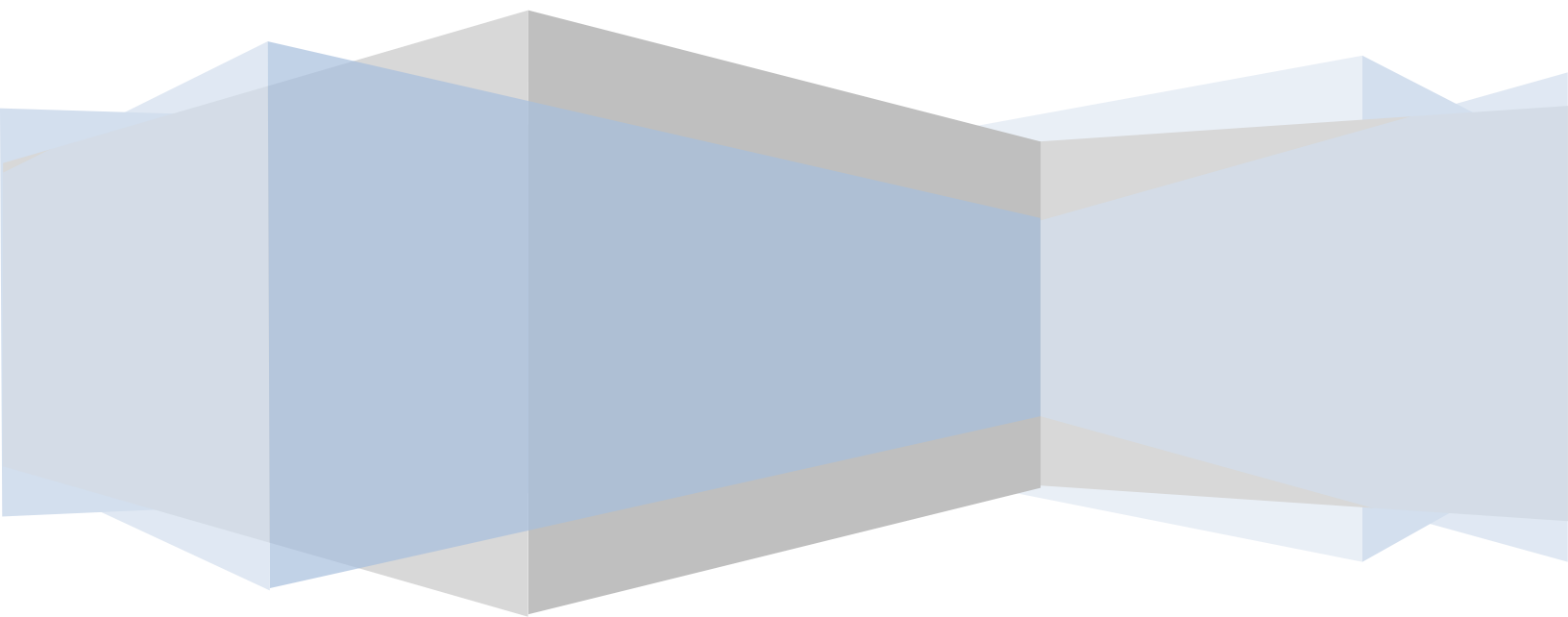


# ACCESS ACROSS AMERICA

## FIRST REPORT OF THE CIVIL JUSTICE INFRASTRUCTURE MAPPING PROJECT

OCTOBER 7, 2011



Authored by Rebecca L. Sandefur and Aaron C. Smyth

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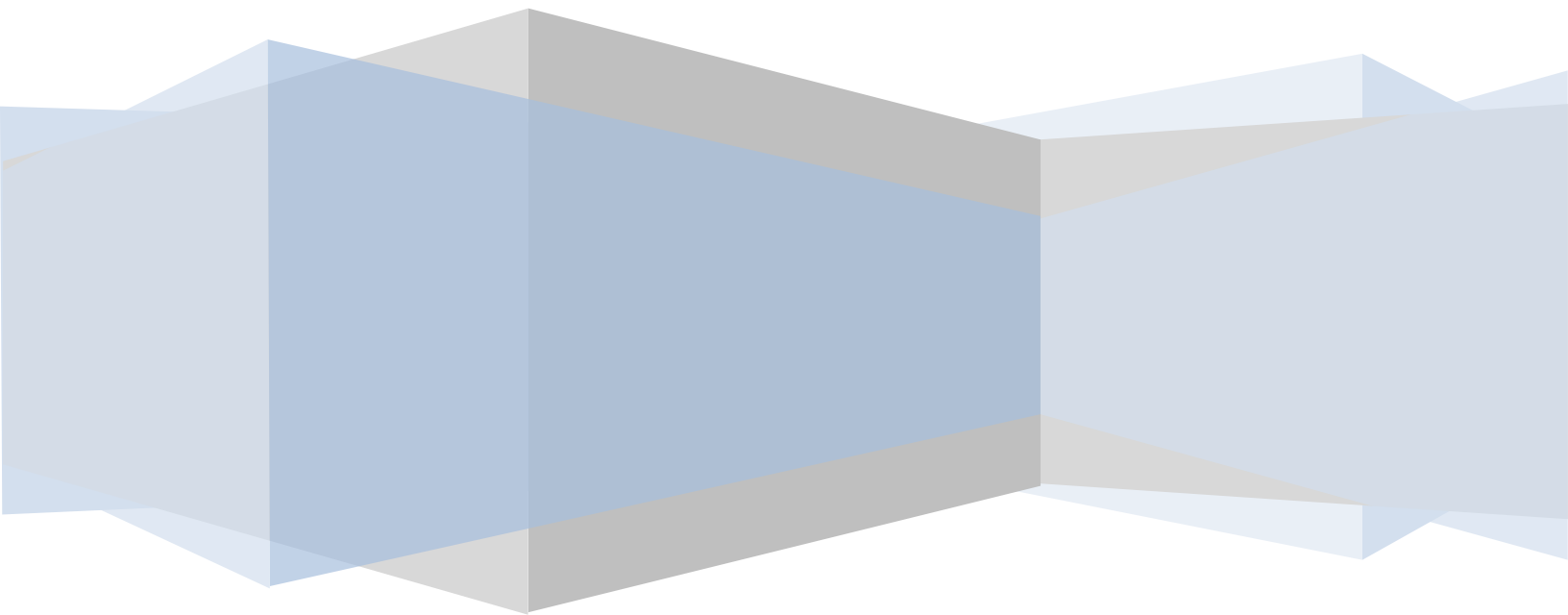
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# EXECUTIVE SUMMARY



# EXECUTIVE SUMMARY

*ACCESS ACROSS AMERICA* is the first-ever state-by-state portrait of the services available to assist the U.S. public in accessing civil justice. The report documents, for the nation as a whole and individually for the 50 states and the District of Columbia:

- Who is eligible for free civil legal information, advice or representation (civil legal assistance services);
- How civil legal assistance services are produced and delivered;
- How eligible people may connect with services;
- How civil legal assistance is funded;
- How civil legal assistance is coordinated;
- How both no-fee and fee-generating limited-scope civil legal services are regulated.

The overall picture is one of a great diversity of programs and provision models, with very little coordination at either the state or the national level.

## PRINCIPAL FINDINGS

### ➤ DIVERSITY AND CREATIVITY

The existing civil legal assistance infrastructure is, in effect, the output of many public-private partnerships, most of them on a small scale. Publicly supported programs exist to provide assistance in accessing civil justice to a wide range of groups, including the low-income population, the elderly, American Indians, veterans, homeless people, people with disabilities, and people with HIV/AIDS. In addition, some free services are offered to the general public. States exhibit a great diversity of models for delivering civil legal assistance and for connecting with eligible populations. Innovative means of connecting with clients and delivering services are becoming more wide-spread, including co-located services, hotlines, and various forms of court-based limited legal assistance. Funding for civil legal assistance comes from a wide range of public and private sources.

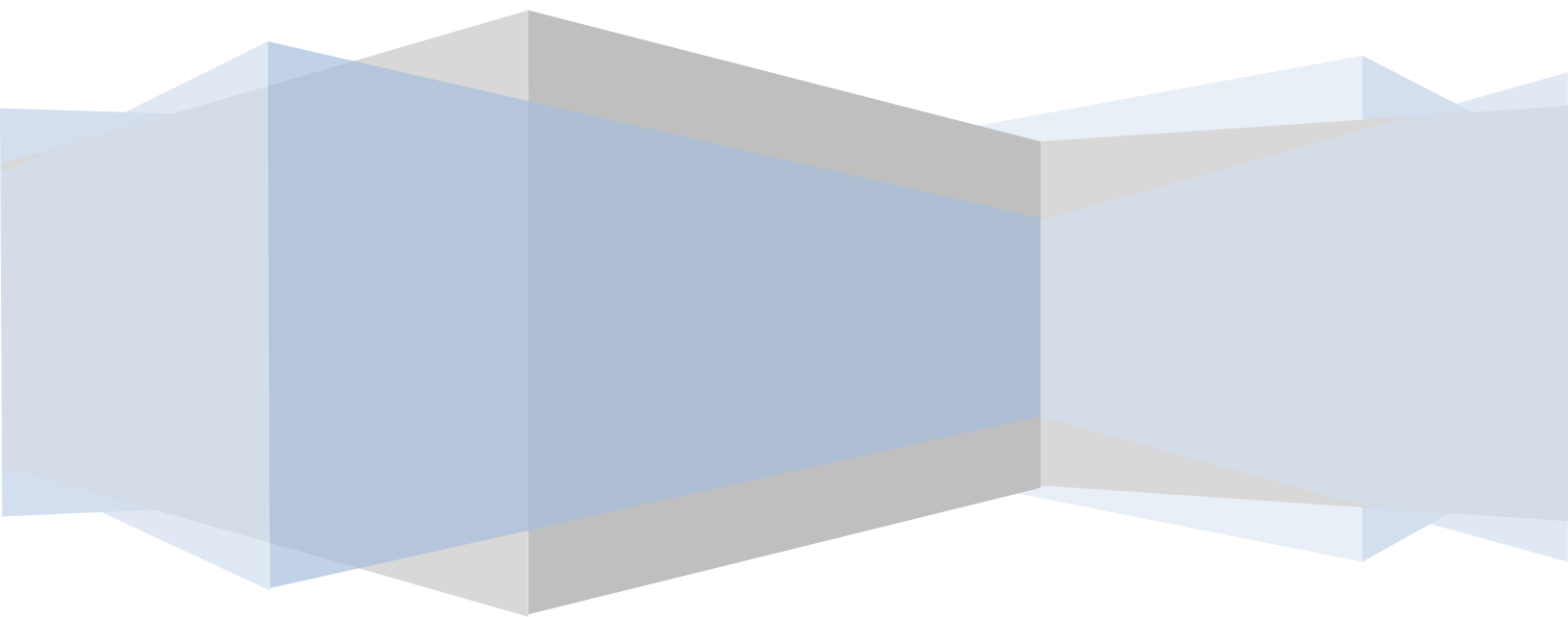
### ➤ FRAGMENTATION AND INEQUALITY

States differ substantially in the resources available to support civil legal assistance, in the kinds of services that are available, and in the groups served by existing programs. Little coordination exists for civil legal assistance, and existing mechanisms of coordination often have powers only of exhortation and consultation. Thus, in most states, the public's civil legal needs are not routinely assessed and no entity can ensure that services in specific areas match the needs of the eligible populations in those areas. However, even with these limited powers, the presence of coordination mechanisms is related to some of the differences between states in funding for civil legal assistance and may affect the effectiveness and efficiency of service delivery.

### ➤ GEOGRAPHY AS DESTINY

Diversity and fragmentation combine to create an access to civil justice infrastructure characterized by large inequalities both between states and within them. In this context, geography is destiny: the services available to people from eligible populations who face civil justice problems are determined not by what their problems are or the kinds of services they may need, but rather by where they happen to live.

# ACKNOWLEDGEMENTS



# ACKNOWLEDGEMENTS

The *Access Across America* report and the Civil Justice Infrastructure Mapping Project were made possible by the hard work and support of many people and organizations.

Major funding for the project was provided by the American Bar Foundation. Additional generous funding was provided by the Friends of Legal Services and the Legal Services Corporation.

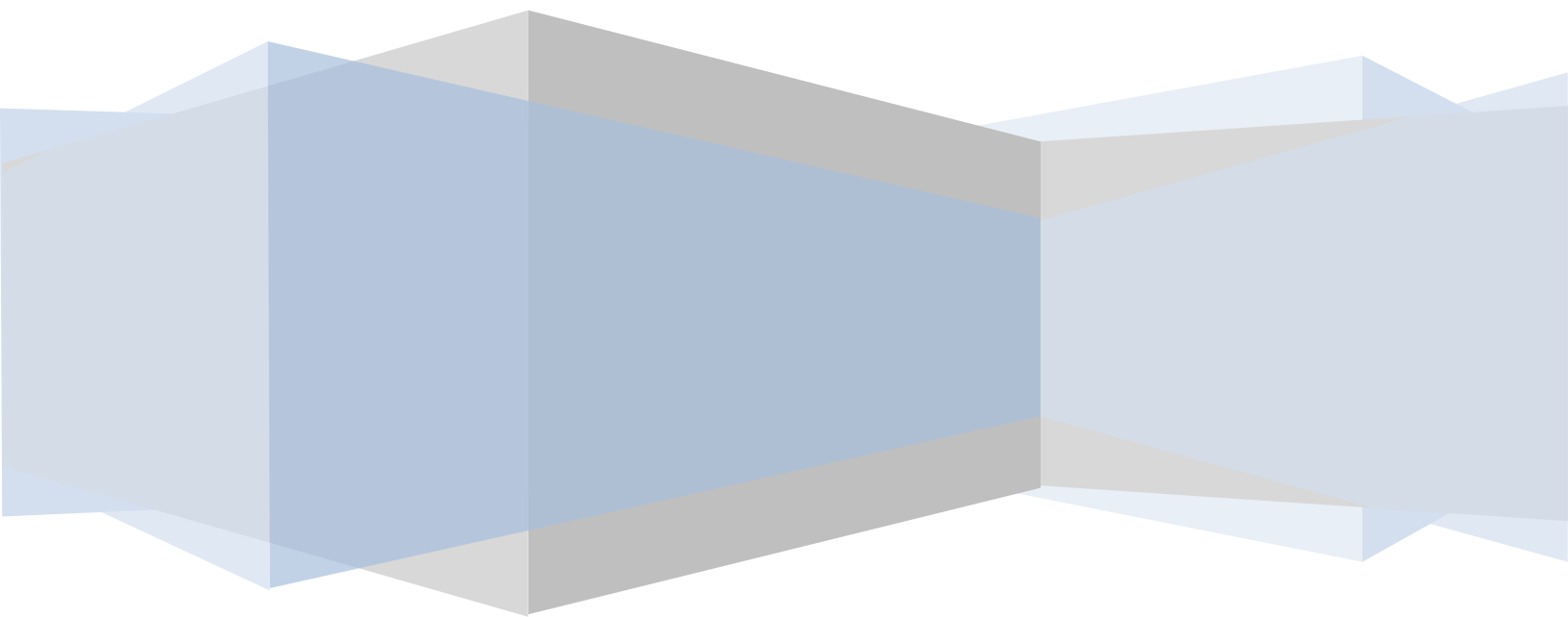
A number of people gave generously of their time to answer our questions and share their perspectives. Among these were the anonymous respondents to the key informant surveys, whom we thank for their time and attention. We are also grateful to Jon Asher, Terry Brooks, Craig Baab, Robert Echols, John Greacen, Beverly Groudine, Greg Hurley, William Hornsby, Karen Lash, Meredith McBurney, Wayne Moore, Daniel Olmos, Lynn Overmann, David Santacroce, Lorne Sossin, Mary Stratton, Aneurin (Nye) Thomas, and Richard Zorza.

Jeanne Charn and Jeffrey Selbin graciously served as our advisory board, providing insightful suggestions at every stage of the project.

Jennifer Anderer, Kaasha Benjamin, and Angela Yu provided superb research assistance on the Civil Justice Infrastructure Mapping Project. Ryan Hunter, Jordan Jeffrey and Jordan Segall provided the same for an earlier project conducted at Stanford University that fortuitously served as pilot for this research. We are very grateful to Anne Godden-Segard for her keen editor's eye and insight.

This report reflects the views of its authors, and does not necessarily reflect the views of the American Bar Foundation, the Legal Services Corporation, the Friends of Legal Services, or any of the individuals who contributed to bringing this work to fruition.

# PREFACE





# PREFACE

This effort at a comprehensive mapping of the civil justice infrastructure grew out of a shared realization by leaders of the Legal Services Corporation, staff in the U.S. Department of Justice, and scholars at the American Bar Foundation that we lacked basic information about civil legal needs and the provision of civil legal assistance. The project was led by Rebecca Sandefur, a leading figure in studies of access to justice and Senior Social Scientist at the American Bar Foundation and professor of sociology at the University of Illinois. With the aid of a team of researchers, Sandefur and her co-author Aaron Smyth systematically collected data from a wide range of published sources and through surveys of key informants in the 50 states and the District of Columbia. The result is a unique resource that will be of interest to policymakers, providers of legal services, and researchers.

Never before have these kinds of data been assembled at the state and national level in the United States. The report brings together information on eligible populations, the funding of civil legal assistance, mechanisms of coordination and delivery, and the regulation of legal services provision. This combination of data advances a systemic analysis of civil legal assistance.

The results are sobering. They underscore a fundamental absence of coordination in the system, fragmentation and inequality in who gets served and how, and arbitrariness in access to justice depending on where one lives. While documenting these challenges, the report also suggests that lawyers and other providers of access to justice have been enormously creative in their efforts to provide civil legal assistance to those who need it.

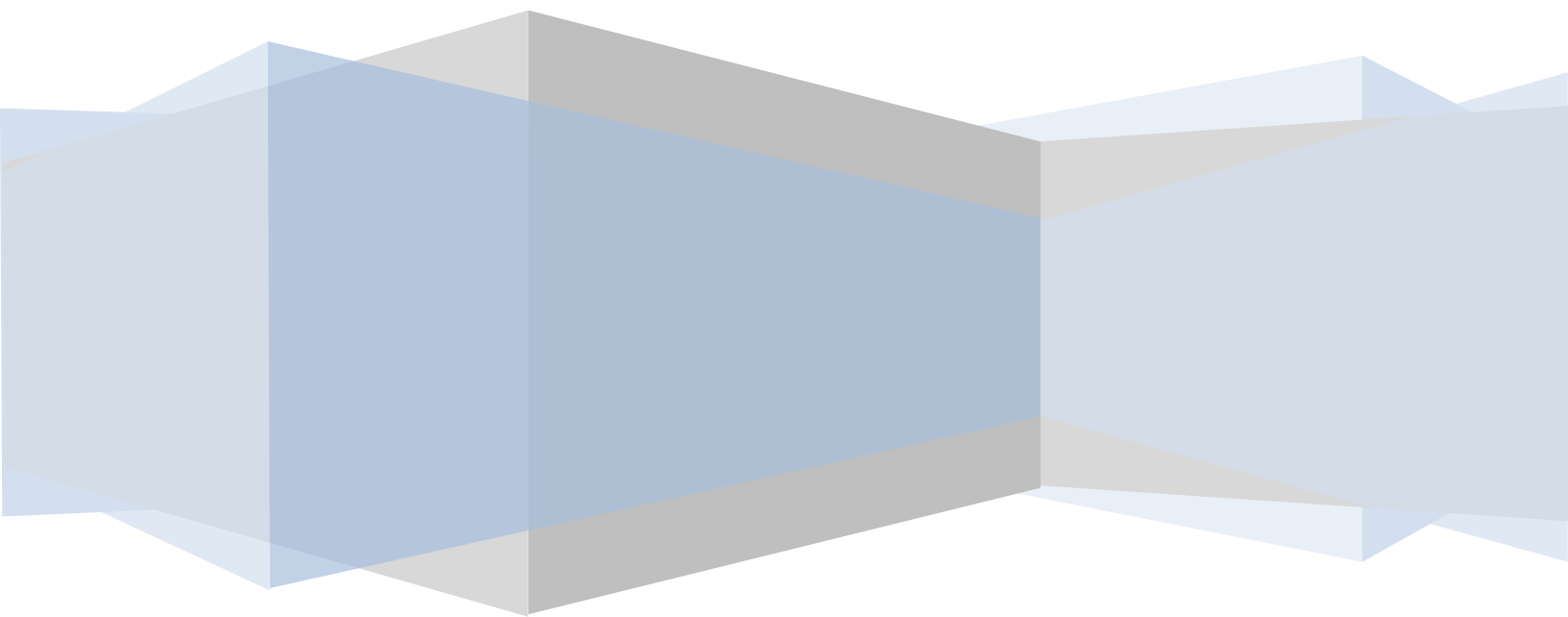
It is our hope that this first map of the infrastructure of access to justice will lead to further sustained efforts to measure change over time and across jurisdictions, as well as to other research that seeks to analyze the reasons for the kinds of variation we observe. It is only through systematic measurement of trends in the public's need for civil legal assistance and the public and private responses to that need that we can chart a course for future policy.

We hope this report will contribute to the strengthening of America's civil justice infrastructure. Without an effective system for the delivery of civil justice, this nation's commitment to equal justice and the rule of law is but a hollow promise.

Robert L. Nelson

Director and MacCrate Research Chair in the Legal Profession, American Bar Foundation  
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# INTRODUCTION



# INTRODUCTION

In the contemporary United States, civil justice problems are widespread. The most recent national survey of low- and middle-income households in the U.S. found that about half of these households were experiencing at least one problem that had civil legal aspects, raised civil legal issues and was potentially actionable under civil law (American Bar Association Consortium on Legal Services and the Public 1994a: Table 3-1; see, generally, Genn 1999). These common problems had potentially wide-ranging and powerful impacts on core areas of life such as personal finances, housing, employment, benefits, the care and custody of minor children and dependent adults, neighborhood safety, and environmental conditions (Sandefur 2010). Though that survey is now almost twenty years old, it represents the most current nationally representative information about public experience with civil justice problems in the United States. More recent studies among low income populations in specific states or communities have often found even higher rates of the incidence of civil justice problems (*e.g.*, Legal Services Corporation 2005: 9-14, 2009:13-18).

When people face civil justice problems or civil court proceedings in the United States, they do not have a constitutional right to counsel (but see Abel and Rettig 2006). However, civil legal assistance - or free legal information, free legal advice or free legal representation - is available to a range of groups targeted by various social and justice policies, including low-income persons, the elderly, people with disabilities, members of Native American groups, people with HIV/AIDS, homeless people, and veterans. Another group of free services is available to the general public. The most notable example of these are the services provided by court-based self-help centers established in recent years to assist unrepresented litigants pursuing their claims in civil trials and hearings.

In the United States, civil legal assistance is not an entitlement to eligible populations, but is rather provided in the volume permitted by available resources. Some of the free services in the United States are heavily over-subscribed, with many more eligible people wishing to use them than can be served with existing resources. For example, recent *Justice Gap* studies conducted by the federal Legal Services Corporation (LSC) have found consistently that LSC-funded civil legal aid offices turn away at least as many eligible clients as they serve for lack of resources to serve them (Legal Services Corporation 2005, 2009).

