)
17. More attorneys and more assistance beyond family and domestic matters.
18. Additional free legal services beyond those provided by Legal Aid
19. Have a legal aid office in every county courthouse, staffed by paralegals and at least one attorney.

20. expand the representation for family law areas
21. Increase the availability and the amount of free legal services--more resources.
22. Accept a wider variety of cases; send fewer advice letter and accept more cases for extended services.

2. Expand Organizational Capacity

1. Increase the number of services throughout Arkansas as well as the visibility (i.e., some form of additional advertising) for the population needing those services.
2. create a team of folks who just talked about the services and got folks signed up at various locations in LR and increase the staff and pay of those who worked for Legal aid
3. Open more legal aid offices and telephone services.
4. Fund more Legal Services
5. Expand Legal Aid's budget.
6. Hire more attorneys and staff. Open more offices. Advertise my services. Broaden my services.
7. Expand legal services organizational budgets to increase resources.
8. I would make sure all the counties had adequate legal representation of the poor.
9. Expand capacity to speed up the services.
10. expand the network of legal services providers
11. Expand the capacity and the types of cases available to low income citizens
12. Increase resources to deal with cases then outreach then take strategic approach to analyze gaps, including cut off \$ and alternative options
13. Hire and organize attorneys and paralegals to provide such services from strategically placed centers

14. Provide qualified attorneys to handle a wide variety of cases. Provide office space, equipment and staff for the attorneys.
15. Hire additional full-time attorneys for Legal Aid, along with opening a conflicts office.
16. Recruit qualified lawyers and pay adequate salaries. Design incentive compensation schemes similar to that of law firms.
17. More offices, better paid attorneys and staff, law school assistance programs
18. Increase the staff size of the two legal services organizations in the state. Open additional legal services offices.
19. Expand Legal Aid so that it could take more cases.
20. expand legal aid
21. Give more funding to Legal Aid so that they can cover more areas. The people who visit our library truly do not have the funds to hire an attorney. Many do not fall within Legal Aid guidelines. More assistance should be provided at the courthouses. There should be computers there so that pro ses can get access to the forms that are already on the Arkansas Legal Aid Partnership's website. Some pro ses have been disappointed by lawyers. Their attorneys do not communicate with them once they get a case in their offices -- some do not know what to do; others cannot afford to leave one attorney after their money has been drained.
22. Promote and expand the work by the Attorney General's consumer affairs division.
23. Shorten the application period and increase the number of lawyers available.
24. Services should be made more available.
25. Increase the number of offices and hire more attorneys.
26. More legal aid attorneys and offices.
27. Accept all applicants.
28. Hire more lawyers and support staff, pay them more and put them in more counties. Then I would work out some method of trying to collect either from the client over time or from the opposing party.

29. They would be able to handle all cases so there was that outlet for those not able to afford services.
30. provide services to more clients and educate
31. Hire more staff to engage in the direct delivery of Legal Aid in a variety of ways, including direct representation, development of self-help materials, and community education.
32. More access to offices for assistance. More outreach offices for assisting clients with understanding paperwork and taking more cases that are not telephone calls with a letter telling the client that they are accepted on an advice only basis and then expecting them to understand what to do for themselves.
33. make them more available, accessible and advertised
34. More marketing to increase awareness and hire more attorneys and staff to increase capacity.

3. Expand Client Eligibility

1. Make more people eligible for free legal services.
2. Expand the income level to qualify for services.
3. expand eligibility
4. Hire more attorneys, raise the income limits for eligibility.
5. Increase the income level at which residents qualify for free legal services.
6. Employ more staff attorneys and relax the eligibility requirements.
7. Raise the income level of those eligible for Legal Aid.
8. Make more people eligible by raising income levels allowed.

4. Expand Staff

1. Higher more attorneys to handle the case load.
2. Provide more attorneys.
3. Make legal services more like it was in the 70s and 80s with more fully staffed offices and branch locations
4. Provide more attorneys
5. Hire more lawyers
6. more staff
7. Hire more lawyers and educate the public
8. Hire lawyers for Legal Aid rather than require conscripted volunteers.
9. increase staff; improve training
10. Provide more attorneys
11. increase the number of attorneys available to provide services
12. I would hire all circuit judges a law clerk.
13. I suppose I would hire more competent attorneys
14. Staff the legal aid offices with dozens of lawyers and paralegals/secretaries so there would be enough people to handle to large number of clients who need their help. This is for civil cases. For criminal cases (and I'm a criminal defense attorney), I would staff the public defender's offices sufficiently. Of course, that will never happen because the legislature couldn't care less about criminal defendants. So people keep getting overcharged, or innocent people get charged, and they are urged to plead out their cases with the threat that going to a jury trial will result in a long sentence -- all because the public defenders are usually too overworked with way too many cases to be able to give them the attention and investigation they need.
15. Hire additional staff -- at least four times the number of personnel.
16. More attorneys on staff. Higher wages to encourage attorneys to stay on with legal services.

17. We need more qualified attorneys and support staff committed for these purposes.
18. Hire more staff to be able to handle more cases and in more areas of the law.
19. Increase staff size
20. Provide a legal services office in this county with intake personnel and attorneys.
21. Hire more staff
22. Hire in house counsel for legal services
23. Add lawyers for Legal Services; increase salaries and benefits to increase retention; provide more oversight to ensure that caseloads are being distributed and handled equitably.
24. Increase the number of lawyers available to meet with every person seeking legal help so that every person needing help would have timely access to one-on-one consultations.
25. Have more attorneys on staff
26. Hire more attorney to fill the void. There are not enough attorneys or staff to provide a fraction of the needs in our area.
27. hire more legal aid attorneys
28. Hire more lawyers/paralegals and support staff and train them.
29. Provide more attorneys who would provide services
30. Raise the pay so experienced attorneys would be willing to stay instead of having so many law students and or inexperienced attorneys being involved.
31. Provide legal Aid of Arkansas with more staff
32. hire more attorneys and support staff
33. Increase staffing
34. Increase staff, thereby increasing the number of cases that can be handled.

35. Increase staff at legal services greatly!
36. Provide more attorneys and support staff.
37. More attorneys to assist those in need
38. Hire more legal aid lawyers.
39. Increase attorneys and staff at legal aid
40. Increase the number of attorneys to relieve the excessive case loads.
41. Add attorneys and offices.
42. Hire more free legal aide attorneys.
43. Hire more lawyers
44. hire more attorneys who actually go to court not just sit on the phone giving advice or doing intake or sitting in a group deciding how not to take a case.
45. Hire enough staff attorneys to handle the volume of cases.
46. Increase the funding to increase the staff
47. Hire more lawyers
48. hire more attorneys
49. hire back the staff we have lost
50. Hire more staff attorneys and rely on volunteers less.
51. Higher more support staff. Calling the legal aid office is a nightmare. It is hard to get through to an actual person. As an attorney I can not count how many times I have hung up because I could not get through to anyone...or the right person via the automated phone system...If I am having that problem, I can only imagine how the clients must feel
52. I would expand the number of full-time lawyers on Legal Aid of Arkansas staff and thereby expand the program. There are plenty of unemployed/underemployed lawyers out there right now; if we could find a way

to match unused talent with an underserved population we would be doing something great.

53. paying competent lawyers full time at a rate that they will remain there.
54. hire more staff attorneys
55. Hire more staff
56. Hire more willing, able, and cheerful attorneys.
57. Hire more attorneys and paralegals to develop cases
58. hire more attorneys who are willing to work with low-income individuals rather than relying in large part on those doing work pro bono to take care of the needs
59. Hire more attorneys/staff to handle family law cases.
60. Increase capacity of the legal services organization by hiring more support staff and attorneys.
61. Hire more attorneys and 2 secretaries, a filing clerk, a receptionist, MORE STAFF. With "unlimited resources" of course, so this is not applicable to any problem at hand.
62. Hire more support & attorney staff.
63. add attorneys
64. Hire more lawyers and support staff for the non profits that service the community's legal needs.
65. Increase funding to Legal Aid so they could hire more lawyers and broaden their services. Establish a fund for young lawyers in private practice to be paid for representing low-income persons.
66. I would hire motivated, qualified attorneys within the existing legal aid structure.