We witness today a revitalized interest in empirical studies of access to civil justice and in innovative models for providing civil legal services (Sandefur 2009a). For example, in at least three states empirical evaluations of the impact of counsel in civil matters are planned or already up and running, including the ambitious state-funded evaluation project scheduled to commence this fall in California under the Sargent Shriver Civil Counsel Act. The ‘unbundling’ of legal services has opened up opportunities for innovations in both fully subsidized and market-based delivery models. In March 2010, the current presidential administration established an Access to Justice Initiative in the Department of Justice charged with, among other tasks, “encouraging the development of more thoroughly evidence-based solutions to problems in the delivery of legal services” (United States Department of Justice 2011). Other developments signal the growing interest of both scholars and policy makers (Selbin, Rosenthal and Charn 2011).

The *Access Across America* report follows on a growing body of research that has sought to understand how people can access civil justice in the U.S. context. The Legal Services Corporation, the central public funder of civil legal aid for low-income people in the United States, has for many years published an annual *Fact Book* that documents service activities of its grantees (e.g., Legal Services Corporation 2011). Over the past decade, projects of the American Bar Association's Standing Committees on Delivery of Legal Services, on Legal Aid and Indigent Defendants and on Pro Bono and Public Service, along with the National Legal Aid and Defender Association, have sought to document different aspects of how civil legal assistance is funded and delivered and can be supported and encouraged. These groups have also begun to document developments in the regulation of legal services that shape how both free and market-based legal services can be provided. Their projects have explored pro bono programs, rules of professional conduct governing the delivery of limited legal assistance, state access to justice initiatives, and funding for civil legal aid, among other topics (e.g., American Bar Association 2009, 2010, 2011a, b; National Legal Aid and Defender Association 2005, n.d.). The civil legal services delivered by law school clinics as part of students' clinical training have been a subject of the Center for the Study of Applied Legal Education project at the University of Michigan Law School (Santacrose and Kuehn 2008). Still other projects attend to other pieces of the access infrastructure, such as legal advice hotlines, court-based self-help centers, and medical-legal partnerships (e.g., Center for Elder Rights Advocacy 2011; National Center for Medical-Legal Partnerships 2011; National Center for State Courts 2010). The vast majority of this work is descriptive, documenting aspects of each piece of the access to civil justice infrastructure separately.

While past research has tended to focus on single tiles in the mosaic, a new project of the American Bar Foundation, the Civil Justice Infrastructure Mapping Project, brings together for the first time information about different elements of the access to civil justice infrastructure to provide a more holistic portrait of the access services available today. In addition to examining the wide range of means that exist to deliver civil legal assistance, the project also explores some aspects of how market-based legal services may be provided across states. The market is clearly an important source of legal services for groups eligible for civil legal assistance. Available evidence suggests that when low-income people face civil justice problems and seek out a lawyer's help, most of their contacts with attorneys are actually not with legal aid or pro bono attorneys, but rather with private practice lawyers and in the context of fee arrangements (American Bar Association Consortium on Legal Services and the Public 1994b: Table 5-12; Sandefur 2007:82-83).

For each state and for the nation, this *Access Across America* report includes information about eligible populations and about five different aspects of the access to civil justice infrastructure:

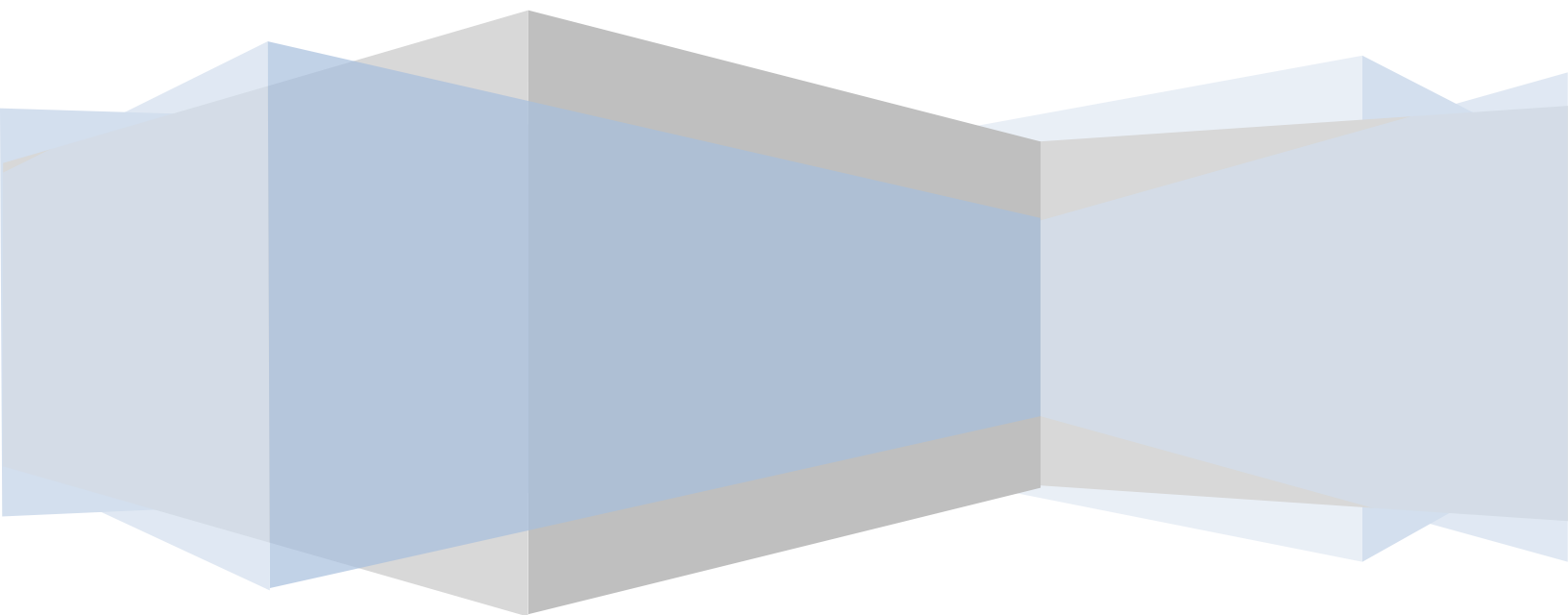
- (1) *Providing Civil Legal Assistance.* Different models through which free civil legal information, advice, and representation are provided, including staffed legal aid offices, judiciary programs, pro bono programs, law school clinics that serve high volumes of clients, courthouse lawyer-for-a-day programs, telephone hotlines, websites, and computer kiosks or staffed self-help centers located in courthouses.
- (2) *Connecting with Civil Legal Assistance.* Different means through which people can connect with free civil legal information, advice, or representation, including accessing services via the internet or telephone, in-person in courthouses, or through co-located services, such as medical-legal partnerships.
- (3) *Funding Civil Legal Assistance.* Selected information about sources of financial support for providers of free civil legal information, advice, or representation.

- (4) *Coordinating Civil Legal Assistance.* Means through which providers and funding of free civil legal information, advice and representation may be coordinated at the level of states.
- (5) *Regulating Legal Services Provision.* Recent developments in laws, regulations and rules of professional conduct that facilitate the creation of new models of for-profit service provision and innovations in free service provision.

This Introduction outlines the report's structure and content. An Executive Summary concisely describes the project and highlighted findings. The main body of the report consists of three parts. Part I describes the Civil Justice Infrastructure Mapping Project, which provides the data for the report. Part II presents a national portrait of the access to civil justice infrastructure, describing general patterns observed across the 50 states and the District of Columbia. Part III presents detailed reports for every state, including information on eligible populations and how access is provided, funded and coordinated, how people may connect with services, and recent changes in the regulation of legal services provision. Appendix A describes how the data for the report were collected; Appendix B provides a glossary of specialized terms.

# ACCESS ACROSS AMERICA

## PART I: CIVIL JUSTICE INFRASTRUCTURE MAPPING PROJECT



# ACCESS ACROSS AMERICA, PART I: CIVIL JUSTICE INFRASTRUCTURE MAPPING PROJECT

The *Access Across America* report presents the first-ever state-by-state portrait of the infrastructure of access to civil justice in the United States. The report is a product of the Civil Justice Infrastructure Mapping Project (CJIMP), an activity of the Pursuing Law's Promise research initiative of the American Bar Foundation. This new initiative is dedicated to rigorous empirical research of both scholarly depth and policy relevance on pressing questions of access to justice. CJIMP was conducted with generous support from the American Bar Foundation, the Legal Services Corporation, and the Friends of Legal Services.

Capturing the state of the field. The project focused on five aspects of the access to civil justice infrastructure in the United States today: the variety of types of programs through which civil legal assistance services are provided; the variety of means through which people may connect with services; mechanisms of potential state-wide coordination for civil legal assistance; sources and amounts of funding for civil legal assistance; recent changes in laws, regulations and rules of professional conduct that facilitate innovations in how civil legal assistance and market-based civil legal services may be provided. For each state, the report identifies whether each of the studied types of activity is occurring in that state and what populations are currently being served.

Integrating elements for a more holistic understanding. Past research has usually considered the access to justice infrastructure piece-by-piece, documenting separately and in isolation populations eligible for free civil legal information, advice, or representation and specific service programs that target them. By contrast, CJIMP provides a more holistic portrait by bringing together for the first time information about different elements of the access services available today to low-income people and other groups.

Focusing at the state-level. The report explores the access to civil justice infrastructure at the state level. In the contemporary United States, civil legal assistance is organized at this level in important ways, with state courts, state legislatures, state bar associations, and state access to justice commissions often taking leadership roles in developing new programs and seeking new funding (Charn 2009: 1033). Significant sources of financial support, most notably federal Legal Services Corporation grants to civil legal aid providers, are allocated across states according to the size of state eligible populations. Similarly, legal services markets and the occupations that provide legal services, such as lawyers and paralegals, are regulated principally at the level of states.

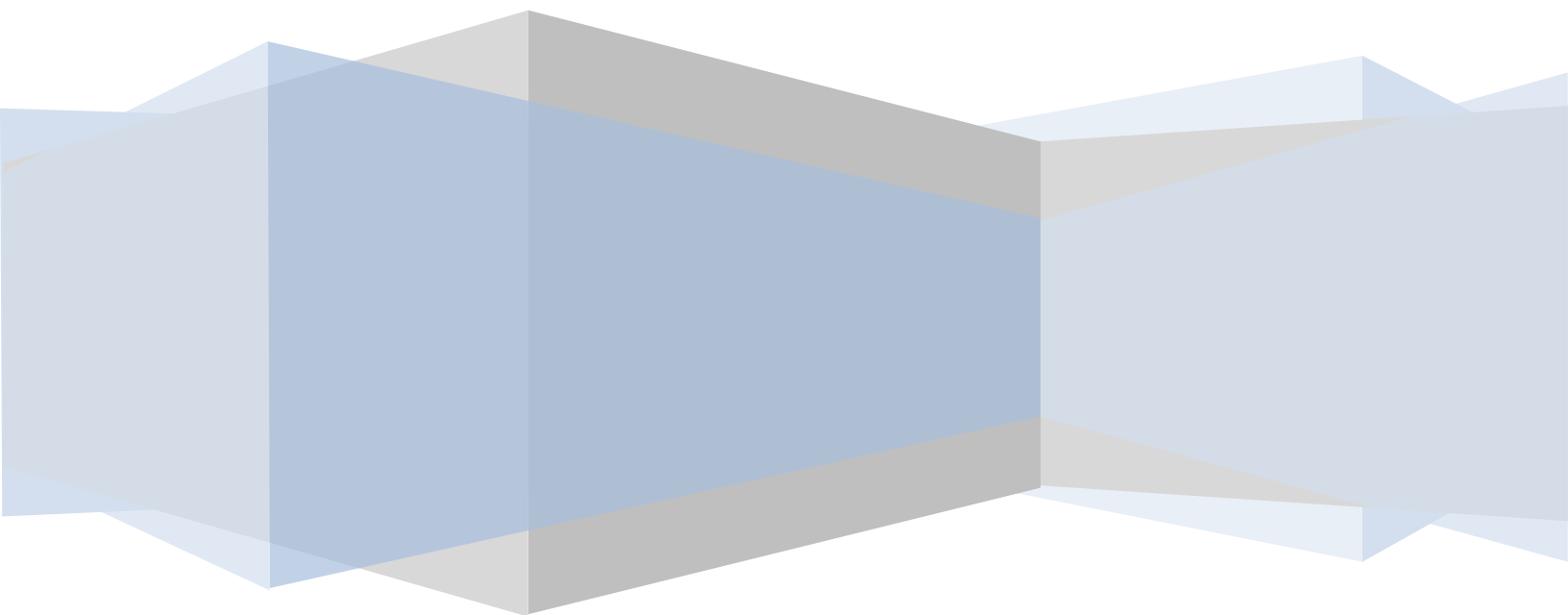
Gathering information from many sources. Over eight months of data collection, from October 2010 to May 2011, the project gathered information from a wide range of both primary and secondary sources. This process is described in detail in Appendix A of the *Access* report. In compiling the information for each state, every attempt was made to be accurate and thorough. When possible, we sought multiple sources of information for each fact about each state. Some information came from public data providers such as the United States Bureau of the Census. Other information came from compilations by groups that solicit information from civil legal assistance providers about the services that they provide. Still other information came from scholarly articles,

monographs, and reports by committees of the organized bar. Finally, we gathered additional information from public statements that civil legal assistance programs make about their own work, as when, for example, programs describe their activities on their own websites. Information from this last kind of source is as accurate and current as the public statements that providers and other agencies make about themselves and their work. Civil legal assistance programs that do not publicize their activities may have been invisible to CJIMP researchers. Unfortunately, if our extensive searches were unable to find these programs, they may also have been invisible to potential clients, potential volunteer staff, or potential donors. We hope that this report will be the first from the Project, and we welcome readers' suggestions and amendments.



# **ACCESS ACROSS AMERICA**

## **PART II: A NATIONAL PORTRAIT**



# ACCESS ACROSS AMERICA, PART II: A NATIONAL PORTRAIT

## ACCESSING CIVIL JUSTICE IN THE UNITED STATES TODAY

In the contemporary United States, free legal information, advice and representation (or, civil legal assistance services) are delivered in an enormous variety of ways, to a number of different groups, by a large and diverse set of providers who are themselves funded by many different sources. Service projects are typically locally initiated and funded through grants and donations. Individual providers of many different kinds – for example, courts, legal aid offices, volunteer lawyer groups, non-profit service organizations, law school clinics – conceive of projects that target clients in their own state or local area and apply for grants from a variety of public and private sources to fund them. The existing civil legal assistance infrastructure is, in effect, the output of many public-private partnerships, most of them on a small scale.

The products of this activity are summarized in the national portrait presented below. It documents both the contemporary landscape of service provision and recent changes in the regulation of lawyers, legal services markets and allied occupations that may affect how both market-based and free civil legal services can be provided in different states. The portrait reveals an enormous diversity of programs and provision models, with very little coordination at either the state or the national level. Diversity and fragmentation combine to create an access to civil justice infrastructure characterized by large inequalities both between states and within them. In this context, geography is destiny: the services available to people from eligible populations who face civil justice problems are determined not by what their problems are or the kinds of services they may need or be able to use, but rather by where they happen to live.

The first section, *Who Is Eligible for Civil Legal Assistance?*, reports on the types and sizes of populations eligible for different kinds of civil legal assistance services. The second section, *How Is Civil Legal Assistance Delivered?*, explores different means through which free civil legal information, advice and representation are currently delivered. The next section, *How Can People Connect with Civil Legal Assistance?*, turns to different routes that providers have devised for members of the public to contact providers of civil legal assistance services. The third section, *How Is Civil Legal Assistance Funded?*, discusses sources of civil legal assistance funding and provides selected information about amounts. The fourth section, *How Is Civil Legal Assistance Coordinated?*, describes existing structures for coordinating civil legal assistance at the state level, while the final section, *How Are Legal Services Regulated?*, reviews contemporary rules governing who may provide what kinds of civil legal services to the public.

## A NATIONAL PORTRAIT

### *Who is Eligible for Civil Legal Assistance?*

In the United States, a wide range of groups is eligible for free civil legal information, advice or representation. The largest subgroup of the population targeted for assistance by contemporary social and justice policies is the low-income population. People living in households with incomes at or below 125% of the federal poverty level are eligible for assistance under the financial means test established by the central national funder of civil legal assistance, the federal Legal Services Corporation. In 2010, a family of four making \$27,641 or less would qualify under this means test (US Bureau of the Census 2011a); almost 57 million people were eligible for civil legal assistance by this standard in 2009.<sup>1</sup>

Though poor people are perhaps the best-known recipients of civil legal assistance, there are in fact a number of population groups eligible for aid. Publicly supported programs exist to provide assistance in accessing civil justice to the elderly (approximately 55 million people), American Indians (two and a half million people), veterans (over 22 million people), homeless people (over 600,000 people), people with disabilities (more than 36 million people), and people with HIV/AIDS (over a million people). In addition, some free services are offered to the general public. The most prominent example of such services is court-sponsored self-help services for unrepresented civil litigants. Some kinds of legal information, such as the information and forms provided free on some state court websites, are available to the general public, as well.

Table 1 lists the principal groups targeted by civil legal assistance programs in the United States and the number of persons in each group, as well as the total US population. The state reports present this information for each individual state.

Table 1. Principal Populations (in Millions) Eligible for Civil Legal Assistance and Total Population: United States, 2009

Income below 125% of federal poverty level	56.8
Elderly (aged 60 or older)	55.4
American Indians	2.5
Veterans	22.4
Homeless persons	0.64
People with disabilities	36.2
People with a diagnosis of HIV/AIDS	1.04
Total US population	307.0

Source: Civil Justice Infrastructure Mapping Project (see Appendix A for details).

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<sup>1</sup> In some states, additional thousands are eligible for civil legal assistance programs that extend eligibility farther up the income scale, for example to 200% of the federal poverty level (*e.g.*, Legal Aid Society of Orange County 2011).

### *How is Civil Legal Assistance Delivered?*

States exhibit a great diversity of delivery models for civil legal assistance. The Civil Justice Infrastructure Mapping Project collected information about the existence in each state of 11 different mechanisms through which civil legal assistance may be delivered to eligible populations: staffed civil legal aid offices; organized civil pro bono programs; formal judicare programs; clinical programs that serve a high volume of clients, telephone hotlines delivering legal advice; telephone hotlines delivering legal information; courthouse lawyer-for-a-day programs; computer kiosks in court houses that provide assistance to *pro se* civil litigants; staffed assistance centers in court houses that provide assistance to *pro se* civil litigants; court websites that provide court forms; court websites that provide information about accessing and using courts.

Figure 1 reports the percentage of states that exhibit at least one example of each delivery mechanism. While there are some commonalities, states differ substantially in how programs deliver civil legal assistance. As the figure shows, two delivery mechanisms are universal, with at least one staffed civil legal aid office and one organized civil pro bono program existing in every state. A majority of states have at least one hotline serving eligible populations with legal information or legal advice. Across states, the group most commonly served by such hotlines is the elderly.

Some access services available to the general public are widely present. In nearly every state, at least some lower courts have moved to put selected court forms or some basic information about court operations on the internet (98% and 100% of states, respectively). Over 70% of states have at least one staffed self-help center located in a courthouse. In these centers, members of the public receive information and sometimes advice about how to pursue civil legal claims on their own using formal court processes, including – sometimes -- how to represent themselves in trials and hearings. Over half of states (59%) have at least one program that places computer kiosks in court-houses to assist unrepresented civil litigants in pursuing their claims. These kiosks contain computer programs that assist people in providing the information required by specific court forms or describe the process that people will go through as they pursue or respond to a claim.

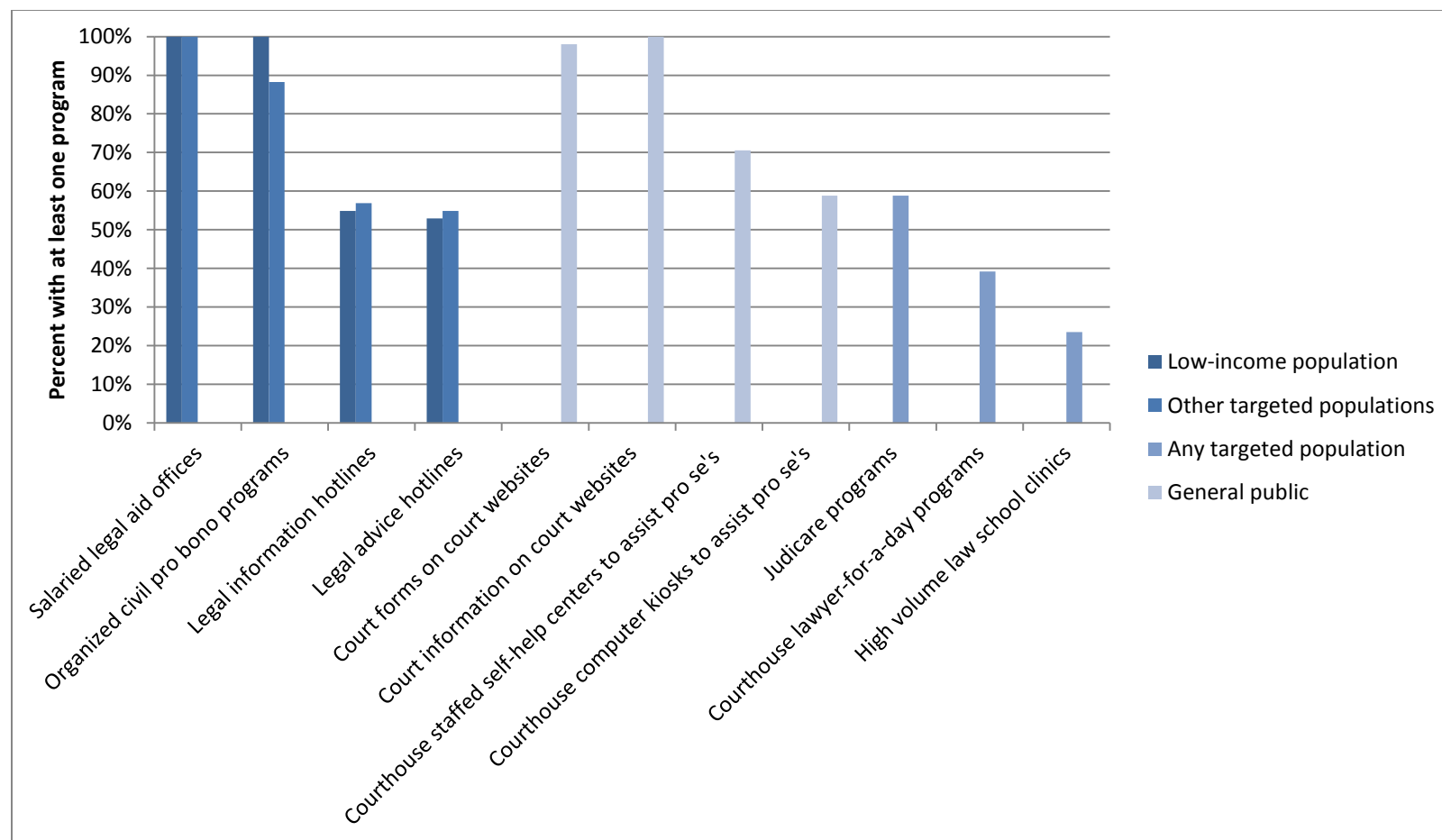
Other means of delivering civil legal assistance are less common. Throughout the country, clinical legal education programs include clinics in which law students work under the supervision of fully qualified attorneys to serve “live” clients with civil justice problems. Such clinics typically do not serve high volumes of people. The smallest LSC-funded office in the United States serves about 1500 clients a year. Only three of the 94 law school clinical programs for which data are available served 1500 or more clients per year. CJIMP designated as “high volume” programs those that serve at least 500 clients per year across all civil clinics at a single law school; 24% of states have at least once such clinical program (see Appendix A for details). Over half of states (59%) have at least one formal judicare program serving some of the eligible populations in the state. Two fifths (39%) of states have at least one “lawyer for a day” program in which one or more lawyers appears at a specific courthouse on a single day and assists eligible litigants appearing on that day.