5. Expand Locations

1. Open more offices around the State.

2. office in each judicial district
3. Set up offices in each county
4. open an office at a homeless shelter
5. More clinics throughout AR with computers for volunteers with Kemps etc on them.
6. Have someone available in each county on a regular basis
7. More regional offices.
8. Have more staff available in rural areas.
9. reopen the office in Mountain View. Focus on developing "store front" legal services offices in the rural communities. (location specific)
10. access in every county and city
11. have legal clinic offices available in every county seat
12. Maintain a high profile office in every county.
13. Establish offices in each county of civil public counsel. Each office would decide on a case by case basis if the party was indigent and in need of assistance.
14. More attorneys and support staff in more locations so access is easier.
15. Open fully staffed Offices in every county seat in the state
16. Increase number of office locations.
17. Put a legal aid office in every county
18. Hire a Legal Aid staff attorney in offices of circuit clerks.
19. Have Attorneys be available at Homeless shelters, Salvation Army, Seven Hills, etc...
20. Hire experienced attorneys that won't take much time to train and provide financial incentives for them to work in under-served regions.

21. Each county would have at least one lawyer/paralegal to provide civil legal aid much like the county agent system for agriculture. They would also provide triage for certain cases to other regional or area legal aid offices [sometimes virtually, sometimes physically.]

6. Innovations

1. Create a need based legal aid for divorce/custody/support cases not involving domestic violence.
2. Find a way to help the poor and lower middle class liigant to afford the exhausting and expensive run up to the actual trial of a case.
3. Create a problem solving court -- that address child support contempt cases, custody and visitation cases through referral to appropriate agencies and services that addresses employment, drugs, anger management, social security benefits etc.
4. start a trust to pay attys to take meritorious cases
5. Provide mediation for custody/visitation/child-support issues.
6. offer to pay all attorneys their going for cases taken for clients who have meritorious cases but no way to pay.
7. I would find a way to help abused children and women who are undocumented.
8. Address the issues of fines and costs that keep people from accessing the justice system resources they need.
9. Remove the fear that undocumented immigrants have that prevents them from seeking to challenge injustices against them. (Immigration)
10. Vouchers to private attorneys. (vouchers)
11. Try to involve families in the delivery of all types of services from divorce to FINS cases.
12. I would purchase a centrally located building to serve as the Veteran's and underprivileged persons' Court house and administrative office. As Chief Justice of the Veterans' and Underprivileged Court, I would spend my unlimited funds to hire independent contractors to serve as judges (such that if they were found to be taking payoffs or deciding cases in an otherwise political manner or

continually appointing personal friends as the "personal representative" of those citizens requiring such, that their contracts could be ended without need of an election or other political action. The Judges would be traveling judges, as would the legal counsel hired (also as independent contractors), all of whom would travel together throughout each county as "The Court" such that those persons needing representation (on both sides of a case if necessary) would always have a free attorney to represent them without need of funds to purchase an attorney's services or pay the costs of discovery and filing fees. (Veterans)

13. Help the people with disabilities who can't work get the medical and financial assistance they need. Most can't afford to go to the doctor to obtain the treatment they need and therefore can't prove they have a disability in order to receive benefits.
14. Provide a voucher system for low-income clients. If Legal Aid screens the client, the client would receive a voucher they could take to any attorney who wanted to be part of the program. The attorney would provide services and receive a set amount of payment after presenting the voucher to Legal Aid. Also, Legal Aid would provide high-quality, structured mentoring for new attorneys to encourage them to participate in the voucher program. Handling low-income clients is fairly difficult, while new attorneys are more likely to take less money for cases (keeping the Voucher costs low), they would need more assistance in handling difficult situations (keeping individuals who use the Voucher system happy). There should be a co-pay for EVERY client who uses Legal Services. It doesn't need to be much, but it is very important. (Voucher)
15. Motivate the paid lawyers to work as hard as the volunteers
16. Set up a low-cost payment plan for people to pay something for the services instead of just giving them away for free. (payment plans too?)
17. Set up a Veterans Only Legal Service
18. Hire business management leadership at Legal Aid of NWA. I worked in a 200+ attorney firm (Jackson Walker) a decade ago and volunteered 100+ hours in the offices of Legal Aid of NWA in 2012. Legal Aid is high volume and should run like a business. I believe the leadership should have business & project management experience. I saw hard-working people, but also inefficiencies and waste of talent and resources. I think the leader should be focused on running a great firm/office and not focused on representing clients. I think as a whole, Legal Aid would serve more clients in the end if the leader in the office was devoted mostly to running a great & efficient office (and not spending time representing clients) ... my two cents!

19. Create additional online tools to steer people through a process, similar to the Divorce Tool.
20. Legislate a template for non-profit mediation centers, allowing non-attorney volunteers to mediate cases. Set up a system of arbitration (or perhaps an ALJ) where both parents can have divorce/custody decided if they are both pro se. Become an exclusively no fault state with mandatory 6 month waiting period on divorces. Allow non-attorney's to give legal advice and prepare pro se documents (probably with a certification).
21. Give every court clerk and attorney a packet of forms for people to use in cases where an attorney isn't entirely necessary. Allow judges a wider berth to be able to grant pro se petitions that don't perfectly meet Civil procedure requirements, or at least an office where they can send forms to be adjusted if necessary. Way more advertising...most people don't even know that legal services can be free. Lots more attorneys for people with mental illnesses and ways to connect them with counselors and medical professionals.
22. I would set up court-based self-help centers based on the Minnesota model. (Use of a different state)
23. Significantly increase the number of legal aid attorneys so they could take all types of cases. I'd also like to see a public legal clinic in the law school that can take on the overflow cases.
24. Make delivery of services consistent so that access, eligibility and case acceptance was based on the same criteria regardless of where you lived in the State as long as there was merit.
25. Convene a meeting of all the statewide providers to discuss who handles which types of cases and how to represent individuals that fall through the cracks of civil legal services (for example, ineligible immigrants with civil legal needs) and to figure out how to increase pro se resources so that each agency could work more impactfully and efficiently.
26. A full-time legal services attorney and paralegal in each county, with adequate salary and benefits to meet the needs of the service provider. Or perhaps immediate student loan repayment for services provided (i.e., so many dollars per hour).
27. Increase capacity to take more individual cases, provide more holistic and comprehensive legal services and to address systemic issues through impact litigation.

28. Help individuals with mental disabilities get the help and services they deserve. Including suing state and federal govt.
29. Allow the client to qualify by phone or online. Have transportation to the Legal Services Office available
30. set up a foundation and hire a bunch of recent law school graduates to do the work
31. Improve and simplify telephone system
32. More staff, probably. More attorneys would be helpful, of course, but I also think a few community organizers would be a great boon to our work. We need people who are connected intimately to the communities, attending community meetings, getting on-the-ground impressions of what's needed, spreading the word about legal aid, etc., etc. This should improve our ability to do impact work, as we can potentially identify problematic patterns, find cases with good facts, and then litigate them as needed. Also, a community organizer could improve our public education capacity by suggesting relevant topics and then mobilizing an audience to turn out. Unfortunately, attorneys aren't trained in community connection bit and, even if they are good at connecting to communities, don't have the time to make that a central focus of their work.
33. Lawyers available for general consulting on insurance, family law, debt, and general legal questions. Like an ombudsman. Someone who could at least point someone unfamiliar with the law in the right direction, even if they couldn't handle their case all the way through.
34. Allow non-lawyers to perform certain tasks currently required to be done by a lawyer.
35. Make certain type of legal services available by forms, such as uncontested divorces and simple wills.
36. Improve the quality of the legal representation currently being offered.
37. on line filing with filing fees waived for homeless.
38. Assist eligible clients who cannot use Legal Aid because there is a conflict, ie the opposing party has applied for Legal Aid thus creating a conflict.
39. Take on cases in which individuals are being taken advantage by either the government or industry. I would also like to take on cases dealing with constitutional issues.