In different areas of the country, these delivery mechanisms co-exist in a wide variety of combinations. At the state level, across the 50 states and Washington, DC, almost 40 unique combinations of the 11 delivery mechanisms are observed, with no single combination characterizing more than three states. The state reports provide information about the existence of each delivery mechanism serving the indigent and other groups targeted by civil legal aid policy.

While this portrait of civil legal assistance delivery models reveals great variety across states, this diversity is not exhaustive of the enormous variety that exists in the field. Programs that look similar in the present analysis differ both in terms of the kinds of services they provide and in how they produce those services. For example, many staffed legal aid offices specialize in assisting with specific kinds of justice problems, such as evictions, or debt, or domestic violence restraining orders, or employment issues, or troubles with public benefits. Different staffed offices deliver services through very different means. For example, some provide one-on-one service to eligible members of the public, while others use group workshops in which one staff member provides information to many people simultaneously. Some staffed offices provide principally information or advice, seldom representing clients in court proceedings or negotiations, while other offices provide representation to the majority of the clients they serve (Moore 2011; Sandefur 2010). Similarly, specific assistance providers differ substantially in how they combine the work of different kinds of personnel to produce the services that the public receives, including how much they rely on fully qualified attorneys or on paralegals or other non-lawyer staff to deliver services to the public (Legal Services Corporation 2011; Moore 2011; Sandefur 2010). Many different models of service provision exist around the country. While some case studies of specific programs exist, little research systematically explores the effectiveness or efficiency of different models of service provision for serving different populations or different kinds of justice problems.



Figure 1. Delivery Mechanisms for Civil Legal Assistance: Percentage of the 50 US States and the District of Columbia Exhibiting at Least One Example of Each Type of Program, by Service Population: 2010.



Source: Civil Justice Infrastructure Mapping Project (see Appendix A for details).

### *How Can People Connect with Civil Legal Assistance?*

One traditional model of public access to civil legal assistance involves lawyers waiting in their offices for potential clients to stop by or call on the phone. While this model still exists, a number of programs have developed innovative means of connecting with clients. The Civil Justice Infrastructure Mapping Project sought evidence of five different routes of connecting with assistance that constitute innovations with respect to that traditional model. These routes were: state-wide hotlines for civil legal assistance intake; information and advice hotlines; court-based civil legal assistance intake; co-located civil legal assistance services; and, web-based intake for civil legal assistance. In most states, there exist multiple routes through which people eligible for civil legal assistance can connect with providers, but all routes are not available to every population eligible for services.

Figure 2 reports the prevalence across states of the five innovative routes to connecting with services. The most common innovation is a state-wide intake hotline that serves at least one eligible population in a state. These hotlines are a single number, often toll-free, that people may call to be connected with providers who are members of the network comprised by the hotline. Across states, hotlines differ in how comprehensively they incorporate the state's existing civil legal assistance providers, with some including most providers in the state and others including only those providers that receive money from a particular source, such as the Legal Services Corporation. In no state is every provider of civil legal assistance as we have defined them integrated into the hotline network (see below, *How Is Civil Legal Assistance Coordinated?*). In about three quarters of states (76%), there exists a state-wide intake hotline that serves a population other than the poor; the most commonly served group is the elderly. In almost half of states (49%), there exists a state-wide intake hotline that serves the state low-income population.

Legal advice and information hotlines similarly use the telephone as a means of connecting with eligible populations, delivering services directly through this means (Pearson and Davis 2002). Some hotlines provide services for only a single type of problem (for example, consumer problems), while others provide services for a wider range of problems. Most serve a single population, such as people with low incomes, the elderly, or people with disabilities. About half of states have at least one advice or information hotline that serves low income people (53% and 55%, respectively). Similarly, about half of states have at least one advice or information hotline that serves at least one other group (55% and 57% respectively). As is the case with many of the access to civil justice resources available to groups other than the poor, the other group most commonly served by legal advice and information hotlines is the elderly.

Another relatively recent innovation in connecting people with civil legal assistance services appears in service centers that are physically located in courthouses (see, *e.g.*, National Center for State Courts 2006). This model of connecting with assistance favors people who are facing or want to initiate court proceedings, because these are the people who appear in courthouses – for example, people wishing to file for divorce, people trying to respond to a notice of eviction, or people seeking civil orders of protection. Court-based entry points to civil legal assistance service include staffed court-based self-help centers and also staffed legal aid offices physically located in courthouses. A majority of states exhibit at least one example of some kind of court-based entry point. The most common is court-based self-help, which exists in 71% of states. In a third (33%) of states, there exists at least one example of a court-sited civil legal aid office that conducts client intake in a courthouse.



Co-located civil legal assistance services represent yet another innovative model of connecting members of the public with services. In this model, potential clients who visit a service office for a problem that they may not understand as having legal aspects are assessed for whether they may be experiencing legal problems in addition to or contributing to the problems for which they originally sought services. For example, a parent visiting a hospital or community health clinic about a child's asthma might receive legal help with sub-standard housing conditions contributing to the child's illness (Eckholm 2010). Co-located services exist in a variety of kinds of partnerships, including with social services and public housing; the most prevalent model is medical-legal partnerships. At least one example of co-location exists in three quarters of states (75%).

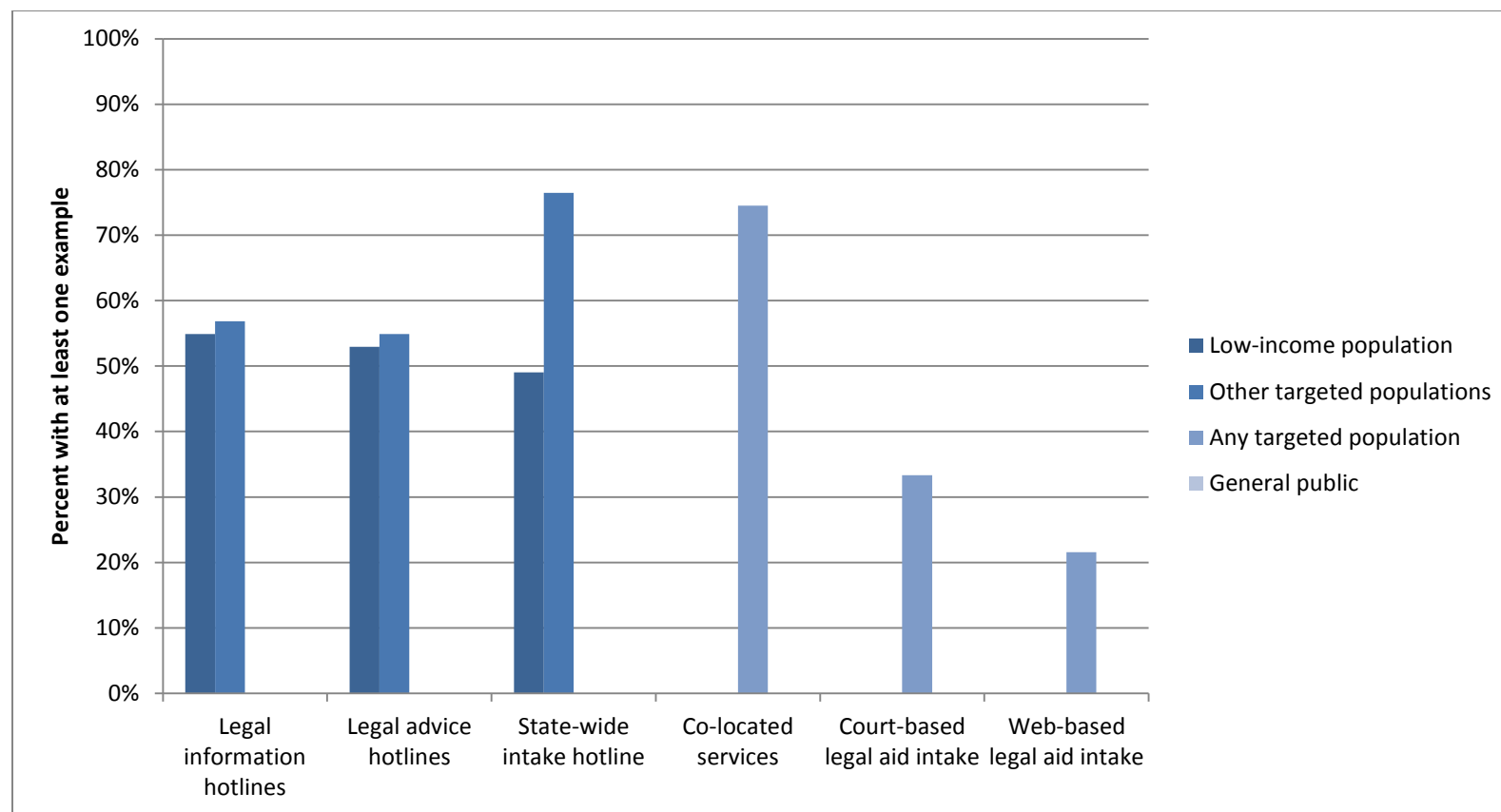
The least common of the five innovative means of connecting with services is web-based civil legal assistance intake. Just over one fifth of states (22%) have at least one program that uses a web interface to perform client intake for civil legal assistance services.

Different ways of connecting with services will be more accessible to some populations than to others. For example, to be useful to a client, services that consist largely of providing written materials, such as forms or information sheets, typically require that the client be functionally literate in English, though some materials may accommodate literacy in other languages. Because internet services are heavily text-based, using them requires that clients both have access to an internet-connected computer and be functionally literate, typically in English.

Nationally, a majority of American households have in-home access to the internet. Internet access rates range widely across states from a low of 61.7% of state populations to a high of 84.7%. The average across states is 73.7%. Similarly, while most Americans are functionally literate in English, illiteracy rates range widely across states, from a low of 6% of state populations lacking basic prose literacy in English to a high of 23%. An average of 11.7% of state populations lack basic prose literacy skills in English.

Each of the state reports presents information about the existence of each of the five innovative means of connecting with services. Each state report also presents information about literacy and internet access among the residents of the state. Comparing these two pieces of information for each state reveals that some of the states in which providers have begun web-based civil legal aid intake are states in which rates of illiteracy are among the highest and rates of in-home internet access are among the lowest in the nation.

Figure 2. Selected Means of Connecting with Civil Legal Assistance: Percentage of the 50 US States and the District of Columbia Exhibiting at Least One Example of Each Type of Program, by Service Population: 2010.



Source: Civil Justice Infrastructure Mapping Project (see Appendix A for details).

### *How Is Civil Legal Assistance Funded?*

Few precise figures are available concerning the amount of money spent on civil legal assistance in the United States. Capturing accurate and precise funding information is challenging in a context in which hundreds of different funders of many different types support hundreds of different providers serving distinct populations. Conservative estimates drawing on unpublished data collected by the American Bar Association suggest that total public and private funding amounted to around \$1.3 billion in a recent year (Houseman 2009). While over a billion dollars is in some ways a substantial expenditure, the amount is small when compared to total public spending on justice-related activities. In 2007, “federal, state and local governments spent an estimated \$228 billion for police protection, corrections and judicial and legal services” (Bureau of Justice Statistics 2011). In the context of overall government spending and national economic activity, the estimated amounts spent on civil legal assistance appear even more modest: In 2010, total U.S. federal spending was around \$3.6 trillion and gross domestic product was expected to be \$14.6 trillion (Office of Management and Budget 2009).

Funding for civil legal assistance comes from a wide range of sources, including entities of government at the local, state and federal levels, bar associations, law firms, private foundations, state Interest on Lawyers’ Trust Accounts (IOLTA) funds, and generous individuals. Numerous federal programs give grants that support civil legal assistance, including not only the federal Legal Services Corporation, but also federal programs for veterans, American Indians, homeless people, victims of domestic violence, victims of natural disasters, people with disabilities, and people with a diagnosis of HIV/AIDS.

Some of these funders support civil legal assistance exclusively, while others support it among a range of services that grantees provide for their clients, such as human and social services, public education, or community organizing. Any single program or organization that provides civil legal assistance may receive funding from dozens of different sources. For example, a single legal services agency in Florida lists 25 different public and private organizations as sources of funding on its website, while a law school community clinic in California reports over 50 sources of support in addition to the funding it receives from its parent law school (Bay Area Legal Services 2011; East Bay Community Law Clinic 2011).

The Civil Justice Infrastructure Mapping Project gathered facts about funding that were publicly available and comparable across states (see Appendix A for details). We located information about LSC funding for programs in each state and about monies that states themselves generate for civil legal assistance through legislative appropriations or by creating funds from court fees or fines. This information is reported for each state. We also collected information about selected federal sources of funding that can support, among other services, civil legal assistance to specific groups. Because we cannot isolate funding for civil legal assistance for these funding sources, we do not report this latter information for each state. However, this information is analyzed in a disparity analysis that reveals that states differ dramatically in the degree of success that providers have had in attaching to these funds (see below, this section, and also the next section of the report, *How is Civil Legal Assistance Coordinated?*).

LSC basic funding for field operations is allocated across states according to a formula that ties the amount of funding given to programs in each state to US Census Bureau counts of the size of each state’s poverty-level population (Perle 2011). Consequently, Legal Services Corporation funds are

distributed with little disparity. Figure 3 reports the results of an analysis of how LSC funds are distributed across states.<sup>2</sup> As the Figure reports, 59% of states are at parity for LSC funds: these states receive a proportion of national LSC funds that is the same as the proportion of the national LSC-eligible population that lives in the state. Eighteen percent (18%) of states are below parity: they receive a share of total national LSC funds that is smaller than their share of the national LSC-eligible population. Twenty-four percent (24%) of states are above parity: they receive a share of total national LSC funds that is larger than their share of the national LSC-eligible population.

Departures from parity for LSC funds are relatively small in magnitude. Table 2 reports the average disparity ratio for states below, at and above parity for LSC funds. As the table reports, among states that get more LSC money than expected based on LSC-eligible population size, the average ratio of funding to population is 1.5. That is, among states above parity, the average state gets a 50% greater share of LSC funds than its share of the national LSC-eligible population. Among states that get less LSC funding than one would expect based on LSC-eligible population size, the average disparity score is 0.7. Thus, for states below parity for LSC funding the average state gets a 30% smaller share of total LSC funding than its share of the LSC-eligible population.

By comparison, disparity in state-generated funding is much more common and much larger. Figure 4 reports on a disparity analysis of the funds that states themselves generate for civil legal assistance through legislative appropriations or from court fees or fines set aside for that purpose. As the figure reports, 2 states provided no funding for civil legal assistance in 2009. Among states that did provide at least some funding for civil legal assistance, very few generated a share of total state-generated funding that was comparable to their share of the national population. A majority of states (55%) generate less funding for civil legal assistance than would be predicted by the size of their populations. About a third of states (35%) created a share of total state-generated funding that was greater than their share of the national population. Only 6% of states are at parity on this measure; that is, in only 6% of states does the state's share of total national state-generated funding for civil legal assistance match the state's share of the total national population.

Disparity in state-generated funding is not only very common, it is also large in magnitude. As Table 2 shows, among states above parity on state-generated funding, the average ratio of funding to population is 2.4. That is, among states above parity, the average state generates a share of total state-generated funding that is almost two and a half times (240%) what one would expect based on

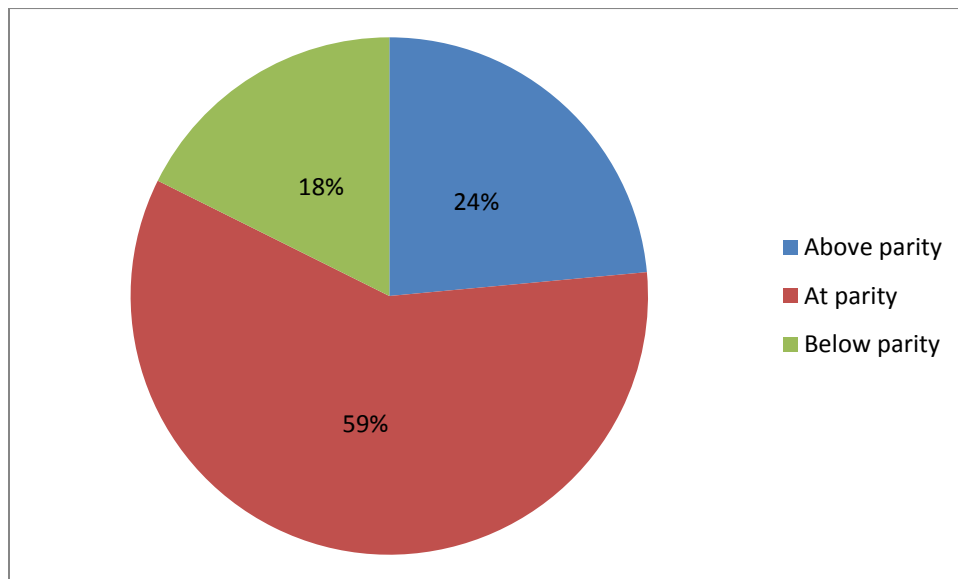
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<sup>2</sup> The quantities analyzed in Figures 3 and 4 and Table 2 are disparity scores computed for each state for each type of funding. The disparity score is the ratio of a state's percentage of total dollars received nationally to its percentage of the total national population eligible for services supported by those funds. For example, for LSC funding, the disparity ratio for each state is computed as the quotient of the percentage of total LSC funding received by programs in a given state and the percentage of the national LSC-eligible population that lives in that state (i.e., [% of total national LSC funds received by programs in state x] / [% of total national LSC-eligible population that lives in state x]). For state-generated civil legal assistance funding, the disparity ratio is computed as the quotient of the percentage of total national state-generated funding that is generated by a given state divided by the percentage of the US population that lives in that state (i.e., [% of total state-generated funding created by state x] / [% of total US population living in state x]).

A score of 1.0 indicates no disparity: states with this score receive a proportion of total funding that exactly matches their share of the comparison population. States below parity are indicated by disparity scores smaller than 1.0. If a state receives a share of funding that is smaller than its share of the comparison population, the disparity ratio will be less than 1.0. States above parity are indicated by disparity scores greater than 1.0. If a state receives a share of total funding that is larger than its share of the total comparison population, this ratio will be larger than 1.0.

its population size. Among states below parity on state-generated funding, the average ratio of funding to population is 0.4. Thus, among these states, the average state gets a 60% smaller share of total state-generated funding than its share of the national population.

Figure 3. Funding for Civil Legal Assistance: Percentage of States in Which LSC Funding is Above, At and Below Parity with the Size of the State LSC-Eligible Population: 2010.



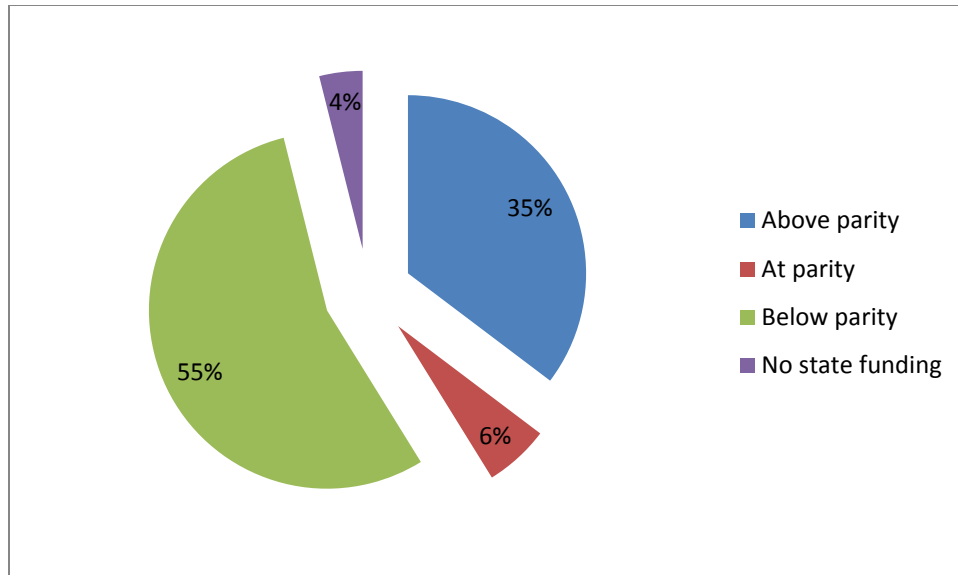
Source: Civil Justice Infrastructure Mapping Project. Quantities may not sum to 100% due to rounding. Note 2 describes the calculation of the disparity scores.

Table 2. Departures from Parity for LSC Funding and State-Generated Funding, by Parity Category: Average Ratio of Funding Share to Population Share.

	LSC Funding	State-Generated Funding
Above parity	1.5	2.4
At parity	1	1
Below parity	0.7	0.4

Source: Civil Justice Infrastructure Mapping Project. Note 2 describes the calculation of the disparity scores.

Figure 4. Funding for Civil Legal Assistance: Percentage of States in which State-Generated Funding is Above, At and Below Parity with State Population Size, and Percentage of States with No State Funding: 2009.



Source: Civil Justice Infrastructure Mapping Project. Quantities may not sum to 100% due to rounding. Note 2 describes the calculation of the disparity scores.

In addition to the Legal Services Corporation and monies that states themselves generate to fund civil legal assistance, additional funding for civil legal assistance comes from a range of federal programs supporting services to groups such as the elderly, American Indians, and people with disabilities. As noted above, the publicly reported amounts for these funds include money that pays not only for civil legal assistance but also for other services received by these groups. Because we cannot isolate civil legal assistance funding amounts, we do not report such amounts for each state. However, we did conduct a disparity score analysis of these sources of funding, to assess the degree to which providers in different states have been successful in attaching to federal funds that could support civil legal assistance among other services. This analysis, like the one presented above, compared each state's share of total monies disbursed to its share of the total national population eligible for services supported by those funds. The analysis revealed large differences between states. For example, a number of states collected a share of total identified funds for the elderly that was at least twice the size of their share of the national elderly population, while two states collected a share of total funding that was less than half the size of their share of the total national elderly population. Twenty-two percent (22%) of states collected a share of total identified funds supporting services to people with disabilities that was at least twice the size of their share of the national disabled population.

Appendix A discusses the funding landscape in greater detail, with a particular emphasis on federal sources and the challenges of acquiring precise information. We return to the results of the disparity analysis in the next section, *How is Civil Legal Assistance Coordinated?*

### *How is Civil Legal Assistance Coordinated?*

At the national level and within most states, civil legal assistance is organized much like a body without a brain: it has many operating parts, but no guiding center. Little coordination exists for civil legal assistance in the United States, and existing mechanisms of coordination often have powers only of exhortation and consultation. However, even with these limited powers, the presence of coordination mechanisms is related to some of the differences between states in funding for civil legal assistance and may affect the effectiveness and efficiency of service delivery.

The CJIMP project examined two different kinds of coordination for civil legal assistance: activities that coordinate the provision of civil legal assistance services to the public and higher-level coordination of state priorities and goals for civil legal assistance. The most prominent example of the first kind of coordination is state-wide civil legal assistance hotlines that integrate individual member providers into a single network of assistance delivery. The most prominent example of the second form of coordination is state access to justice commissions, which typically bring together a variety of stakeholders to do work such as identifying public legal needs, or envisioning state access to civil justice policy, or strategizing ways to increase civil legal assistance in the state.

Coordinating Service Delivery. Just as is the case for the nation as a whole, no individual state has a true civil legal assistance “system” in the sense of having a fully integrated network comprising all providers and helping those providers to coordinate their client intake and service priorities.<sup>3</sup> However, in some states, state-wide intake hotlines coordinate service delivery by centralizing client intake for a network of providers. These hotlines are a single number, often toll-free, that people may call to be connected with providers who are members of the network comprised by the hotline. Across states, hotlines differ in how comprehensively they incorporate the state’s existing providers, with some including most providers in the state and others including only those providers that receive money from a particular source, such as the Legal Services Corporation. In no state is every provider of civil legal assistance integrated into a hotline network.

As Figure 5 reports, in just over three quarters of states (76%), there exists at least one state-wide intake hotline that serves a population other than the poor; the most commonly served group is the elderly. In half (49%) of states, there exists a state-wide intake hotline that serves the state low-income population. The state reports include information about the existence of these hotlines.

Though coordination systems and their impact on service delivery have not been extensively studied, some evidence suggests that centralized intake can make service provision more efficient (Moore 2011). Centralized intake can create efficiencies through specialization and by reducing the number of referrals. When intake is shared for a group of providers, each organization need not have its own intake staff and can devote more staff time to providing services. In some centralized intake systems, intake workers have real-time information about the service capacities of member provider organizations. In these systems, intake workers know which programs are currently accepting which specific kinds of cases; they can therefore place clients where there is both the appropriate expertise and the current capacity to take them on (Moore 2011). Because each referral involves staff time at both the referring and the receiving organizations, each referral saved is staff time saved that may be used for other purposes (Moore 2011). Intake systems that more efficiently connect people with

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<sup>3</sup> Some states are building integrated systems. Washington state is a leader in this regard, with its Coordinated Legal Education, Advice and Referral (or CLEAR) system (Charn 2009).

appropriate services may also increase the probability that people receive service at all, by preventing clients' "referral fatigue." Referral fatigue occurs when someone seeking services becomes so exhausted by repeated referrals in his or her search for assistance that he or she simply gives up and stops seeking help (Plesence 2004:119-120). Preventing referral fatigue by connecting people more quickly with appropriate services not only permits efficient use of providers' staff time, it also may result in more people receiving needed assistance.

Higher-Level Coordination. In the United States, many services that support participation in common life are provided through a combination of public funds, volunteer labor, and private donations; indeed, so common is this model of service provision in the U.S. context that some have termed it "American-style" (Sandefur 2009b). One characteristically American-style aspect of U.S. access to justice is the absence of any central entity that either researches or directs the provision of civil legal assistance. The United States differs in this respect from a number of its peer nations. For example, in the United Kingdom, the independent, government-funded Legal Services Research Centre (LSRC) has since 1996 conducted research to inform "legal aid policy and the implementation of reform. [The LSRC] has a broad remit to conduct strategic research in civil and criminal justice, and related social policy fields" (Justice 2011). The U.K.'s Research Centre was established by the country's central administrator of legal aid, the Legal Services Commission. The contrast with the United States is sharp. In the U.S., the Legal Services Corporation is the central funder of civil legal aid; however, it is a minority funder, has limited powers to determine the allocation of civil legal assistance funding, and can no longer support an independent research capacity (Houseman and Perle 2008; Selbin, Rosenthal and Charn 2011).

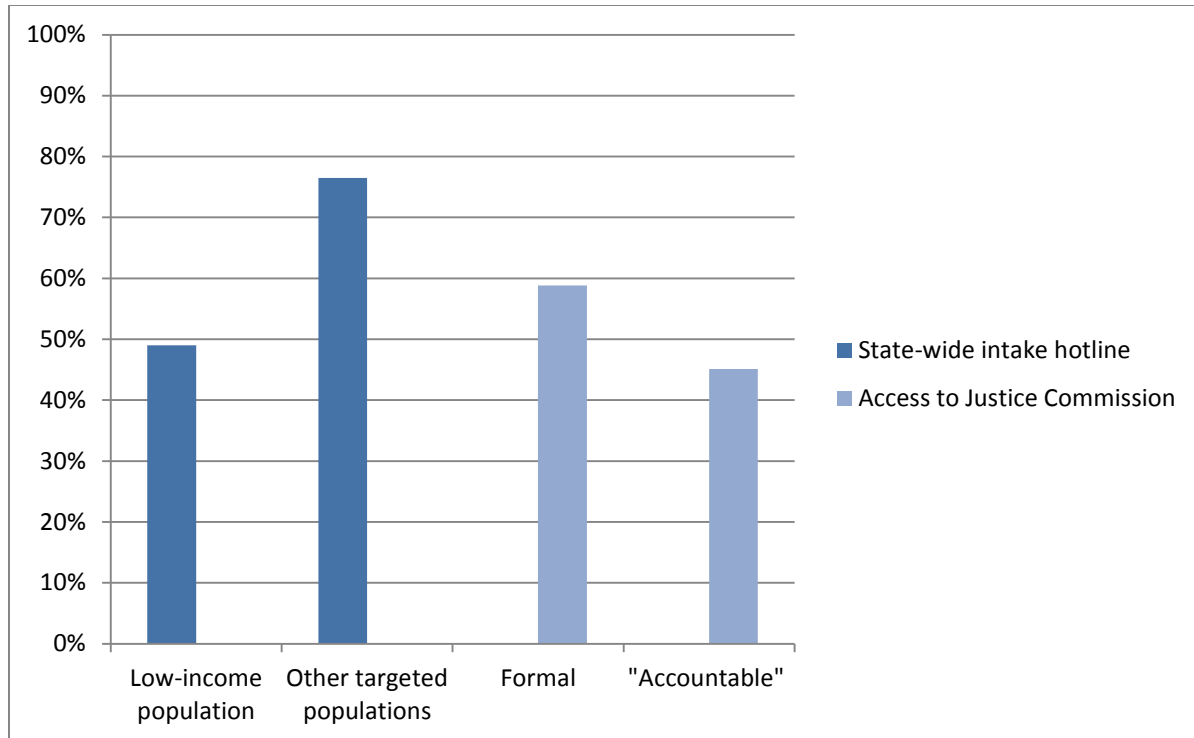
Because the U.S. has no central entity charged with the responsibility of gathering information about the functioning of the civil justice system, much basic information about civil justice activity is simply not available. For example, it is not known how many evictions from rental housing are filed in courts in any given year in the United States, nor how many people appear as litigants without lawyer representation (Greacen 2002; Sandefur 2010). Similarly, no national, public entity has the responsibility of gathering information about public civil legal needs or providers' capacities to serve different groups in the public (Selbin, Rosenthal and Charn 2011). The last national survey of public civil legal need is almost 20 years old, and was a service project of the organized bar (American Bar Association Consortium on Legal Services and the Public 1994a).

This national picture is mirrored in individual states. In a number of states, stakeholders have organized state access to justice commissions. As Figure 5 reports, just over two-fifths of states (45%) have a formal state access to justice commission that is required to report on its activities to some public entity, typically the state supreme court or the state legislature; we term these commissions "accountable." An additional 14% of states have a formal access to justice commission that, while not required to report on its activities to anyone, is an independent commission focused on issues of access to justice in the state. The state reports include information about the existence and form of state access to justice commissions.

Existing access commissions have a variety of mandates, but typically limited powers: they can exhort and consult with stakeholders such as providers and funders of civil legal assistance, but they typically cannot direct these parties to do anything, nor do they control funding for civil legal assistance (see, *e.g.*, Access to Justice Support Project 2005). For example, a state commission can identify a challenge or problem, such as disparities in the services available to rural and urban



Figure 5. Mechanisms of Coordination: Percentage of States with a State-Wide Intake Hotline by Service Population and Percentage of States with Formal Access to Justice Commissions by Type of Commission, 2010.



Source: Civil Justice Infrastructure Mapping Project.

dwellers of the state, but it has little authority to fix such problems (*e.g.*, California Commission on Access to Justice 2010). While some state access to justice commissions and groups from the organized bar have conducted civil legal needs studies in recent years (see, *e.g.*, Legal Services Corporation 2005, 2009), in no state does there exist an entity that routinely gathers the information necessary to identify current public needs. If such information were to be collected, in no state is there a single entity that has the authority to set service priorities that would correspond to those identified public needs. Similarly, even if information about public needs in different areas of a state were available, in no state is there an entity that has the authority to determine how civil legal assistance funding would be allocated based on those identified needs (Charn 2009; Sandefur 2010).

While limited in their powers, formal access commissions may affect the level of funding for civil legal assistance. Such commissions are found, on average, in states where providers are more successful at attaching to some kinds of federal funds, as reported in Figure 6. The figure displays the findings of another disparity analysis,<sup>5</sup> this time examining the funds received in each state that can support civil legal assistance for the elderly or for persons with disabilities. As we noted in the previous section, these are monies that support civil legal assistance among other services that grantees may provide; thus, this analysis is of *potential* financial support for civil legal assistance (see also Appendix A, Sources of Data). The figure also reports a disparity analysis for the funds that states themselves generate to support civil legal assistance.

Differences between states in higher-level coordination are related to inequalities between states in the levels of some kinds of funding, but not others. Figure 6 reports the average disparity ratios for three groups of states that differ in what we have termed higher-level coordination: states with no formal access commission, states with a formal access commission that is not accountable to any public entity, and states with access to justice commissions that must report on their activities to some public entity, such as a legislature or state supreme court. Disparity ratios larger than 1.0 indicate that the state collects a larger share of potential funding for civil legal assistance to a specific group than the state's share of that group's national population. The results of the disparity analysis are intriguing. States with accountable access commissions collect, on average, over two and a half times as much funding for the elderly as their share of the U.S. elderly population. By contrast, on this measure, states with formal access commissions with no reporting mandate and states with no formal commission are relatively similar, with average disparity ratios of 1.2 and 1.3 respectively. A different pattern is observed for selected federal funds supporting services to the disabled. On average, states with "accountable" access commissions and states with no formal commission at all appear similar on this measure, with disparity ratios of 1.6 for both groups of states. States with formal commissions have an average disparity score of 1.1.

While, as we noted previously, large inequalities exist between states in their generation of funding for civil legal assistance, these disparities are not related to the presence or form of state access to justice commissions. Of the three sources of funding analyzed, state-generated funding bears the smallest relationship to the existence and form of higher-level coordination. As the figure shows, all three groups of states have very similar average disparity scores, ranging from 1.16 to .97.

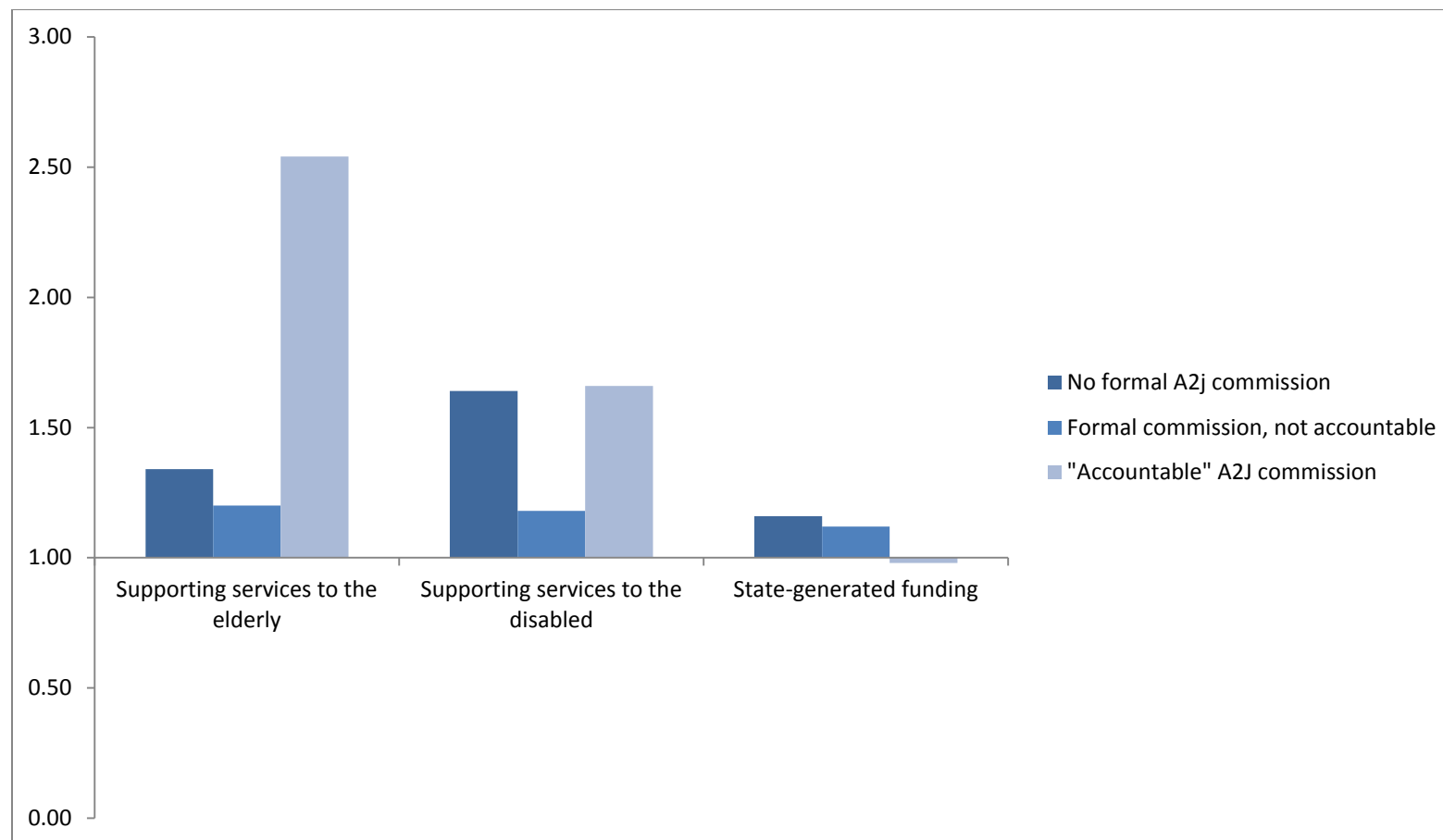
From the existing data, one cannot determine the extent to which the existence and form of state access to justice commissions may be a "cause" of greater or lesser funding. One possibility is that the activities of these commissions facilitate and support successful fundraising, and that these

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<sup>5</sup> See above, note 2, and the section "How is Civil Legal Assistance Funded?"

activities have historically focused more on some service groups than on others. Another possibility is that access commissions and funding levels are themselves “effects” of something else, such as a well-organized and active access to justice community in the state, or an historical legacy of strong support for access to justice in the state, or the leadership of particular individuals. Further study is necessary to understand these findings.

Figure 6. Average Departures from Parity by Presence and Type of State Access to Justice Commission: Selected Federal Funding for the Elderly, Selected Federal Funding for Persons with Disabilities, and State-Generated Funding, 2009-2010.



Source: Civil Justice Infrastructure Mapping Project. Note 2 describes the calculation of the disparity scores.

### *How Are Legal Services Regulated?*

In investigating the relationship between access to services and legal services regulation, the Civil Justice Infrastructure Mapping Project focused on two aspects of state-level regulation of legal services provision. First, we collected information for each state on the population of attorneys licensed to practice in that state. Second, we examined how limited-scope legal services are regulated in the different states.

In the United States, attorneys are admitted to practice in individual states according to the rules established in each state. Across states, the population of admitted and active attorneys varies widely, from just under 1,400 lawyers in North Dakota to almost 158,000 in New York. Each of the state reports includes information about both the number of attorneys resident and active in each state and about each state's share of the total national number of attorneys.

Depending on where they are licensed to practice, the United States' more than 1 million attorneys are subject to different rules governing how they may provide legal services and with whom they must compete to do so. The Mapping Project focused specifically on rules and laws governing limited-scope legal services, because such services are an important element of how civil legal assistance is currently delivered and are often suggested as one way of making market-based civil legal services more affordable to the public.

As defined by the American Bar Association Section on Litigation's Modest Means Task Force, limited scope assistance involves providing a client with something less than the "full package" of legal services of "(1) gathering facts, (2) advising the client, (3) discovering facts of opposing party, (4) researching the law, (5) drafting correspondence and documents, (6) negotiating, and (7) representing the client in court" (Forrest S. Mosten, 1994, cited in American Bar Association 2003: 4). Among this array of services, limited-scope legal service comprises specific, "designated service or services" that are agreed upon by the lawyer and the client (American Bar Association 2003: 4).

While limited-scope services may perhaps be most familiar from current discussions of "unbundling," they have been an important element of both civil legal assistance and market-based legal services provision for many years (American Bar Association 2003: 5-7, 2011c; Hannaford-Agar 2003). Building on the ABA's definition of limited-scope service, we construed such service broadly and examined rules governing limited-scope legal services provided through a variety of arrangements: no-fee arrangements when services are provided by legal aid, volunteer or court-appointed attorneys; lawyers providing services in the context of fee arrangements; and, non-lawyers working independently of attorneys in the context of fee arrangements.

#### Limited Legal Assistance in the No-Fee Context

Members of the public seeking free civil legal services often face limitations in the assistance they can receive. Assistance is effectively limited in scope when civil legal assistance providers offer services for only certain types of justice problems, as is common; these limitations reflect both individual programs' choices about their service priorities and restrictions placed on services by funders of civil legal assistance, such as Congressional restrictions on what services and populations can be supported by Legal Services Corporation funds (Houseman and Perle 2008). Assistance is also limited in scope when civil legal assistance providers offer only certain kinds of services, such as information-only or advice-only services that do not extend to representation (American Bar Association 2003, 2009; Hannaford-Agar 2003).

In recent years, regulators in a number of states have enacted ethical rules modeled on American Bar Association Model Rule of Professional Conduct 6.5 that are intended to make it easier for legal aid, volunteer and court-appointed attorneys to provide limited-scope assistance. Rule 6.5 is often interpreted to mean that, when the services to be provided are “short-term limited legal services... without expectation by either the lawyer or the client that the lawyer will provide continuing representation in the matter,” lawyers working “under the auspices of a program sponsored by a nonprofit organization or a court” are excused “from the duty to conduct an in-depth conflict of interest check on new” clients (American Bar Association n.d.: 9-10). The Rule was developed in response to concerns that “a strict application of the conflict-of-interest rules may be deterring lawyers from serving as volunteers in programs in which clients are provided limited legal advice” (American Bar Association n.d.: 10). The Civil Justice Infrastructure Mapping Project found that, as of 2010, all but 8 states had adopted Model Rule 6.5 or a similar rule. The state reports indicate the status of each state’s adoption of this rule as of 2010.

#### Limited Legal Assistance in Market-Based Legal Services

The market is clearly an important source of legal services for groups eligible for civil legal assistance. Available evidence suggests that when low-income people face civil justice problems and seek out a lawyer’s help, most of their contacts with attorneys are actually not with legal aid or pro bono attorneys, but rather with private practice lawyers and in the context of fee arrangements (American Bar Association Consortium on Legal Services and the Public 1994b: Table 5-12; Sandefur 2007:82-83). In a number of states, services traditionally regarded as legal services are available legitimately not only from licensed attorneys but also from independent non-lawyer practitioners such as legal document assistants, independent paralegals, immigration assistants and civil law notaries. Understanding what markets can and do provide is essential to a complete picture of the access to civil justice infrastructure (Hadfield 2010; Hornsby 2011).

CJIMP collected information about two sets of regulations governing how limited-scope legal services may be provided on markets: ethical rules that govern limited scope representation by attorneys and regulations governing the provision of market-based legal services by non-lawyer providers.

Fee-generating limited-scope legal services by attorneys are a topic of considerable attention and lively discussion (American Bar Association 2003, 2009). A 2010 survey of Americans commissioned by the American Bar Association found that, while most people were unfamiliar with limited-scope representation, many found the idea attractive once it was explained to them. A majority of those surveyed who lived in households with annual incomes less than \$100,000 “believe[d] it [was] important for lawyers they are considering using for personal legal matters to offer unbundled legal services.” The percentage regarding this as important increased as household income declined, with almost four fifths of people in households with incomes less than \$15,000 regarding the availability of unbundled services as somewhat or very important in their choice of a lawyer (American Bar Association 2011c: 5, 20).

American Bar Association Model Rule of Professional Conduct 1.2(c) speaks to the permissibility of limited-scope representation in a fee-generating context. “The ultimate purpose” of the rule “is to ‘expand access to legal services by providing limited but nonetheless valuable legal services to low or moderate income persons who otherwise would be unable to obtain counsel’” (American Bar Association 2003: 90, citation suppressed). The rule authorizes lawyers to “limit the scope of the

representation if the limitation is reasonable under the circumstances and the client” agrees to this “course of action after the lawyer has communicated adequate information and explanation about the material risks of and reasonably available alternatives to the proposed course of conduct” (American Bar Association 2003: 89-90). The Civil Justice Infrastructure Mapping Project found that most states (86%) had adopted a rule identical or similar to 1.2c. The state reports indicate the status of each state’s adoption of this rule as of 2010.

In addition to lawyers, another important source of limited legal services comes from people who are not lawyers and work outside of lawyers’ supervision. These services include advice, information, and assistance in preparing letters or legal documents, and may also extend to representation in front of adjudicators. Indeed, nonlawyer advocates can appear in a number of different federal forums as representatives of litigants. This is true, for example, in immigration hearings and in proceedings related to a variety of government benefits, such as social security and unemployment insurance (Executive Office for Immigration Review 2009; Rhode 1981, 1990). Some state-level forums, such as state tax courts, also allow nonlawyer advocates (Kritzer 1998).