40. Set up free legal services/offices in county courthouses throughout the state. People are already accustomed to going to the county courthouse for various services. They often go to Clerk's office looking for legal advice, but get turned away. The courthouse, and county employees, are familiar to county residents who might seek legal services. Can be established in each county, or in a particular courthouse in several regions throughout the state. Also, would allow people to use the county legal aid's office to put in specific details about their case for later review and contact by a legal aid rep. In this way, the number of legal aid clinic employees can be limited, or non-existent at the local county or regional level since all that would be needed at the county/regional location is a computer.

7. Education

1. Community Awareness campaign
2. Take regularly scheduled education events to neighborhoods.
3. Provide information seminars to the elderly in the county.
4. Explain how the system works so people could understand it better and have a better understanding what to expect.
5. Make people more aware!
6. Educate legal types on what cases should be referred and how.
7. Education about system and getting word out that help is available for all.
8. Educate our law makers about the economic that new immigrants are bringing to our state. They all need to read the WRF new immigrant study that was just released.
9. Education - educate and inform the public about the services available through free legal services and how to access said services. communication- inform and clarify with those providing free legal services on how to effectively and efficiently communicate with the population in need of legal services.
10. Better education about, and promotion of, the services legal aid offers, both by directly speaking to groups of people (e.g. presenting at community group functions) and by reaching out to various community leaders and organizations.

11. Implement a vigorous education program re individual legal rights and the legal system.
12. Public education as to availability in respective fields/areas; regular legal clinics; free net access to all.
13. Make eligible individuals aware of these resources
14. I would create an easier way to find free legal services, such a centralized office.
15. Educate the public in hard to reach areas
16. Provide some kind of periodical reach out or on-site service to the VA.
17. Education of low income Arkansans
18. Get rid of the free online forms for divorce. Increase the efficiency of the intake process. Open a Conflicts division
19. Additional outreach for education/awareness of services provided by Legal Aid
20. Educate practicing attorneys, judges, and court clerks about the programs offered
21. Do more outreach to the service area. Maybe run an ad in local newspaper about rights, make a n appearance in public to serve maybe those who maybe cannot read or need hands on services. Attempt to equip the community with more tools applicable to specific interest or need.
22. Provide a central number and office to route the client to the appropriate agency. There needs to be a compilation of all services that are available with the guidelines for acceptance. For example; client needs legal aid with disability for veterans, who, where, and what type of services are available and what are the criteria for accepting case.
23. Offer educational/public informational meetings and provide 1-800 and have someone available to answer questions
24. Increase awareness and encourage referrals from legal community.
25. If we had unlimited resources, I would do much more outreach to access potential clients and also educate people in a variety of settings on their rights under the law so that they would have fewer legal issues down the road.

8. Advertise

1. More staff and advertising about services.
2. advertise in all parts of the state using various media to make more people aware how to access free legal services.
3. Get the word out about what we do through television ads.
4. Advertise more. Many do not know what services are available or where to go to access them.
5. Advertising.
6. Advertise services available
7. advertising on TV
8. Aggressive advertising through radio, print, television and Internet.
9. I would, perhaps, advertise on local television. Leave informational flyers at the social security offices, DMV, etc.
10. ADVERTISE
11. Get the word out and make it known that it was available. Advertising.
12. Publicize the availability of free legal services.
13. Publicity
14. Getting the word out about services available. Most people don't realize there is an option to get legal help at reduced or free costs.
15. Marketing campaign
16. more visible legal aid in low-income areas
17. Market it
18. Advertise.
19. Advertise on TV

20. Spend money on advertising legal services and on educating the public.
21. Advertise more. So many people don't even know about what's available. Literature or something should be available at every courthouse as well.
22. market legal services in the community--television and facebook, etc.
23. advertise and web site
24. Advertise
25. Publicize via television, radio & billboard ads; arrange more consistent transportation, especially in outlying areas.
26. Community outreach.
27. Engage in a informational campaign to inform the indigent and near indigent of the availability of free legal services and the nature of services available to them. I also would locate an office in the major communities with an adequate staff receiving adequate pay.
28. Provide more public announcements of available services and provide services where clients exist.

9. Pro Bono

1. Require pro bono work of all liscensed attorneys.
2. Not a clue. More pro bono attorneys would be the only thing.
3. I'll tell you something cheap: Lawyers have to provide 50 hours of pro bono services per year. Make it a reportable event.
4. Advertise it better, but then it would create a free-fall of folks wanting free legal services who could afford it, but just want something for free. Then, we would have to create more jobs to figure out who really needs free legal help and who doesn't; thus defeating the purpose of the program. I get cases all the time that I work basically for free, and the clients have no idea what VOCALS is. It would be helpful if I could work for free via VOCALS, instead of just working for free, which no one seems to care about or recognize, and then I have to involuntarily represent a Federal prisoner who wants a different color pen to write with, or a tuna salad sandwich.

5. More recruiting of pro bono attorneys.
6. Take more cases for free.
7. Require lawyers to give a certain amount of time to free legal services
8. More staff attorneys, and someone to work full-time with private lawyers to get their commitment to handle more matters on a pro bono basis
9. Require that every attorney engage in 50 hours pro bono assistance annually as a requirement of maintaining her/his license to practice law.
10. Increase marketing to lawyers and to potential clients. Maybe, sponsor in multiple areas in the state a substantive, all day free CLE in exchange for lawyers agreeing to volunteer for legal aid. And, maybe develop a certification program in which lawyers/law firms are certified as providing 50 hours of confirmed pro bono publico hours in a year.
11. take on more pro bono cases
12. Appoint or solicit help from attorneys that specialize in that field OR offer training to attorneys not specialized so that they can provide the services pro bono
13. Re-instate allowing attorneys to opt out of providing pro bono work in exchange for a dollar amount donation and mandate the pro bono work, if the donation option is not taken. As it is part of the oath you take as an attorney, service (pro bono) hours could be tracked and those that did not put in six hours per year could pay or catch up. Somewhat like the CLE hours are tracked.
14. Have a system set up that encourages private attorneys to do more pro-bono work. (vouchers)

10. Fundraising

1. Increase the amount of money available to to CALS and Legal Aid by ten times the current amount.
2. donate money for legal aid to accept more cases
3. Provide additional funding for legal aid.
4. Give more funding to legal service organizations to enable them to hire more staff (attorneys and support staff) and also, hire attorneys with more experience.

5. Raising salaries of legal aid attorneys to near other state paid attorneys.
6. Triple budget of legal aid, to hire more attorneys and accept uncontested divorce cases.
7. Donate to any and all resources to aid in the delivery of free legal services.
8. Give money for attorneys and other legal staff salaries.

11. Legislation

1. Advocate for additional funding and support for provision of unbundled legal services.
2. Class action on Housing matters.
3. Legislate or otherwise change the eligibility requirements so that low income consumers can qualify for legal aid.

12. Transportation

1. Provide transportation to locations where it is being given.
2. Provide transportation or telephone access.

13. Screening

1. Make sure the services are provided to those who truly need it. Some cases are being sent out to volunteers that should not qualify for the program. This limits the ability of those in true need from receiving services.
2. While everyone should have access to basic legal representation, I feel many times that precious resources are wasted on bad facts cases where the people involved are wrong or trying to "lawyer" out of their legal and ethical obligations. For example, take debt cases. If they really owe but can't pay, they need to be counseled to file bankruptcy or be educated that their SSI benefits cannot be garnished. They could also assist with a payment plan. Time doesn't need to be spent looking for creative ways to get them out of their real and ethical obligation. That pro bono time needs to be spent with a mother and child who need child support.