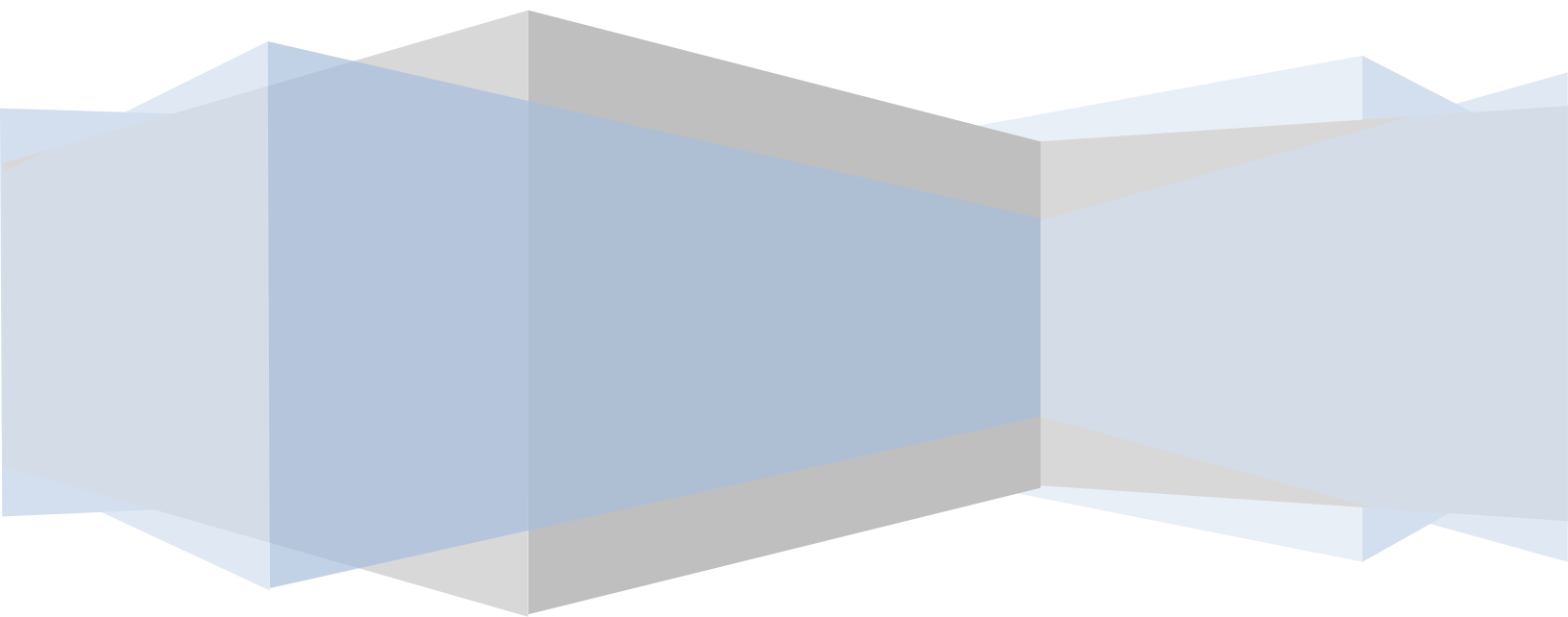
The Civil Justice Infrastructure Mapping Project collected information about states’ regulation of three different non-lawyer occupations that provide limited-scope legal services: civil law notaries, legal document assistants or independent paralegals, and immigration assistants. The Mapping Project sought evidence of whether states explicitly regulated each of these three occupations and, if so, whether they were permitted or forbidden. In most states, independent occupations providing what have been traditionally regarded as legal services, such as immigration assistants and legal document assistants, have not been specifically forbidden or permitted; rather, their activities are regulated by general state unauthorized practice rules, which do not permit independent practice by these occupations.

The state of Louisiana, in which the courts grew out of a civil rather than a common law system, commissions civil law notary publics. Louisiana civil law notaries need not be attorneys, but must pass an examination on the areas of law in which notaries are empowered to practice. This examination is waived for licensed attorneys. Louisiana civil law notaries can prepare and execute a wide range of legal documents, including wills, affidavits, acts of adoption, and various other forms of contract. Other states permit more limited services provided by “legal document assistants,” who aid members of the public in preparing specific kinds of legal documents, such as those related to uncontested divorces or wills. In these states, members of these permitted occupations practice independently of attorneys. About a quarter (24%) of states specifically regulate legal document assistants and independent paralegals, typically forbidding such practice. Two states permit independent legal document assistants working outside a lawyer’s supervision.

A larger number of states permit immigration assistants (sometimes termed immigration consultants). Immigration assistants are distinct from the non-lawyer “accredited representatives” authorized to appear in federal immigration courts (Executive Office for Immigration Review 2009). In the words of one scholar, state statutes permitting immigration assistants “permit non-attorneys to fill in blank spaces on forms, translate answers and gather documents, but prohibit the giving of legal advice or other services constituting the practice of law” (Moore 2004: 3). Six states regulate and permit immigration assistants; one state regulates and explicitly forbids such practice.

# ACCESS ACROSS AMERICA

## PART III: STATE REPORTS





# ALABAMA

## ELIGIBLE POPULATIONS

Alabama has a population of 4,729,656 (2010), including 998,623 people with incomes meeting the LSC's means test for civil legal assistance; 907,089 people who qualify for assistance for the elderly; 23,267 American Indians and Alaska Natives; and 402,297 veterans (2009).

1.5%	of the total U.S. population	2010
1.9%	of the total U.S. LSC eligible population	2009
1.6%	of the total U.S. elderly population	2009
1.0%	of the total U.S. American Indian and Alaska Native population	2009
1.8%	of the total U.S. veteran population	2009
1.0%	of the total U.S. homeless population	2009
2.1%	of the total U.S. population over the age of 5 with any type of disability	2009
0.4%	of the total U.S. foreign-born population	2009
1.4%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

2.0%	of total LSC funds	\$7,396,581	2010
0.1%	of total state legislative appropriations, court fees, and fines that fund legal services	\$200,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Alabama has an Access to Justice Commission, which was mandated by the Supreme Court in 2007.
- Alabama has two IOLTA funds. One fund is administered by the Alabama Law Foundation. The other is administered by the Alabama Civil Justice Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (people living with HIV/AIDS, people with disabilities, victims of domestic violence)
Organized civil pro bono programs	Y	Y (people with disabilities)
Legal advice hotlines	N	N
Legal information hotlines	N	N
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# ALABAMA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (child support, civil, criminal, finance, juvenile, local/county, municipal, small claims, traffic)
Information about the state courts available on the Web	Y (circuit)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

61.7%	of the state population in households with internet access	2009
15.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	N
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	Y
Legal aid co-location with other services	Y (social services)

## REGULATING LEGAL SERVICES

- There are 13,655 resident and active lawyers in the state of Alabama. This represents 1.2% of the total number of active lawyers in the U.S. (2010).
- Alabama does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Alabama RPC 1.2(c) is not the same as ABA Model Rule 1.2(c), but allows limited scope representation.
- Alabama has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# ALASKA

## ELIGIBLE POPULATIONS

Alaska has a population of 708,862 (2010), including 88,292 people with incomes meeting the LSC's means test for civil legal assistance; 85,542 people who qualify for assistance for the elderly; 92,023 American Indians and Alaska Natives; and 71,249 veterans (2009).

0.2%	of the total U.S. population	2010
0.2%	of the total U.S. LSC eligible population	2009
0.2%	of the total U.S. elderly population	2009
3.8%	of the total U.S. American Indian and Alaska Native population	2009
0.3%	of the total U.S. veteran population	2009
0.3%	of the total U.S. homeless population	2009
0.2%	of the total U.S. population over the age of 5 with any type of disability	2009
0.1%	of the total U.S. foreign-born population	2009
0.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.4%	of total LSC funds	\$1,479,393	2010
0.1%	of total state legislative appropriations, court fees, and fines that fund legal services	\$200,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Alaska has an Access to Justice Commission, which was mandated by the Supreme Court in 2007.
- Alaska's IOLTA funds are administered by the Alaska Law Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, people with disabilities, prisoners, victims of domestic violence)
Organized civil pro bono programs	Y	Y (immigrants and refugees)
Legal advice hotlines	N	Y (elderly)
Legal information hotlines	N	Y (people with disabilities)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# ALASKA

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	Y (district, magistrate)
Court-based staffed <i>pro se</i> assistance centers	Y	Y (district, magistrate)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal, domestic violence, family, probate, small claims, traffic, trial court)
Information about the state courts available on the Web	Y (superior, district)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

83.5%	of the state population in households with internet access	2009
9.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (people with disabilities)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 2,418 resident and active lawyers in the state of Alaska. This represents 0.2% of the total number of active lawyers in the U.S. (2010).
- Alaska does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Alaska RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Alaska has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# ARIZONA

## ELIGIBLE POPULATIONS

Arizona has a population of 6,676,627 (2010), including 1,216,417 people with incomes meeting the LSC's means test for civil legal assistance; 1,196,061 people who qualify for assistance for the elderly; 290,237 American Indians and Alaska Natives; and 543,046 veterans (2009).

2.2%	of the total U.S. population	2010
2.3%	of the total U.S. LSC eligible population	2009
2.2%	of the total U.S. elderly population	2009
11.9%	of the total U.S. American Indian and Alaska Native population	2009
2.4%	of the total U.S. veteran population	2009
2.3%	of the total U.S. homeless population	2009
2.1%	of the total U.S. population over the age of 5 with any type of disability	2009
2.4%	of the total U.S. foreign-born population	2009
1.6%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

3.1%	of total LSC funds	\$11,457,578	2010
0.4%	of total state legislative appropriations, court fees, and fines that fund legal services	\$1,000,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Arizona does not have an Access to Justice Commission, but has a state bar committee with a broad access to justice charge.
- Arizona's IOLTA funds are administered by the Arizona Foundation for Legal Services and Education.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, people with disabilities, victims of domestic violence)
Organized civil pro bono programs	Y	Y (immigrants and refugees)
Legal advice hotlines	N	N
Legal information hotlines	N	N
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# ARIZONA

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	N
Court-based staffed <i>pro se</i> assistance centers	Y	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal, domestic violence, family, juvenile, probate, tax)
Information about the state courts available on the Web	Y (superior, justice, city)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

74.3%	of the state population in households with internet access	2009
13.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly, people with disabilities)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 13,384 resident and active lawyers in the state of Arizona. This represents 1.1% of the total number of active lawyers in the U.S. (2010).
- Arizona Code of Judicial Administration § 7-208 defines a legal document preparer and explicitly allows provision of some legal services by legal document preparers.
- Arizona has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Arizona has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# ARKANSAS

## ELIGIBLE POPULATIONS

Arkansas has a population of 2,910,236 (2010), including 654,968 people with incomes meeting the LSC's means test for civil legal assistance; 572,891 people who qualify for assistance for the elderly; 16,865 American Indians and Alaska Natives; and 245,367 veterans (2009).

1.0%	of the total U.S. population	2010
1.3%	of the total U.S. LSC eligible population	2009
1.0%	of the total U.S. elderly population	2009
0.71%	of the total U.S. American Indian and Alaska Native population	2009
1.1%	of the total U.S. veteran population	2009
0.5%	of the total U.S. homeless population	2009
1.4%	of the total U.S. population over the age of 5 with any type of disability	2009
0.3%	of the total U.S. foreign-born population	2009
0.7%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.2%	of total LSC funds	\$4,294,264	2010
0.4%	of total state legislative appropriations, court fees, and fines that fund legal services	\$842,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Arkansas has an Access to Justice Commission, which was mandated by the Supreme Court in 2003.
- Arkansas's IOLTA funds are administered by Arkansas Legal Services.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (people with disabilities)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	Y	N
Legal information hotlines	Y	N
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# ARKANSAS

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (circuit [civil, criminal, domestic relations, juvenile, probate])
Information about the state courts available on the Web	Y (circuit, district, city, small claims)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

63.4%	of the state population in households with internet access	2009
14.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	N
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 5,789 resident and active lawyers in the state of Arkansas. This represents 0.5% of the total number of active lawyers in the U.S. (2010).
- Arkansas does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Arkansas has adopted ABA Model Rules 1.2(c), which allows limited scope representation.
- Arkansas has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.



# CALIFORNIA

## ELIGIBLE POPULATIONS

California has a population of 37,266,600 (2010), including 6,423,725 people with incomes meeting the LSC's means test for civil legal assistance; 5,857,895 people who qualify for assistance for the elderly; 291,571 American Indians and Alaska Natives; and 2,023,317 veterans (2009).

12.1%	of the total U.S. population	2010
12.3%	of the total U.S. LSC eligible population	2009
10.6%	of the total U.S. elderly population	2009
11.9%	of the total U.S. American Indian and Alaska Native population	2009
9.0%	of the total U.S. veteran population	2009
20.9%	of the total U.S. homeless population	2009
10.1%	of the total U.S. population over the age of 5 with any type of disability	2009
25.8%	of the total U.S. foreign-born population	2009
6.5%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

13.8%	of total LSC funds	\$51,136,382	2010
7.7%	of total state legislative appropriations, court fees, and fines that fund legal services	\$17,755,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- California has an Access to Justice Commission, which was recommended by the California State Bar in 1997.
- California's IOLTA funds are administered by the California State Bar.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly people with disabilities, veterans)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		Y
Courthouse lawyer-of-the-day programs		Y

# CALIFORNIA

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	N
Court-based staffed <i>pro se</i> assistance centers	Y	Y (family)

	Y (type of court) or N
Court forms and legal documents available on the Web	Y (domestic violence, elder, family, juvenile, probate, small claims, traffic)
Information about the state courts available on the Web	Y (superior, small claims)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

75.6%	of the state population in households with internet access	2009
23.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly)
Court-based legal aid intake	Y	Y (elderly)

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 153,155 resident and active lawyers in the state of California. This represents 12.9% of the total number of active lawyers in the U.S. (2010).
- California State Senate Bill SB1418 and California Business & Professions Code § 6400-6415 define a legal document assistant and explicitly allow provision of some legal services by legal document assistants.
- California Business & Professions Code § 22440-22447 defines an immigration consultant and explicitly allows for provision of some legal services by immigration consultants.
- California Civil Rules 3.35-3.37 and Family and Juvenile Rules 5.70 and 5.71 are not the same as ABA Model Rule 1.2(c), but do allow limited scope representation.
- California RPC 1-650 is not the same as ABA Model Rule 6.5, but exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients.

# COLORADO

## ELIGIBLE POPULATIONS

Colorado has a population of 5,095,309 (2010), including 749,980 people with incomes meeting the LSC's means test for civil legal assistance; 786,140 people who qualify for assistance for the elderly; 48,077 American Indians and Alaska Natives; and 407,616 veterans (2009).

1.7%	of the total U.S. population	2010
1.4%	of the total U.S. LSC eligible population	2009
1.4%	of the total U.S. elderly population	2009
2.0%	of the total U.S. American Indian and Alaska Native population	2009
1.8%	of the total U.S. veteran population	2009
2.4%	of the total U.S. homeless population	2009
1.3%	of the total U.S. population over the age of 5 with any type of disability	2009
1.3%	of the total U.S. foreign-born population	2009
1.4%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.2%	of total LSC funds	\$4,252,837	2010
0.3%	of total state legislative appropriations, court fees, and fines that fund legal services	\$750,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Colorado has an Access to Justice Commission, which was recommended by the Supreme Court in 2002.
- Colorado's IOLTA funds are administered by the Colorado Lawyer Trust Account Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	N
Legal advice hotlines	Y	N
Legal information hotlines	Y	N
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# COLORADO

	Superior courts	Other courts
Court-based self-help computer kiosks	N	Y (county, trial)
Court-based staffed <i>pro se</i> assistance centers	Y	Y (divorce, family)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (adoption, county and district civil, criminal, family, probate, small claims, water)
Information about the state courts available on the Web	Y (district, county, water)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

76.2%	of the state population in households with internet access	2009
10.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (elderly, people with disabilities)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 19,737 resident and active lawyers in the state of Colorado. This represents 1.7% of the total number of active lawyers in the U.S. (2010).
- Colorado does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Colorado RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Colorado has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# CONNECTICUT

## ELIGIBLE POPULATIONS

Connecticut has a population of 3,526,937 (2010), including 384,173 people with incomes meeting the LSC's means test for civil legal assistance; 679,794 people who qualify for assistance for the elderly; 8,799 American Indians and Alaska Natives; and 234,259 veterans (2009).

1.1%	of the total U.S. population	2010
0.7%	of the total U.S. LSC eligible population	2009
1.2%	of the total U.S. elderly population	2009
0.4%	of the total U.S. American Indian and Alaska Native population	2009
1.1%	of the total U.S. veteran population	2009
0.7%	of the total U.S. homeless population	2009
1.0%	of the total U.S. population over the age of 5 with any type of disability	2009
1.2%	of the total U.S. foreign-born population	2009
1.8%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.7%	of total LSC funds	\$2,744,544	2010
1.2%	of total state legislative appropriations, court fees, and fines that fund legal services	\$2,708,365	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Connecticut does not have an Access to Justice Commission, but has an informal coalition of government and court officials, state bar representatives, and legal aid providers.
- Connecticut's IOLTA funds are administered by the Connecticut Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities, veterans)
Organized civil pro bono programs	Y	N
Legal advice hotlines	N	N
Legal information hotlines	Y	N
		For any group
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# CONNECTICUT

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	N
Court-based staffed <i>pro se</i> assistance centers	Y	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal, family, housing, juvenile, probate, small claims, victim services)
Information about the state courts available on the Web	Y (probate, superior)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

82.0%	of the state population in households with internet access	2009
9.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (elder consumer law)
Court-based legal aid intake	Y	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 20,309 resident and active lawyers in the state of Connecticut. This represents 1.7% of the total number of active lawyers in the U.S. (2010).
- Connecticut does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Connecticut RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Connecticut RPC 6.5 is similar to ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# DELAWARE

## ELIGIBLE POPULATIONS

Delaware has a population of 891,464 (2010), including 117,301 people with incomes meeting the LSC's means test for civil legal assistance; 176,642 people who qualify for assistance for the elderly; 2,727 American Indians and Alaska Natives; and 77,287 veterans (2009).

0.3%	of the total U.S. population	2010
0.2%	of the total U.S. LSC eligible population	2009
0.3%	of the total U.S. elderly population	2009
0.1%	of the total U.S. American Indian and Alaska Native population	2009
0.4%	of the total U.S. veteran population	2009
0.2%	of the total U.S. homeless population	2009
0.3%	of the total U.S. population over the age of 5 with any type of disability	2009
0.2%	of the total U.S. foreign-born population	2009
0.2%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.2%	of total LSC funds	\$715,835	2010
0.2%	of total state legislative appropriations, court fees, and fines that fund legal services	\$434,500	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Delaware does not have an Access to Justice Commission, but has a bar committee with a broad access to justice charge.
- Delaware's IOLTA funds are administered by the Delaware Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (elderly, veterans)
Legal advice hotlines	N	N
Legal information hotlines	N	N
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# DELAWARE

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	Y	Y (family)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (chancery, common pleas, family, justice of the peace, superior)
Information about the state courts available on the Web	Y (chancery, common pleas, family, justice of the peace, superior.)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

76.5%	of the state population in households with internet access	2009
11.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	N
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 2,706 resident and active lawyers in the state of Delaware. This represents 0.2% of the total number of active lawyers in the U.S. (2010).
- Delaware does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Delaware has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Delaware has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.



# DISTRICT OF COLUMBIA (D.C.)

## ELIGIBLE POPULATIONS

The District of Columbia has a population of 610,589 (2010), including 123,191 people with incomes meeting the LSC's means test for civil legal assistance; 100,869 people who qualify for assistance for the elderly; 1,624 American Indians and Alaska Natives; and 32,873 veterans (2009).

0.2%	of the total U.S. population	2010
0.2%	of the total U.S. LSC eligible population	2009
0.2%	of the total U.S. elderly population	2009
0.1%	of the total U.S. American Indian and Alaska Native population	2009
0.2%	of the total U.S. veteran population	2009
1.0%	of the total U.S. homeless population	2009
0.2%	of the total U.S. population over the age of 5 with any type of disability	2009
0.2%	of the total U.S. foreign-born population	2009
0.9%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.3%	of total LSC funds	\$1,166,129	2010
1.2%	of total state legislative appropriations, court fees, and fines that fund legal services	\$2,860,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- The District of Columbia has an Access to Justice Commission, which was mandated by the Court of Appeals in 2005.
- The District of Columbia's IOLTA funds are administered by the D.C. Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (children, elderly, immigrants, people with disabilities, prisoners, victims of domestic violence)
Organized civil pro bono programs	Y	Y (homeless)
Legal advice hotlines	N	Y (elderly)
Legal information hotlines	N	Y (elderly)
For any group		
Judicare		N
High-volume law school clinical programs		Y
Courthouse lawyer-of-the-day programs		Y

# DISTRICT OF COLUMBIA (D.C.)

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	N
Court-based staffed <i>pro se</i> assistance centers	Y	Y (family, probate)
	<b>Y (type of form or court) or N</b>	
Court forms and legal documents available on the Web	Y (civil, criminal, domestic violence, family, landlord/tenant claims, probate)	
Information about the state courts available on the Web	Y (domestic violence, family, probate, small claims, superior)	

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

73.3%	of the state population in households with internet access	2009
19.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly)
Court-based legal aid intake	Y	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 49,207 resident and active lawyers in the District of Columbia. This represents 4.1% of the total number of active lawyers in the U.S. (2010).
- The District of Columbia does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- District of Columbia RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- The District of Columbia has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# FLORIDA

## ELIGIBLE POPULATIONS

Florida has a population of 18,678,049 (2010), including 3,190,083 people with incomes meeting the LSC's means test for civil legal assistance; 4,242,114 people who qualify for assistance for the elderly; 54,158 American Indians and Alaska Natives; and 1,643,840 veterans (2009).

6.0%	of the total U.S. population	2010
6.1%	of the total U.S. LSC eligible population	2009
7.7%	of the total U.S. elderly population	2009
2.2%	of the total U.S. American Indian and Alaska Native population	2009
7.3%	of the total U.S. veteran population	2009
8.7%	of the total U.S. homeless population	2009
6.4%	of the total U.S. population over the age of 5 with any type of disability	2009
9.1%	of the total U.S. foreign-born population	2009
13.5%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

5.6%	of total LSC funds	\$20,764,815	2010
0.4%	of total state legislative appropriations, court fees, and fines that fund legal services	\$1,000,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Florida does not have an Access to Justice Commission, but has a bar committee with a broad access to justice charge.
- Florida's IOLTA funds are administered by the Florida Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities, victims of domestic violence)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# FLORIDA

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	N
Court-based staffed <i>pro se</i> assistance centers	Y	Y (family)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (family)
Information about the state courts available on the Web	Y (circuit, county, district, family, probate)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

75.0%	of the state population in households with internet access	2009
20.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly)
Court-based legal aid intake	Y	Y (elderly, Native Americans, veterans)

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 62,875 resident and active lawyers in the state of Florida. This represents 5.3% of the total number of active lawyers in the U.S. (2010).
- Florida Rule Regulating the Bar 10-2.1(b) defines a paralegal and explicitly forbids the provision of legal services by independent paralegals or legal document assistants.
- Florida RPC 4-1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Florida RPC 4-6.5 is similar to ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# GEORGIA

## ELIGIBLE POPULATIONS

Georgia has a population of 9,908,357 (2010), including 1,818,993 people with incomes meeting the LSC's means test for civil legal assistance; 1,486,519 people who qualify for assistance for the elderly; 24,529 American Indians and Alaska Natives; and 706,498 veterans (2009).

3.2%	of the total U.S. population	2010
3.5%	of the total U.S. LSC eligible population	2009
2.7%	of the total U.S. elderly population	2009
1.0%	of the total U.S. American Indian and Alaska Native population	2009
3.2%	of the total U.S. veteran population	2009
3.2%	of the total U.S. homeless population	2009
3.1%	of the total U.S. population over the age of 5 with any type of disability	2009
2.4%	of the total U.S. foreign-born population	2009
4.9%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

3.0%	of total LSC funds	\$11,009,494	2010
1.3%	of total state legislative appropriations, court fees, and fines that fund legal services	\$2,874,400	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Georgia has an Equal Justice Commission, which was mandated by the Supreme Court.
- Georgia's IOLTA funds are administered by the Georgia Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, homeless, people living with HIV/AIDS, people with disabilities)
Organized civil pro bono programs	Y	Y (disabilities)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# GEORGIA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	Y	Y (family)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (domestic violence, inmate/habeas, juvenile, magistrate, probate)
Information about the state courts available on the Web	Y (juvenile, municipal, magistrate, probate, state, superior)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

73.0%	of the state population in households with internet access	2009
17.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 27,398 resident and active lawyers in the state of Georgia. This represents 2.3% of the total number of active lawyers in the U.S. (2010).
- Georgia does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Georgia RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Georgia has not adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# HAWAII

## ELIGIBLE POPULATIONS

Hawaii has a population of 1,300,086 (2010), including 154,368 people with incomes meeting the LSC's means test for civil legal assistance; 259,507 people who qualify for assistance for the elderly; 3,364 American Indians and Alaska Natives; and 111,825 veterans (2009).

0.4%	of the total U.S. population	2010
0.3%	of the total U.S. LSC eligible population	2009
0.5%	of the total U.S. elderly population	2009
0.1%	of the total U.S. American Indian and Alaska Native population	2009
0.5%	of the total U.S. veteran population	2009
0.9%	of the total U.S. homeless population	2009
0.4%	of the total U.S. population over the age of 5 with any type of disability	2009
0.6%	of the total U.S. foreign-born population	2009
0.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.5%	of total LSC funds	\$1,866,041	2010
0.1%	of total state legislative appropriations, court fees, and fines that fund legal services	\$204,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Hawaii has an Access to Justice Commission, which was mandated by the Supreme Court in 2008.
- Hawaii's IOLTA funds are administered by the Hawaii Justice Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, homeless, people with disabilities)
Organized civil pro bono programs	Y	Y (children with disabilities, elderly, victims of domestic violence)
Legal advice hotlines	Y	N
Legal information hotlines	Y	N
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# HAWAII

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	Y	Y (district, circuit)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (circuit, district civil and criminal, family, traffic)
Information about the state courts available on the Web	Y (circuit, district, family, small claims)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

78.9%	of the state population in households with internet access	2009
16.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	N
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 4,077 resident and active lawyers in the state of Hawaii. This represents 0.3% of the total number of active lawyers in the U.S. (2010).
- Hawaii does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Hawaii RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Hawaii has not adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.



# IDAHO

## ELIGIBLE POPULATIONS

Idaho has a population of 1,559,796 (2010), including 273,791 people with incomes meeting the LSC's means test for civil legal assistance; 265,522 people who qualify for assistance for the elderly; 19,012 American Indians and Alaska Natives; and 129,727 veterans (2009).

0.5%	of the total U.S. population	2010
0.5%	of the total U.S. LSC eligible population	2009
0.5%	of the total U.S. elderly population	2009
0.8%	of the total U.S. American Indian and Alaska Native population	2009
0.6%	of the total U.S. veteran population	2009
0.3%	of the total U.S. homeless population	2009
0.5%	of the total U.S. population over the age of 5 with any type of disability	2009
0.3%	of the total U.S. foreign-born population	2009
0.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.5%	of total LSC funds	\$1,658,793	2010
0.0%	of total state legislative appropriations, court fees, and fines that fund legal services	\$0	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Idaho does not have an Access to Justice Commission, but has an informal coalition of government and court officials, state bar representatives, and legal aid providers.
- Idaho's IOLTA funds are administered by the Idaho Law Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	Y	Y (victims of domestic violence)
Legal information hotlines	Y	Y (victims of domestic violence)
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# IDAHO

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	N
Court-based staffed <i>pro se</i> assistance centers	Y	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (domestic violence, family, landlord/tenant, small claims)
Information about the state courts available on the Web	Y (district, drug/mental health, family, youth)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

77.5%	of the state population in households with internet access	2009
11.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (victims of domestic violence)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 3,299 resident and active lawyers in the state of Idaho. This represents 0.3% of the total number of active lawyers in the U.S. (2010).
- Idaho does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Idaho has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Idaho has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# ILLINOIS

## ELIGIBLE POPULATIONS

Illinois has a population of 12,944,410 (2010), including 2,036,756 people with incomes meeting the LSC's means test for civil legal assistance; 2,225,761 people who qualify for assistance for the elderly; 23,832 American Indians and Alaska Natives; and 785,835 veterans (2009).

4.2%	of the total U.S. population	2010
3.9%	of the total U.S. LSC eligible population	2009
4.0%	of the total U.S. elderly population	2009
1.0%	of the total U.S. American Indian and Alaska Native population	2009
3.5%	of the total U.S. veteran population	2009
2.2%	of the total U.S. homeless population	2009
3.6%	of the total U.S. population over the age of 5 with any type of disability	2009
4.5%	of the total U.S. foreign-born population	2009
1.7%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

3.7%	of total LSC funds	\$13,758,851	2010
0.9%	of total state legislative appropriations, court fees, and fines that fund legal services	\$2,025,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Illinois has an Equal Justice Foundation, which was created by the Illinois Equal Justice Act (30 ILCS 765/1 et seq.) passed by the Illinois General Assembly and former Illinois governor George Ryan.
- Illinois's IOLTA funds are administered by the Lawyers Trust Fund of Illinois.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, immigrants, people living with HIV/AIDS, people with disabilities, victims of domestic violence)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		N
High-volume law school clinical programs		Y
Courthouse lawyer-of-the-day programs		N

# ILLINOIS

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	N
Court-based staffed <i>pro se</i> assistance centers	Y	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (circuit-specific)
Information about the state courts available on the Web	Y (circuit)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

74.2%	of the state population in households with internet access	2009
13.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	N
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership, social services)

## REGULATING LEGAL SERVICES

- There are 60,069 resident and active lawyers in the state of Illinois. This represents 5.1% of the total number of active lawyers in the U.S. (2010).
- Illinois Compiled Statute 5 ILCS 70/1.35 defines a paralegal as a person performing substantive legal work under the supervision of an attorney but does not specifically regulate the provision of some legal services by independent paralegals or legal document assistants.
- Illinois Compiled Statute 815 ILCS 505/2AA defines immigration assistance services and explicitly allows provision of some legal services by immigration assistants.
- Illinois has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Illinois has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# INDIANA

## ELIGIBLE POPULATIONS

Indiana has a population of 6,445,295 (2010), including 1,067,807 people with incomes meeting the LSC's means test for civil legal assistance; 1,158,470 people who qualify for assistance for the elderly; 14,840 American Indians and Alaska Natives; and 481,977 veterans (2009).

2.1%	of the total U.S. population	2010
2.0%	of the total U.S. LSC eligible population	2009
2.1%	of the total U.S. elderly population	2009
0.6%	of the total U.S. American Indian and Alaska Native population	2009
2.2%	of the total U.S. veteran population	2009
1.1%	of the total U.S. homeless population	2009
2.2%	of the total U.S. population over the age of 5 with any type of disability	2009
0.7%	of the total U.S. foreign-born population	2009
1.2%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.6%	of total LSC funds	\$5,958,287	2010
0.7%	of total state legislative appropriations, court fees, and fines that fund legal services	\$1,500,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Indiana does not have an Access to Justice Commission, but has a Pro Bono Commission, which was mandated by the Supreme Court in 2001.
- Indiana's IOLTA funds are administered by the Indiana Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	N
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	N	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# INDIANA

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	Y (circuit)
Court-based staffed <i>pro se</i> assistance centers	Y	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal, family, small claims)
Information about the state courts available on the Web	Y (circuit, city, superior, tax)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

69.5%	of the state population in households with internet access	2009
8.00%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly)
Court-based legal aid intake	Y	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 13,850 resident and active lawyers in the state of Indiana. This represents 1.2% of the total number of active lawyers in the U.S. (2010).
- Indiana Code § 1-1-4-6(a) defines a paralegal as a person performing substantive legal work under the supervision of an attorney but does not specifically regulate the provision of some legal services by independent paralegals or legal document assistants.
- Indiana has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Indiana has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# IOWA

## ELIGIBLE POPULATIONS

Iowa has a population of 3,023,081 (2010), including 444,296 people with incomes meeting the LSC's means test for civil legal assistance; 601,929 people who qualify for assistance for the elderly; 10,127 American Indians and Alaska Natives; and 241,839 veterans (2009).

1.0%	of the total U.S. population	2010
0.9%	of the total U.S. LSC eligible population	2009
1.1%	of the total U.S. elderly population	2009
0.4%	of the total U.S. American Indian and Alaska Native population	2009
1.1%	of the total U.S. veteran population	2009
0.5%	of the total U.S. homeless population	2009
0.9%	of the total U.S. population over the age of 5 with any type of disability	2009
0.3%	of the total U.S. foreign-born population	2009
0.2%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.7%	of total LSC funds	\$2,747,685	2010
0.8%	of total state legislative appropriations, court fees, and fines that fund legal services	\$1,759,171	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Iowa does not have an Access to Justice Commission.
- Iowa's IOLTA funds are administered by the Iowa Supreme Court.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (people with disabilities)
Organized civil pro bono programs	Y	Y (active military members/families)
Legal advice hotlines	N	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# IOWA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil procedure, family, juvenile, mental illness/substance abuse, probate, small claims)
Information about the state courts available on the Web	Y (district, small claims)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

73.2%	of the state population in households with internet access	2009
7.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (elderly)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 7,080 resident and active lawyers in the state of Iowa. This represents 0.6% of the total number of active lawyers in the U.S. (2010).
- Iowa does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Iowa RPC 32:1.2 is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Iowa RPC 32:6.5 is the same as ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.



# KANSAS

## ELIGIBLE POPULATIONS

Kansas has a population of 2,841,121 (2010), including 446,703 people with incomes meeting the LSC's means test for civil legal assistance; 508,492 people who qualify for assistance for the elderly; 21,600 American Indians and Alaska Natives; and 226,714 veterans (2009).

0.9%	of the total U.S. population	2010
0.9%	of the total U.S. LSC eligible population	2009
0.9%	of the total U.S. elderly population	2009
0.9%	of the total U.S. American Indian and Alaska Native population	2009
1.0%	of the total U.S. veteran population	2009
0.3%	of the total U.S. homeless population	2009
0.9%	of the total U.S. population over the age of 5 with any type of disability	2009
0.4%	of the total U.S. foreign-born population	2009
0.4%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.7%	of total LSC funds	\$2,745,779	2010
0.4%	of total state legislative appropriations, court fees, and fines that fund legal services	\$846,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Kansas does not have an Access to Justice Commission, but has an informal coalition of government and court officials, state bar representatives, and legal aid providers.
- Kansas's IOLTA funds are administered by the Kansas Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (people with disabilities, veterans)
Organized civil pro bono programs	Y	Y (people with disabilities)
Legal advice hotlines	N	N
Legal information hotlines	N	N
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# KANSAS

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil procedure, small claims)
Information about the state courts available on the Web	Y (district, municipal)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

75.8%	of the state population in households with internet access	2009
8.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (elderly)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	Y
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 8,009 resident and active lawyers in the state of Kansas. This represents 0.7% of the total number of active lawyers in the U.S. (2010).
- Kansas does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Kansas has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Kansas has not adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# KENTUCKY

## ELIGIBLE POPULATIONS

Kentucky has a population of 4,339,435 (2010), including 928,778 people with incomes meeting the LSC's means test for civil legal assistance; 806,685 people who qualify for assistance for the elderly; 8,494 American Indians and Alaska Natives; and 327,054 veterans (2009).

1.4%	of the total U.S. population	2010
1.8%	of the total U.S. LSC eligible population	2009
1.5%	of the total U.S. elderly population	2009
0.4%	of the total U.S. American Indian and Alaska Native population	2009
1.5%	of the total U.S. veteran population	2009
0.9%	of the total U.S. homeless population	2009
2.0%	of the total U.S. population over the age of 5 with any type of disability	2009
0.3%	of the total U.S. foreign-born population	2009
0.7%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.8%	of total LSC funds	\$6,565,431	2010
1.8%	of total state legislative appropriations, court fees, and fines that fund legal services	\$4,098,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Kentucky has an Access to Justice Commission, which was mandated by the Supreme Court in 2010.
- Kentucky's IOLTA funds are administered by the Kentucky Bar Association.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (people with disabilities, veterans)
Organized civil pro bono programs	Y	Y (people living with HIV/AIDS)
Legal advice hotlines	N	N
Legal information hotlines	N	N
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# KENTUCKY

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal, domestic violence, juvenile, probate, small claims)
Information about the state courts available on the Web	Y (circuit, district, family)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

65.5%	of the state population in households with internet access	2009
12.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 12,334 resident and active lawyers in the state of Kentucky. This represents 1.0% of the total number of active lawyers in the U.S. (2010).
- Kentucky does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Kentucky Supreme Court Rule 3.130(1.2c) is the same as ABA Model Rule 1.2(c), and allows limited scope representation.
- Kentucky Supreme Court Rule 3.130(6.5) is the same as ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# LOUISIANA

## ELIGIBLE POPULATIONS

Louisiana has a population of 4,529,426 (2010), including 1,018,254 people with incomes meeting the LSC's means test for civil legal assistance; 782,262 people who qualify for assistance for the elderly; 24,901 American Indians and Alaska Natives; and 314,034 veterans (2009).

1.5%	of the total U.S. population	2010
1.9%	of the total U.S. LSC eligible population	2009
1.4%	of the total U.S. elderly population	2009
1.0%	of the total U.S. American Indian and Alaska Native population	2009
1.4%	of the total U.S. veteran population	2009
2.0%	of the total U.S. homeless population	2009
1.8%	of the total U.S. population over the age of 5 with any type of disability	2009
0.4%	of the total U.S. foreign-born population	2009
2.4%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

2.4%	of total LSC funds	\$9,032,320	2010
0.2%	of total state legislative appropriations, court fees, and fines that fund legal services	\$457,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Louisiana does not have an Access to Justice Commission, but has an Access to Justice bar committee with a broad access to justice charge.
- Louisiana's IOLTA funds are administered by the Louisiana Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people living with HIV/AIDS, people with disabilities)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	Y	N
Legal information hotlines	Y	N
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# LOUISIANA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (district-specific)
Information about the state courts available on the Web	Y (district, justice of the peace)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

65.8%	of the state population in households with internet access	2009
16.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	N
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 17,688 resident and active lawyers in the state of Louisiana. This represents 1.5% of the total number of active lawyers in the U.S. (2010).
- Louisiana does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Louisiana's civil law system explicitly allows some legal services to be provided by civil law notaries.
- Louisiana has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Louisiana has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# MAINE

## ELIGIBLE POPULATIONS

Maine has a population of 1,312,939 (2010), including 216,617 people with incomes meeting the LSC's means test for civil legal assistance; 289,475 people who qualify for assistance for the elderly; 6,627 American Indians and Alaska Natives; and 136,794 veterans (2009).

0.4%	of the total U.S. population	2010
0.4%	of the total U.S. LSC eligible population	2009
0.5%	of the total U.S. elderly population	2009
0.3%	of the total U.S. American Indian and Alaska Native population	2009
0.6%	of the total U.S. veteran population	2009
0.4%	of the total U.S. homeless population	2009
0.6%	of the total U.S. population over the age of 5 with any type of disability	2009
0.1%	of the total U.S. foreign-born population	2009
0.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.4%	of total LSC funds	\$1,596,482	2010
0.9%	of total state legislative appropriations, court fees, and fines that fund legal services	\$2,156,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Maine has Access to Justice Commission (called the Justice Action Group), which was created in 1995.
- Maine's IOLTA funds are administered by the Maine Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly, immigrants, people with disabilities)
Organized civil pro bono programs	Y	Y (children, elderly)
Legal advice hotlines	N	Y (elderly)
Legal information hotlines	N	Y (elderly)
For any group		
Judicare		N
High-volume law school clinical programs		Y
Courthouse lawyer-of-the-day programs		Y

# MAINE

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	Y

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal, family, probate, small claims)
Information about the state courts available on the Web	Y (district, drug, family, small claims, superior)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

77.7%	of the state population in households with internet access	2009
7.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	Y
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 3,663 resident and active lawyers in the state of Maine. This represents 0.3% of the total number of active lawyers in the U.S. (2010).
- Maine Revised Statute Title 4, §921.1 defines a paralegal as a person performing substantive legal work under the supervision of an attorney but does not specifically regulate the provision of some legal services by independent paralegals or legal document assistants.
- Maine RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Maine RPC 6.5 is similar to ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.



# MARYLAND

## ELIGIBLE POPULATIONS

Maryland has a population of 5,737,274 (2010), including 599,744 people with incomes meeting the LSC's means test for civil legal assistance; 994,273 people who qualify for assistance for the elderly; 15,590 American Indians and Alaska Natives; and 449,567 veterans (2009).

1.9%	of the total U.S. population	2010
1.1%	of the total U.S. LSC eligible population	2009
1.8%	of the total U.S. elderly population	2009
0.6%	of the total U.S. American Indian and Alaska Native population	2009
2.0%	of the total U.S. veteran population	2009
1.8%	of the total U.S. homeless population	2009
1.6%	of the total U.S. population over the age of 5 with any type of disability	2009
1.9%	of the total U.S. foreign-born population	2009
1.6%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.3%	of total LSC funds	\$4,700,313	2010
3.6%	of total state legislative appropriations, court fees, and fines that fund legal services	\$8,398,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Maryland has an Access to Justice Commission, which was mandated by the Court of Appeals in 2010.
- Maryland's IOLTA funds are administered by the Maryland Legal Services Corporation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (victims of domestic violence)
Legal advice hotlines	N	Y (elderly)
Legal information hotlines	N	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		Y
Courthouse lawyer-of-the-day programs		Y

# MARYLAND

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	N
Court-based staffed <i>pro se</i> assistance centers	Y	Y (circuit, district, family)
		<b>Y (type of form or court) or N</b>
Court forms and legal documents available on the Web		Y (circuit, district [civil, criminal, domestic violence], family)
Information about the state courts available on the Web		Y (circuit, district, probate/orphan)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

78.7%	of the state population in households with internet access	2009
11.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (elderly)
Court-based legal aid intake	Y	N

	For any group (type of co-location)
Web-based legal aid intake	Y
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 22,149 resident and active lawyers in the state of Maryland. This represents 1.9% of the total number of active lawyers in the U.S. (2010).
- Maryland does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Maryland has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Maryland has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# MASSACHUSETTS

## ELIGIBLE POPULATIONS

Massachusetts has a population of 6,631,280 (2010), including 819,129 people with incomes meeting the LSC's means test for civil legal assistance; 1,251,215 people who qualify for assistance for the elderly; 11,854 American Indians and Alaska Natives; and 427,272 veterans (2009).

2.2%	of the total U.S. population	2010
1.6%	of the total U.S. LSC eligible population	2009
2.3%	of the total U.S. elderly population	2009
0.5%	of the total U.S. American Indian and Alaska Native population	2009
1.9%	of the total U.S. veteran population	2009
2.4%	of the total U.S. homeless population	2009
2.0%	of the total U.S. population over the age of 5 with any type of disability	2009
2.5%	of the total U.S. foreign-born population	2009
<1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.6%	of total LSC funds	\$6,087,552	2010
4.1%	of total state legislative appropriations, court fees, and fines that fund legal services	\$9,500,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Massachusetts has an Access to Justice Commission, which was mandated by the Supreme Court in 2005.
- Massachusetts's IOLTA funds are administered by the Massachusetts Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly, immigrants, people with disabilities, veterans, youth)
Organized civil pro bono programs	Y	Y (people with disabilities)
Legal advice hotlines	Y	N
Legal information hotlines	Y	N
For any group		
Judicare		Y
High-volume law school clinical programs		Y
Courthouse lawyer-of-the-day programs		Y

# MASSACHUSETTS

	Superior courts	Other courts
Court-based self-help computer kiosks	N	Y (housing, municipal)
Court-based staffed <i>pro se</i> assistance centers	Y	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal, domestic abuse, family, housing, land, probate, small claims)
Information about the state courts available on the Web	Y (district, housing, family, juvenile, land, probate, superior)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

81.7%	of the state population in households with internet access	2009
10.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (American Indians, elderly, immigrants, veterans)
Court-based legal aid intake	Y	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 44,121 resident and active lawyers in the state of Massachusetts. This represents 3.7% of the total number of active lawyers in the U.S. (2010).
- Massachusetts does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Massachusetts RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Massachusetts has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# MICHIGAN

## ELIGIBLE POPULATIONS

Michigan has a population of 9,931,235 (2010), including 1,816,270 people with incomes meeting the LSC's means test for civil legal assistance; 1,882,954 people who qualify for assistance for the elderly; 51,778 American Indians and Alaska Natives; and 728,892 veterans (2009).

3.2%	of the total U.S. population	2010
3.5%	of the total U.S. LSC eligible population	2009
3.4%	of the total U.S. elderly population	2009
2.1%	of the total U.S. American Indian and Alaska Native population	2009
3.3%	of the total U.S. veteran population	2009
2.2%	of the total U.S. homeless population	2009
3.6%	of the total U.S. population over the age of 5 with any type of disability	2009
1.6%	of the total U.S. foreign-born population	2009
2.0%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

3.0%	of total LSC funds	\$11,053,705	2010
3.1%	of total state legislative appropriations, court fees, and fines that fund legal services	\$7,128,729	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Michigan does not have an Access to Justice Commission, but has a state bar committee with a broad access to justice charge.
- Michigan's IOLTA funds are administered by the Michigan State Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities, victims of domestic violence)
Organized civil pro bono programs	Y	Y (American Indians, people with disabilities, women)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# MICHIGAN

	Superior courts	Other courts
Court-based self-help computer kiosks	N	Y
Court-based staffed <i>pro se</i> assistance centers	Y	Y

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (bankruptcy, civil, criminal, juvenile, probate, small claims)
Information about the state courts available on the Web	Y (circuit, district, probate, small claims)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

73.8%	of the state population in households with internet access	2009
8.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 32,731 resident and active lawyers in the state of Michigan. This represents 2.8% of the total number of active lawyers in the U.S. (2010).
- Michigan does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- The Immigration Clerical Assistant Act (Michigan Compiled Law 338.3451) defines an immigration clerical assistant and explicitly allows some legal services to be provided by immigration assistants.
- Michigan RPC 1.2(b) is not the same as ABA Model Rule 1.2(c), but allows limited scope representation.
- Michigan has not adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# MINNESOTA

## ELIGIBLE POPULATIONS

Minnesota has a population of 5,290,447 (2010), including 675,780 people with incomes meeting the LSC's means test for civil legal assistance; 935,109 people who qualify for assistance for the elderly; 53,876 American Indians and Alaska Natives; and 393,429 veterans (2009).

1.7%	of the total U.S. population	2010
1.3%	of the total U.S. LSC eligible population	2009
1.7%	of the total U.S. elderly population	2009
2.2%	of the total U.S. American Indian and Alaska Native population	2009
1.8%	of the total U.S. veteran population	2009
1.2%	of the total U.S. homeless population	2009
1.4%	of the total U.S. population over the age of 5 with any type of disability	2009
0.9%	of the total U.S. foreign-born population	2009
0.8%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.2%	of total LSC funds	\$4,321,436	2010
6.5%	of total state legislative appropriations, court fees, and fines that fund legal services	\$14,934,472	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Minnesota has an Access to Justice Commission, which was mandated by the Supreme Court in 2004.
- Minnesota's IOLTA funds are administered by the Legal Services Advisory Committee of the Minnesota Judiciary.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (people living with HIV/AIDS)
Legal advice hotlines	Y	Y (elderly, people with disabilities)
Legal information hotlines	Y	Y (elderly, people with disabilities)
For any group		
Judicare		Y
High-volume law school clinical programs		Y
Courthouse lawyer-of-the-day programs		N

# MINNESOTA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	Y (district)
Court-based staffed <i>pro se</i> assistance centers	Y	Y (family)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (bankruptcy, civil, criminal, domestic abuse, family, housing, juvenile, probate)
Information about the state courts available on the Web	Y (district, tax)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

77.8%	of the state population in households with internet access	2009
6.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	N
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 22,585 resident and active lawyers in the state of Minnesota. This represents 1.9% of the total number of active lawyers in the U.S. (2010).
- Minnesota does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Minnesota Statute § 325E.031 defines immigration assistance services and explicitly allows provision of some legal services by immigration assistants.
- Minnesota has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Minnesota has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.