3. I would prioritize more domestic matters and provide services to custody cases and guardianship cases.
4. There are a lot of people who maybe don't qualify for legal aid, but can't afford an attorney. In my practice I turned down many people because they could afford to maybe pay a little at a time (\$50/month), referred them to Legal Aid only for them to call back and say Legal Aid wouldn't take them. Most of them I guess did without because I couldn't afford, or take the risk of getting small payments over the course of a year or more.
5. Screen the needs of clients
6. Increase staff and pre-screen potential clients concerning order of protections. I've been opposing counsel on approximately 4 different cases within the past year concerning order of protections. I have represented the father and each time the judge found that there was insufficient evidence to warrant an order of protection. I felt that the legal aid resources were wasted.

14. Uncategorized

1. Appoint counsel in cases.
2. I wouldn't
3. Pay all attorneys for their work with the unlimited resources. (Uncategorized)
4. I would take all the forms off the supreme Court Webb page. Persons representing them selves slows down the docket and makes the Judge do all the work an attorney should do (Uncategorized)
5. Pay for competent representation for those who need free legal services and provide access for the clients. (Uncategorized)
6. i would represent the least of these for free.
7. Provide more money to ad litem for children
8. Provide free healthcare to all citizens. I am not impressed with this survey so far.
9. probably consumer services followed by employment services
10. provide education and jobs

11. Hire me as director
12. I realize that a goal of Legal Aid Programs is to represent fewer number of clients and focus on cases that result in systemic changes. However the practical effect is that there are many poor persons in Arkansas who need legal aid lawyers to represent them in family law cases. They are not getting the help they need . My answer to #9 is 50% criminal and 50% non criminal
13. There is not Access to Justice. Public Defenders don't have time or resources to handle civil forfeiture actions frequently filed on criminal clients. People can't afford an attorney every time there is a material change in circumstances which affects child support/custody/visitation. There are probably other areas where a person can't resolve an issue because they cannot afford a lawyer and legal aid covers only a small amount and other places where an attorney should not be necessary.
14. I would offer to represent the client in the case presented, if I felt competent is that area of law. It seems to me that people I refer to the legal referral agencies most often are told that they cannot be helped because the case load of the agency is too great. That obviously is the case since your survey is being conducted in the first place.

Appendix K: Institutional Review Board (IRB) Exemption Letter

University of Arkansas at Little Rock
Office of Research and Graduate Studies
Institutional Review Board

To: Margaret Hobbs, Clinton School of Public Service
John DiPippa

From: Dr. Elizabeth Sherwin, IRB Chair

CC: Edwina Mosby, Assistant Research Compliance Officer

Date: December 11, 2012

Subject: Study Title: "Assessing the Civil Legal Service Needs of Low-Income Arkansans"

The Institutional Review Board (IRB), which governs human use studies, has considered the above research and on the basis of your application, our understanding is that this project involves the collection or study of existing data, documents, or records. These sources are either publicly available or the information is recorded by the investigator in such a manner that subjects cannot be identified directly or through identifiers linked to the subjects. **Therefore, it has been determined that this research does not qualify as human subjects research based on 45 CFR 46.102.**

With this determination, the investigator assumes the responsibility for notifying the IRB if any changes should develop in the methodology that might require human subjects review by the UALR IRB.

The Institutional Review Board (IRB) of the University of Arkansas at Little Rock meets the requirements as set forth in 45 CFR 46 (Rev.). Additionally, the IRB meets the requirements as set forth in 21 CFR 56 (Rev.).

If you have any questions regarding this action, please contact Edwina Mosby at 501-683-7693 or via email at etmosby@ualr.edu.