# MISSISSIPPI

## ELIGIBLE POPULATIONS

Mississippi has a population of 2,960,467 (2010), including 784,703 people with incomes meeting the LSC's means test for civil legal assistance; 525,432 people who qualify for assistance for the elderly; 13,119 American Indians and Alaska Natives; and 209,669 veterans (2009).

1.0%	of the total U.S. population	2010
1.5%	of the total U.S. LSC eligible population	2009
1.0%	of the total U.S. elderly population	2009
0.5%	of the total U.S. American Indian and Alaska Native population	2009
0.9%	of the total U.S. veteran population	2009
0.4%	of the total U.S. homeless population	2009
1.3%	of the total U.S. population over the age of 5 with any type of disability	2009
0.2%	of the total U.S. foreign-born population	2009
1.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.6%	of total LSC funds	\$5,932,604	2010
no data	of total state legislative appropriations, court fees, and fines that fund legal services	no data	

## COORDINATING CIVIL LEGAL ASSISTANCE

- Mississippi has an Access to Justice Commission, which was mandated by the Supreme Court in 2006.
- Mississippi's IOLTA funds are administered by the Mississippi Bar.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (people with disabilities)
Organized civil pro bono programs	Y	N
Legal advice hotlines	Y	N
Legal information hotlines	Y	N
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# MISSISSIPPI

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	N
Information about the state courts available on the Web	Y (chancery, circuit, county, drug, justice, municipal, youth)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

56.6%	of the state population in households with internet access	2009
16.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (elderly)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 6,786 resident and active lawyers in the state of Mississippi. This represents 0.6% of the total number of active lawyers in the U.S. (2010).
- Mississippi does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Mississippi RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Mississippi has not adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# MISSOURI

## ELIGIBLE POPULATIONS

Missouri has a population of 6,011,741 (2010), including 1,050,042 people with incomes meeting the LSC's means test for civil legal assistance; 1,140,729 people who qualify for assistance for the elderly; 22,833 American Indians and Alaska Natives; and 507,021 veterans (2009).

2.0%	of the total U.S. population	2010
2.0%	of the total U.S. LSC eligible population	2009
2.1%	of the total U.S. elderly population	2009
0.9%	of the total U.S. American Indian and Alaska Native population	2009
2.3%	of the total U.S. veteran population	2009
1.1%	of the total U.S. homeless population	2009
2.3%	of the total U.S. population over the age of 5 with any type of disability	2009
0.6%	of the total U.S. foreign-born population	2009
1.6%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.8%	of total LSC funds	\$6,793,286	2010
no data	of total state legislative appropriations, court fees, and fines that fund legal services	no data	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Missouri does not have an Access to Justice Commission, but has a bar committee with a broad access to justice charge.
- Missouri's IOLTA funds are administered by the Missouri Lawyer Trust Account Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, immigrants, people with disabilities)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	N	N
Legal information hotlines	N	N
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# MISSOURI

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal, family, probate, small claims)
Information about the state courts available on the Web	Y (circuit, drug, family/juvenile, mental health)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

69.5%	of the state population in households with internet access	2009
7.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	N
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 23,728 resident and active lawyers in the state of Missouri. This represents 2.0% of the total number of active lawyers in the U.S. (2010).
- Missouri does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Missouri RPC 4-1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Missouri RPC 4-6.5 is the same as ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# MONTANA

## ELIGIBLE POPULATIONS

Montana has a population of 980,152 (2010), including 182,062 people with incomes meeting the LSC's means test for civil legal assistance; 199,604 people who qualify for assistance for the elderly; 61,144 American Indians and Alaska Natives; and 99,163 veterans (2009).

0.3%	of the total U.S. population	2010
0.4%	of the total U.S. LSC eligible population	2009
0.4%	of the total U.S. elderly population	2009
2.5%	of the total U.S. American Indian and Alaska Native population	2009
0.4%	of the total U.S. veteran population	2009
0.2%	of the total U.S. homeless population	2009
0.4%	of the total U.S. population over the age of 5 with any type of disability	2009
0.1%	of the total U.S. foreign-born population	2009
<0.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.4%	of total LSC funds	\$1,550,386	2010
0.1%	of total state legislative appropriations, court fees, and fines that fund legal services	\$110,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Montana has an Access to Justice Commission, which was mandated by the Supreme Court in 2000.
- Montana's IOLTA funds are administered by the Montana Justice Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly, people with disabilities, veterans)
Organized civil pro bono programs	Y	N
Legal advice hotlines	Y	N
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# MONTANA

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	Y (district, judicial)
Court-based staffed <i>pro se</i> assistance centers	Y	Y (district)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (city/justice, district, small claims, workers' compensation)
Information about the state courts available on the Web	Y (city/justice, district, municipal, water, workers' compensation)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

69.6%	of the state population in households with internet access	2009
9.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (American Indians, elderly, veterans)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	Y
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 2,921 resident and active lawyers in the state of Montana. This represents 0.3% of the total number of active lawyers in the U.S. (2010).
- Montana Code § 25-10-304, Code § 25-10-305 and Code Annotated § 37-60-101 define a paralegal and expressly forbid the provision of legal services by independent paralegals.
- Montana has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Montana has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# NEBRASKA

## ELIGIBLE POPULATIONS

Nebraska has a population of 1,811,072 (2010), including 278,231 people with incomes meeting the LSC's means test for civil legal assistance; 329,453 people who qualify for assistance for the elderly; 14,845 American Indians and Alaska Natives; and 147,567 veterans (2009).

0.6%	of the total U.S. population	2010
0.5%	of the total U.S. LSC eligible population	2009
0.6%	of the total U.S. elderly population	2009
0.6%	of the total U.S. American Indian and Alaska Native population	2009
0.7%	of the total U.S. veteran population	2009
0.6%	of the total U.S. homeless population	2009
0.5%	of the total U.S. population over the age of 5 with any type of disability	2009
0.3%	of the total U.S. foreign-born population	2009
0.2%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.5%	of total LSC funds	\$1,755,536	2010
1.2%	of total state legislative appropriations, court fees, and fines that fund legal services	\$2,805,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Nebraska does not have an Access to Justice Commission, but has an informal coalition of government and court officials, state bar representatives, and legal aid providers.
- Nebraska's IOLTA funds are administered by the Nebraska Lawyers Trust Account Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly, people with disabilities)
Organized civil pro bono programs	Y	N
Legal advice hotlines	N	Y (elderly)
Legal information hotlines	N	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# NEBRASKA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	Y (county)
Court-based staffed <i>pro se</i> assistance centers	N	Y (county)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (domestic abuse, estate, family, small claims, workers' compensation)
Information about the state courts available on the Web	Y (county, district, juvenile, small claims, workers' compensation)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

77.0%	of the state population in households with internet access	2009
7.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (American Indians)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 5,149 resident and active lawyers in the state of Nebraska. This represents 0.4% of the total number of active lawyers in the U.S. (2010).
- Nebraska does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Nebraska RPC 3-501.2(b) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Nebraska RPC 3-506.5 is the same as ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.



# NEVADA

## ELIGIBLE POPULATIONS

Nevada has a population of 2,654,751 (2010), including 377,613 people with incomes meeting the LSC's means test for civil legal assistance; 445,460 people who qualify for assistance for the elderly; 31,408 American Indians and Alaska Natives; and 225,774 veterans (2009).

0.9%	of the total U.S. population	2010
0.7%	of the total U.S. LSC eligible population	2009
0.8%	of the total U.S. elderly population	2009
1.3%	of the total U.S. American Indian and Alaska Native population	2009
1.0%	of the total U.S. veteran population	2009
2.3%	of the total U.S. homeless population	2009
0.7%	of the total U.S. population over the age of 5 with any type of disability	2009
1.3%	of the total U.S. foreign-born population	2009
0.9%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.6%	of total LSC funds	\$2,343,675	2010
1.6%	of total state legislative appropriations, court fees, and fines that fund legal services	\$3,708,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Nevada has an Access to Justice Commission, which was mandated by the Supreme Court in 2006.
- Nevada's IOLTA funds are administered by the Nevada Law Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (people with disabilities)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	N	N
Legal information hotlines	N	Y (elderly)
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# NEVADA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	Y (family)
Court-based staffed <i>pro se</i> assistance centers	N	Y (family)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (divorce, domestic violence, family, landlord/tenant)
Information about the state courts available on the Web	Y

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

76.0%	of the state population in households with internet access	2009
16.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 6,523 resident and active lawyers in the state of Nevada. This represents 0.6% of the total number of active lawyers in the U.S. (2010).
- Nevada does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Nevada had adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Nevada has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# NEW HAMPSHIRE

## ELIGIBLE POPULATIONS

New Hampshire has a population of 1,323,531 (2010), including 131,304 people with incomes meeting the LSC's means test for civil legal assistance; 256,155 people who qualify for assistance for the elderly; 2,920 American Indians and Alaska Natives; and 119,971 veterans (2009).

0.4%	of the total U.S. population	2010
0.3%	of the total U.S. LSC eligible population	2009
0.5%	of the total U.S. elderly population	2009
0.1%	of the total U.S. American Indian and Alaska Native population	2009
0.5%	of the total U.S. veteran population	2009
0.3%	of the total U.S. homeless population	2009
0.4%	of the total U.S. population over the age of 5 with any type of disability	2009
0.2%	of the total U.S. foreign-born population	2009
0.2%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.2%	of total LSC funds	\$824,865	2010
0.8%	of total state legislative appropriations, court fees, and fines that fund legal services	\$1,740,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- New Hampshire has an Access to Justice Commission, which was mandated by the Supreme Court in 2007.
- New Hampshire's IOLTA funds are administered by the New Hampshire Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (victims of domestic violence)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	N
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# NEW HAMPSHIRE

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	Y (probate)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (district, family, juvenile, landlord/tenant, probate, small claims, superior)
Information about the state courts available on the Web	Y (district, family, probate, superior)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

84.7%	of the state population in households with internet access	2009
6.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 3,396 resident and active lawyers in the state of New Hampshire. This represents 0.3% of the total number of active lawyers in the U.S. (2010).
- New Hampshire does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- New Hampshire RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- New Hampshire RPC 6.5 is similar to ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# NEW JERSEY

## ELIGIBLE POPULATIONS

New Jersey has a population of 8,732,811 (2010), including 992,884 people with incomes meeting the LSC's means test for civil legal assistance; 1,629,487 people who qualify for assistance for the elderly; 20,635 American Indians and Alaska Natives; and 484,350 veterans (2009).

2.8%	of the total U.S. population	2010
1.9%	of the total U.S. LSC eligible population	2009
2.9%	of the total U.S. elderly population	2009
0.8%	of the total U.S. American Indian and Alaska Native population	2009
2.2%	of the total U.S. veteran population	2009
2.1%	of the total U.S. homeless population	2009
2.4%	of the total U.S. population over the age of 5 with any type of disability	2009
4.6%	of the total U.S. foreign-born population	2009
5.2%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

2.0%	of total LSC funds	\$7,451,195	2010
12.8%	of total state legislative appropriations, court fees, and fines that fund legal services	\$29,585,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- New Jersey does not have an Access to Justice Commission, but has an informal coalition of state bar representatives and legal aid providers.
- New Jersey's IOLTA funds are administered by the Bar of New Jersey.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (veterans)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# NEW JERSEY

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	N
Court-based staffed <i>pro se</i> assistance centers	Y	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (chancery, family, foreclosure, landlord/tenant, probate, small claims, superior, tax)
Information about the state courts available on the Web	Y (county, municipal, tax)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

83.0%	of the state population in households with internet access	2009
17.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (elderly)
Court-based legal aid intake	Y	N

	For any group (type of co-location)
Web-based legal aid intake	Y
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 40,286 resident and active lawyers in the state of New Jersey. This represents 3.4% of the total number of active lawyers in the U.S. (2010).
- New Jersey does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- New Jersey Annotated Statute 2C:21-31 defines an immigration consultant and explicitly forbids the provision of legal services by nonlawyer immigration consultants.
- New Jersey has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- New Jersey has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# NEW MEXICO

## ELIGIBLE POPULATIONS

New Mexico has a population of 2,033,875 (2010), including 460,434 people with incomes meeting the LSC's means test for civil legal assistance; 368,410 people who qualify for assistance for the elderly; 187,476 American Indians and Alaska Natives; and 172,193 veterans (2009).

0.7%	of the total U.S. population	2010
0.9%	of the total U.S. LSC eligible population	2009
0.7%	of the total U.S. elderly population	2009
7.7%	of the total U.S. American Indian and Alaska Native population	2009
0.8%	of the total U.S. veteran population	2009
0.6%	of the total U.S. homeless population	2009
0.8%	of the total U.S. population over the age of 5 with any type of disability	2009
0.5%	of the total U.S. foreign-born population	2009
0.2%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.0%	of total LSC funds	\$3,788,436	2010
1.7%	of total state legislative appropriations, court fees, and fines that fund legal services	\$3,953,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- New Mexico has an Access to Justice Commission, which was mandated by the Supreme Court in 2004.
- New Mexico's IOLTA funds are administered by the New Mexico Center for Civic Values.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (people with disabilities)
Organized civil pro bono programs	Y	Y (immigrants)
Legal advice hotlines	Y	N
Legal information hotlines	Y	N
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# NEW MEXICO

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	Y	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (district, domestic violence, magistrate, metropolitan, probate)
Information about the state courts available on the Web	Y (district, magistrate, municipal, probate)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

65.0%	of the state population in households with internet access	2009
16.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	N
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 5,269 resident and active lawyers in the state of New Mexico. This represents 0.4% of the total number of active lawyers in the U.S. (2010).
- New Mexico does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- New Mexico RPC 16-102(c) is the same as ABA Model Rule 1.2(c), and allows limited scope representation.
- New Mexico RPC 16-605 is the same as ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.



# NEW YORK

## ELIGIBLE POPULATIONS

New York has a population of 19,577,730 (2010), including 3,370,274 people with incomes meeting the LSC's means test for civil legal assistance; 3,659,707 people who qualify for assistance for the elderly; 64,568 American Indians and Alaska Natives; and 1,027,024 veterans (2009).

6.3%	of the total U.S. population	2010
6.4%	of the total U.S. LSC eligible population	2009
6.6%	of the total U.S. elderly population	2009
2.6%	of the total U.S. American Indian and Alaska Native population	2009
4.6%	of the total U.S. veteran population	2009
9.6%	of the total U.S. homeless population	2009
5.9%	of the total U.S. population over the age of 5 with any type of disability	2009
10.9%	of the total U.S. foreign-born population	2009
19.5%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

7.7%	of total LSC funds	\$28,670,905	2010
4.1%	of total state legislative appropriations, court fees, and fines that fund legal services	\$9,509,396	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- New York has an Access to Justice Commission, which was created in 2005.
- New York's IOLTA funds are administered by the New York State Interest on Lawyer Account Fund.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (children, elderly, families, homeless, immigrants, people living with HIV/AIDS, people with disabilities)
Legal advice hotlines	Y	N
Legal information hotlines	Y	N
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# NEW YORK

	Superior courts	Other courts
Court-based self-help computer kiosks	N	Y (family, housing)
Court-based staffed <i>pro se</i> assistance centers	Y	Y (family, housing)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (domestic violence, family, housing, small claims)
Information about the state courts available on the Web	Y (city, county, district, family, small claims)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

76.9%	of the state population in households with internet access	2009
22.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	N
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 157,778 resident and active lawyers in the state of New York. This represents 13.3% of the total number of active lawyers in the U.S. (2010).
- New York does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- New York Assembly Bill A07137 defines immigration assistance services and explicitly allows provision of some legal services by immigration assistants.
- New York RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- New York RPC 6.5 is similar to ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# NORTH CAROLINA

## ELIGIBLE POPULATIONS

North Carolina has a population of 9,458,888 (2010), including 1,752,677 people with incomes meeting the LSC's means test for civil legal assistance; 1,695,013 people who qualify for assistance for the elderly; 100,071 American Indians and Alaska Natives; and 735,481 veterans (2009).

3.1%	of the total U.S. population	2010
3.3%	of the total U.S. LSC eligible population	2009
3.1%	of the total U.S. elderly population	2009
4.1%	of the total U.S. American Indian and Alaska Native population	2009
3.3%	of the total U.S. veteran population	2009
2.0%	of the total U.S. homeless population	2009
3.3%	of the total U.S. population over the age of 5 with any type of disability	2009
1.7%	of the total U.S. foreign-born population	2009
3.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

2.8%	of total LSC funds	\$10,460,887	2010
2.4%	of total state legislative appropriations, court fees, and fines that fund legal services	\$5,478,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- North Carolina has an Equal Access to Justice Commission, which was mandated by the Supreme Court in 2005.
- North Carolina's IOLTA funds are administered by the North Carolina State Bar.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	N	Y (elderly)
Legal information hotlines	N	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# NORTH CAROLINA

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	Y (county)
Court-based staffed <i>pro se</i> assistance centers	Y	Y (family)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal, estate, juvenile, small claims)
Information about the state courts available on the Web	Y (district, drug, family, small claims, superior)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

69.1%	of the state population in households with internet access	2009
14.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (American Indians, elderly, veterans)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 20,226 resident and active lawyers in the state of North Carolina. This represents 1.7% of the total number of active lawyers in the U.S. (2010).
- North Carolina does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- North Carolina RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- North Carolina RPC 6.5 is similar to ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# NORTH DAKOTA

## ELIGIBLE POPULATIONS

North Dakota has a population of 653,778 (2010), including 101,443 people with incomes meeting the LSC's means test for civil legal assistance; 127,009 people who qualify for assistance for the elderly; 35,237 American Indians and Alaska Natives; and 54,087 veterans (2009).

0.2%	of the total U.S. population	2010
0.2%	of the total U.S. LSC eligible population	2009
0.2%	of the total U.S. elderly population	2009
1.4%	of the total U.S. American Indian and Alaska Native population	2009
0.2%	of the total U.S. veteran population	2009
0.1%	of the total U.S. homeless population	2009
0.2%	of the total U.S. population over the age of 5 with any type of disability	2009
<0.1%	of the total U.S. foreign-born population	2009
<0.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.3%	of total LSC funds	\$959,206	2010
0.1%	of total state legislative appropriations, court fees, and fines that fund legal services	\$191,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- North Dakota does not have an Access to Justice Commission, but has a bar committee with broad access to justice charge.
- North Dakota's IOLTA funds are administered by North Dakota Lawyer Trust Account Committee.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# NORTH DAKOTA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (family, probate, small claims)
Information about the state courts available on the Web	Y (district, municipal)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

73.3%	of the state population in households with internet access	2009
6.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (American Indians, elderly)
Court-based legal aid intake	Y	Y (elderly)

	For any group (type of co-location)
Web-based legal aid intake	Y
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 1,397 resident and active lawyers in the state of North Dakota. This represents 0.1% of the total number of active lawyers in the U.S. (2010).
- North Dakota does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- North Dakota RPC 1.2(c) is not the same as ABA Model Rule 1.2(c), but allows limited scope representation.
- North Dakota RPC 6.5 is similar to ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# OHIO

## ELIGIBLE POPULATIONS

Ohio has a population of 11,532,111 (2010), including 1,984,885 people with incomes meeting the LSC's means test for civil legal assistance; 2,228,884 people who qualify for assistance for the elderly; 21,032 American Indians and Alaska Natives; and 929,643 veterans (2009).

3.7%	of the total U.S. population	2010
3.8%	of the total U.S. LSC eligible population	2009
4.0%	of the total U.S. elderly population	2009
0.9%	of the total U.S. American Indian and Alaska Native population	2009
4.2%	of the total U.S. veteran population	2009
2.0%	of the total U.S. homeless population	2009
4.2%	of the total U.S. population over the age of 5 with any type of disability	2009
1.1%	of the total U.S. foreign-born population	2009
2.2%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

3.4%	of total LSC funds	\$12,467,480	2010
6.9%	of total state legislative appropriations, court fees, and fines that fund legal services	\$15,844,625	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Ohio does not have an Access to Justice Commission, but the Ohio Legal Assistance Foundation has a broad access to justice charge. The Foundation's board includes government and court officials, state bar representatives, and legal aid providers.
- Ohio's IOLTA funds are administered by the Ohio Legal Assistance Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly, people with disabilities, veterans)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# OHIO

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	Y (trial)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (county, domestic relations, probate)
Information about the state courts available on the Web	Y (claims, common pleas, domestic relations, juvenile, municipal, probate)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

72.6%	of the state population in households with internet access	2009
9.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (American Indians, elderly, veterans)
Court-based legal aid intake	N	Y (veterans)

	For any group (type of co-location)
Web-based legal aid intake	Y
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 37,335 resident and active lawyers in the state of Ohio. This represents 3.1% of the total number of active lawyers in the U.S. (2010).
- Ohio does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Ohio RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Ohio has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.



# OKLAHOMA

## ELIGIBLE POPULATIONS

Oklahoma has a population of 3,724,447 (2010), including 764,676 people with incomes meeting the LSC's means test for civil legal assistance; 688,098 people who qualify for assistance for the elderly; 236,909 American Indians and Alaska Natives; and 317,630 veterans (2009).

1.2%	of the total U.S. population	2010
1.5%	of the total U.S. LSC eligible population	2009
1.2%	of the total U.S. elderly population	2009
9.7%	of the total U.S. American Indian and Alaska Native population	2009
1.4%	of the total U.S. veteran population	2009
0.8%	of the total U.S. homeless population	2009
1.6%	of the total U.S. population over the age of 5 with any type of disability	2009
0.5%	of the total U.S. foreign-born population	2009
0.7%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.7%	of total LSC funds	\$6,174,845	2010
0.5%	of total state legislative appropriations, court fees, and fines that fund legal services	\$1,083,306	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Oklahoma has an Access to Justice Commission, which was mandated by the Supreme Court in 2004.
- Oklahoma's IOLTA funds are administered by the Oklahoma Bar Association.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (elderly, people living with HIV/AIDS)
Legal advice hotlines	N	Y (elderly)
Legal information hotlines	N	Y (elderly)
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# OKLAHOMA

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (workers' compensation)
Information about the state courts available on the Web	Y (district)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

65.2%	of the state population in households with internet access	2009
12.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (American Indians)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	Y
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 11,711 resident and active lawyers in the state of Oklahoma. This represents 1.0% of the total number of active lawyers in the U.S. (2010).
- Oklahoma does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Oklahoma has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Oklahoma has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# OREGON

## ELIGIBLE POPULATIONS

Oregon has a population of 3,855,536 (2010), including 663,481 people with incomes meeting the LSC's means test for civil legal assistance; 739,870 people who qualify for assistance for the elderly; 61,132 American Indians and Alaska Natives; and 345,173 veterans (2009).

1.3%	of the total U.S. population	2010
1.3%	of the total U.S. LSC eligible population	2009
1.3%	of the total U.S. elderly population	2009
2.5%	of the total U.S. American Indian and Alaska Native population	2009
1.5%	of the total U.S. veteran population	2009
2.7%	of the total U.S. homeless population	2009
1.4%	of the total U.S. population over the age of 5 with any type of disability	2009
1.0%	of the total U.S. foreign-born population	2009
0.3%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.2%	of total LSC funds	\$4,352,619	2010
2.5%	of total state legislative appropriations, court fees, and fines that fund legal services	\$5,740,100	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Oregon does not have an Access to Justice Commission, but has an informal coalition of government and court officials, state bar representatives, and legal aid providers.
- Oregon's IOLTA funds are administered by the Oregon Law Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (people with disabilities)
Legal advice hotlines	N	N
Legal information hotlines	N	N
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# OREGON

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	Y (family)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (circuit-specific, family, tax)
Information about the state courts available on the Web	Y (circuit, county, justice, municipal, tax)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

80.6%	of the state population in households with internet access	2009
10.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (people with disabilities)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 11,766 resident and active lawyers in the state of Oregon. This represents 1.0% of the total number of active lawyers in the U.S. (2010).
- Oregon does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Oregon has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Oregon has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# PENNSYLVANIA

## ELIGIBLE POPULATIONS

Pennsylvania has a population of 12,632,780 (2010), including 1,932,337 people with incomes meeting the LSC's means test for civil legal assistance; 2,644,174 people who qualify for assistance for the elderly; 16,788 American Indians and Alaska Natives; and 1,022,221 veterans (2009).

4.1%	of the total U.S. population	2010
3.7%	of the total U.S. LSC eligible population	2009
4.8%	of the total U.S. elderly population	2009
0.7%	of the total U.S. American Indian and Alaska Native population	2009
4.6%	of the total U.S. veteran population	2009
2.4%	of the total U.S. homeless population	2009
4.5%	of the total U.S. population over the age of 5 with any type of disability	2009
1.8%	of the total U.S. foreign-born population	2009
1.8%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

3.8%	of total LSC funds	\$13,888,339	2010
5.5%	of total state legislative appropriations, court fees, and fines that fund legal services	\$12,773,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Pennsylvania's bar has a Delivery of Legal Services to the Public Committee, a coalition of government and court officials, state bar and law firm representatives, and legal aid providers.
- Pennsylvania's IOLTA funds are administered by the Pennsylvania IOLTA Board.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		N
High-volume law school clinical programs		Y
Courthouse lawyer-of-the-day programs		N

# PENNSYLVANIA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	Y	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, orphan's court, tenant/landlord)
Information about the state courts available on the Web	Y (commonwealth, common pleas, district, magisterial, municipal)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

74.3%	of the state population in households with internet access	2009
13.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly)
Court-based legal aid intake	Y	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 47,453 resident and active lawyers in the state of Pennsylvania. This represents 4.0% of the total number of active lawyers in the U.S. (2010).
- Pennsylvania does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Pennsylvania has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Pennsylvania has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# RHODE ISLAND

## ELIGIBLE POPULATIONS

Rhode Island has a population of 1,056,870 (2010), including 154,435 people with incomes meeting the LSC's means test for civil legal assistance; 207,194 people who qualify for assistance for the elderly; 4,343 American Indians and Alaska Natives; and 79,505 veterans (2009).

0.3%	of the total U.S. population	2010
0.3%	of the total U.S. LSC eligible population	2009
0.4%	of the total U.S. elderly population	2009
0.2%	of the total U.S. American Indian and Alaska Native population	2009
0.4%	of the total U.S. veteran population	2009
0.3%	of the total U.S. homeless population	2009
0.4%	of the total U.S. population over the age of 5 with any type of disability	2009
0.4%	of the total U.S. foreign-born population	2009
0.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.4%	of total LSC funds	\$1,281,756	2010
0.2%	of total state legislative appropriations, court fees, and fines that fund legal services	\$441,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Rhode Island does not have an Access to Justice Commission, but has a bar committee with a broad access to justice charge.
- Rhode Island's IOLTA funds are administered by the Rhode Island Bar Association.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (elderly, homeless, members of the U.S. Armed Forces)
Legal advice hotlines	N	N
Legal information hotlines	N	N
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# RHODE ISLAND

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	Y	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (family, traffic, workers' compensation)
Information about the state courts available on the Web	Y (district, family, small claims, superior, traffic, workers' compensation)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

77.0%	of the state population in households with internet access	2009
8.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (people with housing law issues)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 4,098 resident and active lawyers in the state of Rhode Island. This represents 0.3% of the total number of active lawyers in the U.S. (2010).
- Rhode Island Supreme Court Provisional Order No. 18 defines a legal assistant as a person performing substantive legal work under the supervision of an attorney but does not specifically regulate the provision of some legal services by independent paralegals or legal document assistants.
- Rhode Island has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Rhode Island has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.



# SOUTH CAROLINA

## ELIGIBLE POPULATIONS

South Carolina has a population of 4,596,958 (2010), including 897,740 people with incomes meeting the LSC's means test for civil legal assistance; 885,948 people who qualify for assistance for the elderly; 12,919 American Indians and Alaska Natives; and 391,276 veterans (2009).

1.5%	of the total U.S. population	2010
1.7%	of the total U.S. LSC eligible population	2009
1.6%	of the total U.S. elderly population	2009
0.5%	of the total U.S. American Indian and Alaska Native population	2009
1.8%	of the total U.S. veteran population	2009
0.7%	of the total U.S. homeless population	2009
1.7%	of the total U.S. population over the age of 5 with any type of disability	2009
0.5%	of the total U.S. foreign-born population	2009
2.0%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.6%	of total LSC funds	\$5,834,592	2010
0.8%	of total state legislative appropriations, court fees, and fines that fund legal services	\$1,770,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- South Carolina has an Access to Justice Commission, which was mandated by the Supreme Court in 2007.
- South Carolina's IOLTA funds are administered by the South Carolina Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly, people with disabilities, veterans)
Organized civil pro bono programs	Y	Y (people living with HIV/AIDS)
Legal advice hotlines	Y	N
Legal information hotlines	Y	N
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# SOUTH CAROLINA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	Y
Court-based staffed <i>pro se</i> assistance centers	N	Y (circuit, family)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (common pleas, family, magistrate, municipal, probate)
Information about the state courts available on the Web	Y (circuit, family, magistrate, municipal, probate)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

63.4%	of the state population in households with internet access	2009
15.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (American Indians, elderly, veterans)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 9,264 resident and active lawyers in the state of South Carolina. This represents 0.8% of the total number of active lawyers in the U.S. (2010).
- South Carolina does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- South Carolina has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- South Carolina has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# SOUTH DAKOTA

## ELIGIBLE POPULATIONS

South Dakota has a population of 820,077 (2010), including 136,520 people with incomes meeting the LSC's means test for civil legal assistance; 160,347 people who qualify for assistance for the elderly; 67,370 American Indians and Alaska Natives; and 71,812 veterans (2009).

0.3%	of the total U.S. population	2010
0.3%	of the total U.S. LSC eligible population	2009
0.3%	of the total U.S. elderly population	2009
2.8%	of the total U.S. American Indian and Alaska Native population	2009
0.3%	of the total U.S. veteran population	2009
0.1%	of the total U.S. homeless population	2009
0.3%	of the total U.S. population over the age of 5 with any type of disability	2009
0.1%	of the total U.S. foreign-born population	2009
0.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.6%	of total LSC funds	\$2,097,077	2010
<0.1%	of total state legislative appropriations, court fees, and fines that fund legal services	\$100,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- South Dakota does not have an Access to Justice Commission, but has a bar committee with a broad access to justice charge.
- South Dakota's IOLTA funds are administered by the South Dakota Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (active military members and their families)
Legal advice hotlines	N	Y (elderly)
Legal information hotlines	N	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# SOUTH DAKOTA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (divorce, domestic protection)
Information about the state courts available on the Web	Y (circuit, magistrate)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

70.0%	of the state population in households with internet access	2009
7.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (American Indians, elderly, veterans)
Court-based legal aid intake	Y	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 1,839 resident and active lawyers in the state of South Dakota. This represents less 0.2% of the total number of active lawyers in the U.S. (2010).
- South Dakota Codified Law § 16-18-34 defines a legal assistant as a person performing substantive legal work under the supervision of an attorney but does not specifically regulate the provision of some legal services by independent paralegals or legal document assistants.
- South Dakota has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- South Dakota has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# TENNESSEE

## ELIGIBLE POPULATIONS

Tennessee has a population of 6,338,112 (2010), including 1,272,050 people with incomes meeting the LSC's means test for civil legal assistance; 1,190,717 people who qualify for assistance for the elderly; 14,086 American Indians and Alaska Natives; and 504,516 veterans (2009).

2.1%	of the total U.S. population	2010
2.4%	of the total U.S. LSC eligible population	2009
2.2%	of the total U.S. elderly population	2009
0.6%	of the total U.S. American Indian and Alaska Native population	2009
2.3%	of the total U.S. veteran population	2009
1.7%	of the total U.S. homeless population	2009
2.6%	of the total U.S. population over the age of 5 with any type of disability	2009
<1%	of the total U.S. foreign-born population	2009
2.0%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

2.1%	of total LSC funds	\$7,879,987	2010
1.5%	of total state legislative appropriations, court fees, and fines that fund legal services	\$3,443,900	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Tennessee has an Access to Justice Commission, which was mandated by the Supreme Court in 2008.
- Tennessee's IOLTA funds are administered by the Tennessee Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities, victims of abuse)
Organized civil pro bono programs	Y	Y (elderly, victims of abuse)
Legal advice hotlines	N	Y (elderly)
Legal information hotlines	N	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# TENNESSEE

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal)
Information about the state courts available on the Web	Y

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

69.1%	of the state population in households with internet access	2009
13.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	Y (elderly)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 16,365 resident and active lawyers in the state of Tennessee. This represents 1.4% of the total number of active lawyers in the U.S. (2010).
- Tennessee does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Tennessee RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Tennessee is similar to ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# TEXAS

## ELIGIBLE POPULATIONS

Texas has a population of 25,213,445 (2010), including 5,171,156 people with incomes meeting the LSC's means test for civil legal assistance; 3,627,955 people who qualify for assistance for the elderly; 125,444 American Indians and Alaska Natives; and 1,596,461 veterans (2009).

8.2%	of the total U.S. population	2010
9.9%	of the total U.S. LSC eligible population	2009
6.6%	of the total U.S. elderly population	2009
5.1%	of the total U.S. American Indian and Alaska Native population	2009
7.1%	of the total U.S. veteran population	2009
5.8%	of the total U.S. homeless population	2009
7.7%	of the total U.S. population over the age of 5 with any type of disability	2009
10.4%	of the total U.S. foreign-born population	2009
9.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

9.1%	of total LSC funds	\$33,585,698	2010
10.3%	of total state legislative appropriations, court fees, and fines that fund legal services	\$23,770,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Texas has an Access to Justice Commission, which was mandated by the Supreme Court in 2001.
- Texas's IOLTA funds are administered by Texas Access to Justice Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (immigrants, people with disabilities)
Organized civil pro bono programs	Y	Y (immigrants, veterans)
Legal advice hotlines	N	Y (elderly)
Legal information hotlines	N	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		Y
Courthouse lawyer-of-the-day programs		Y

# TEXAS

	Superior courts	Other courts
Court-based self-help computer kiosks	N	Y (district, family)
Court-based staffed <i>pro se</i> assistance centers	Y	Y (district, family)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil procedure, family)
Information about the state courts available on the Web	Y (county, district, justice, municipal, probate)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

65.5 %	of the state population in households with internet access	2009
19.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (elderly, victims of domestic violence)
Court-based legal aid intake	Y	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 77,049 resident and active lawyers in the state of Texas. This represents 6.5% of the total number of active lawyers in the U.S. (2010).
- The State Bar of Texas has defined a paralegal, and explicitly forbids the provision of legal services by independent paralegals or legal document assistants.
- Texas RPC 1.2(c) is not the same as ABA Model Rule 1.2(c), but allows limited scope representation.
- Texas does not have a rule like ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.



# UTAH

## ELIGIBLE POPULATIONS

Utah has a population of 2,830,753 (2010), including 378,085 people with incomes meeting the LSC's means test for civil legal assistance; 354,050 people who qualify for assistance for the elderly; 31,875 American Indians and Alaska Natives; and 150,243 veterans (2009).

0.9%	of the total U.S. population	2010
0.7%	of the total U.S. LSC eligible population	2009
0.6%	of the total U.S. elderly population	2009
1.3%	of the total U.S. American Indian and Alaska Native population	2009
0.7%	of the total U.S. veteran population	2009
0.6%	of the total U.S. homeless population	2009
0.7%	of the total U.S. population over the age of 5 with any type of disability	2009
0.6%	of the total U.S. foreign-born population	2009
0.3%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.6%	of total LSC funds	\$2,292,102	2010
0.1%	of total state legislative appropriations, court fees, and fines that fund legal services	\$195,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Utah does not have an Access to Justice Commission, but has an informal coalition of government and court officials, state bar representatives, and legal aid providers.
- Utah's IOLTA funds are administered by the Utah Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly, people with disabilities, veterans)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		N
High-volume law school clinical programs		Y
Courthouse lawyer-of-the-day programs		N

# UTAH

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	Y (district, justice)
Court-based staffed <i>pro se</i> assistance centers	Y	Y (district)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, family, landlord/tenant, probate, small claims)
Information about the state courts available on the Web	Y (district, juvenile, justice)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

83.1%	of the state population in households with internet access	2009
9.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (American Indians, elderly, people with disabilities)
Court-based legal aid intake		

	For any group (type of co-location)
Web-based legal aid intake	Y
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 6,778 resident and active lawyers in the state of Utah. This represents 0.6% of the total number of active lawyers in the U.S. (2010).
- Utah Code of Judicial Administration Rule 14-113 defines paralegals and explicitly forbids the provision of legal services by independent paralegals.
- Utah has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Utah has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# VERMONT

## ELIGIBLE POPULATIONS

Vermont has a population of 622,433 (2010), including 87,089 people with incomes meeting the LSC's means test for civil legal assistance; 129,002 people who qualify for assistance for the elderly; 1,653 American Indians and Alaska Natives; and 53,119 veterans (2009).

0.2%	of the total U.S. population	2010
0.2%	of the total U.S. LSC eligible population	2009
0.2%	of the total U.S. elderly population	2009
0.1%	of the total U.S. American Indian and Alaska Native population	2009
0.2%	of the total U.S. veteran population	2009
0.2%	of the total U.S. homeless population	2009
0.2%	of the total U.S. population over the age of 5 with any type of disability	2009
0.1%	of the total U.S. foreign-born population	2009
<0.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.2%	of total LSC funds	\$581,788	2010
0.3%	of total state legislative appropriations, court fees, and fines that fund legal services	\$735,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Vermont does not have an Access to Justice Commission, but has an informal coalition of court officials, state bar and law school representatives, and legal aid providers.
- Vermont's IOLTA funds are administered by the Vermont Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (elderly, people with disabilities, people with mental illness)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# VERMONT

	Superior courts	Other courts
Court-based self-help computer kiosks	Y	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal, environmental, family, probate, small claims)
Information about the state courts available on the Web	Y (environmental, family, probate, superior)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

76.3%	of the state population in households with internet access	2009
7.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (elderly)
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 2,166 resident and active lawyers in the state of Vermont. This represents 0.2% of the total number of active lawyers in the U.S. (2010).
- Vermont does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Vermont had adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Vermont has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# VIRGINIA

## ELIGIBLE POPULATIONS

Virginia has a population of 7,952,119 (2010), including 992,199 people with incomes meeting the LSC's means test for civil legal assistance; 1,374,075 people who qualify for assistance for the elderly; 24,201 American Indians and Alaska Natives; and 736,446 veterans (2009).

2.6%	of the total U.S. population	2010
1.9%	of the total U.S. LSC eligible population	2009
2.5%	of the total U.S. elderly population	2009
1.0%	of the total U.S. American Indian and Alaska Native population	2009
3.3%	of the total U.S. veteran population	2009
1.4%	of the total U.S. homeless population	2009
2.3%	of the total U.S. population over the age of 5 with any type of disability	2009
2.1%	of the total U.S. foreign-born population	2009
2.8%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.5%	of total LSC funds	\$5,649,415	2010
4.3%	of total state legislative appropriations, court fees, and fines that fund legal services	\$9,800,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Virginia does not have an Access to Justice Commission, but has an informal coalition of state bar representatives and legal aid providers.
- Virginia's IOLTA funds are administered by the Virginia State Bar.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (American Indians, elderly, people with disabilities, veterans)
Organized civil pro bono programs	Y	Y (elderly, people with disabilities)
Legal advice hotlines	Y	N
Legal information hotlines	Y	N
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# VIRGINIA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (circuit, district, domestic relations, juvenile)
Information about the state courts available on the Web	Y (circuit, district, juvenile, magistrate)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

75.4%	of the state population in households with internet access	2009
12.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (American Indians, elderly, veterans)
Court-based legal aid intake	Y	Y (American Indians, elderly, veterans)

	For any group (type of co-location)
Web-based legal aid intake	Y
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 22,472 resident and active lawyers in the state of Virginia. This represents 1.9% of the total number of active lawyers in the U.S. (2010).
- Virginia does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Virginia RPC 1.2(b) is not the same as ABA Model Rule 1.2(c), but allows limited scope representation.
- Virginia has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# WASHINGTON

## ELIGIBLE POPULATIONS

Washington has a population of 6,746,199 (2010), including 987,125 people with incomes meeting the LSC's means test for civil legal assistance; 1,167,604 people who qualify for assistance for the elderly; 91,614 American Indians and Alaska Natives; and 603,230 veterans (2009).

2.2%	of the total U.S. population	2010
1.9%	of the total U.S. LSC eligible population	2009
2.1%	of the total U.S. elderly population	2009
3.7%	of the total U.S. American Indian and Alaska Native population	2009
2.7%	of the total U.S. veteran population	2009
3.6%	of the total U.S. homeless population	2009
2.2%	of the total U.S. population over the age of 5 with any type of disability	2009
2.1%	of the total U.S. foreign-born population	2009
0.5%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.7%	of total LSC funds	\$6,344,304	2010
5.0%	of total state legislative appropriations, court fees, and fines that fund legal services	\$11,600,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Washington has an Access to Justice Board, which was mandated by the Supreme Court in 1994.
- Washington's IOLTA funds are administered by the Legal Foundation of Washington.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities, veterans)
Organized civil pro bono programs	Y	Y (elderly, the homeless, immigrants, people living with HIV/AIDS)
Legal advice hotlines	Y	Y (elderly)
Legal information hotlines	Y	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		Y
Courthouse lawyer-of-the-day programs		Y

# WASHINGTON

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	Y	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal, domestic violence, family, financial, juvenile)
Information about the state courts available on the Web	Y (district, municipal, superior)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

81.7%	of the state population in households with internet access	2009
10.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (American Indians, elderly, veterans)
Court-based legal aid intake	Y	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 23,204 resident and active lawyers in the state of Washington. This represents 2.0% of the total number of active lawyers in the U.S. (2010).
- Washington does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Washington Revised Code § 19.154.010-.902 defines an immigration assistant and explicitly allows the provision of some legal services by immigration assistants.
- Washington had adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Washington RPC 6.5 is similar to ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.



# WEST VIRGINIA

## ELIGIBLE POPULATIONS

West Virginia has a population of 1,825,513 (2010), including 408,900 people with incomes meeting the LSC's means test for civil legal assistance; 401,102 people who qualify for assistance for the elderly; 2,742 American Indians and Alaska Natives; and 166,231 veterans (2009).

0.6%	of the total U.S. population	2010
0.8%	of the total U.S. LSC eligible population	2009
0.7%	of the total U.S. elderly population	2009
0.1%	of the total U.S. American Indian and Alaska Native population	2009
0.7%	of the total U.S. veteran population	2009
0.3%	of the total U.S. homeless population	2009
0.9%	of the total U.S. population over the age of 5 with any type of disability	2009
0.1%	of the total U.S. foreign-born population	2009
0.2%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.9%	of total LSC funds	\$3,363,083	2010
0.3%	of total state legislative appropriations, court fees, and fines that fund legal services	\$714,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- West Virginia has an Access to Justice Commission.
- West Virginia's IOLTA funds are administered by the West Virginia Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities, veterans)
Organized civil pro bono programs	Y	Y (elderly)
Legal advice hotlines	N	Y (elderly)
Legal information hotlines	N	Y (elderly)
For any group		
Judicare		Y
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		Y

# WEST VIRGINIA

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (domestic violence, family, guardianship, magistrate)
Information about the state courts available on the Web	Y (circuit, family, magistrate, municipal)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

66.9%	of the state population in households with internet access	2009
13.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	Y (elderly, veterans)
Court-based legal aid intake	Y	Y (elderly, veterans)

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 4,725 resident and active lawyers in the state of West Virginia. This represents 0.4% of the total number of active lawyers in the U.S. (2010).
- West Virginia does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- West Virginia RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- West Virginia has not adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# WISCONSIN

## ELIGIBLE POPULATIONS

Wisconsin has a population of 5,668,519 (2010), including 809,186 people with incomes meeting the LSC's means test for civil legal assistance; 1,057,279 people who qualify for assistance for the elderly; 48,578 American Indians and Alaska Natives; and 438,974 veterans (2009).

1.8%	of the total U.S. population	2010
1.5%	of the total U.S. LSC eligible population	2009
1.9%	of the total U.S. elderly population	2009
2.0%	of the total U.S. American Indian and Alaska Native population	2009
2.0%	of the total U.S. veteran population	2009
1.0%	of the total U.S. homeless population	2009
1.7%	of the total U.S. population over the age of 5 with any type of disability	2009
0.7%	of the total U.S. foreign-born population	2009
0.7%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

1.4%	of total LSC funds	\$4,987,430	2010
0.9%	of total state legislative appropriations, court fees, and fines that fund legal services	\$1,959,000	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Wisconsin has an Access to Justice Commission, which was mandated by the Supreme Court in 2009.
- Wisconsin's IOLTA funds are administered by Wisconsin Trust Account Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (elderly, people with disabilities)
Organized civil pro bono programs	Y	Y (elderly, people living with HIV/AIDS, victims of domestic violence)
Legal advice hotlines	N	N
Legal information hotlines	N	N
For any group		
Judicare		Y
High-volume law school clinical programs		Y
Courthouse lawyer-of-the-day programs		N

# WISCONSIN

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	Y	Y (circuit, family)

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (civil, criminal, family, guardianship, juvenile, probate, small claims)
Information about the state courts available on the Web	Y (circuit, municipal)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

78.8%	of the state population in households with internet access	2009
7.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	N	N
Court-based legal aid intake	N	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	Y (medical-legal partnership)

## REGULATING LEGAL SERVICES

- There are 15,078 resident and active lawyers in the state of Wisconsin. This represents 1.3% of the total number of active lawyers in the U.S. (2010).
- Wisconsin does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Wisconsin has adopted ABA Model Rule 1.2(c), which allows limited scope representation.
- Wisconsin has adopted ABA Model Rule 6.5, which exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# WYOMING

## ELIGIBLE POPULATIONS

Wyoming has a population of 547,637 (2010), including 68,206 people with incomes meeting the LSC's means test for civil legal assistance; 95,825 people who qualify for assistance for the elderly; 12,181 American Indians and Alaska Natives; and 51,574 veterans (2009).

0.2%	of the total U.S. population	2010
0.1%	of the total U.S. LSC eligible population	2009
0.2%	of the total U.S. elderly population	2009
0.1%	of the total U.S. American Indian and Alaska Native population	2009
0.2%	of the total U.S. veteran population	2009
0.1%	of the total U.S. homeless population	2009
0.2%	of the total U.S. population over the age of 5 with any type of disability	2009
<0.1%	of the total U.S. foreign-born population	2009
<0.1%	of the total U.S. population living with a diagnosis of HIV or AIDS	2008

## FUNDING CIVIL LEGAL ASSISTANCE

0.2%	of total LSC funds	\$782,452	2010
0.0%	of total state legislative appropriations, court fees, and fines that fund legal services	\$0	2009

## COORDINATING CIVIL LEGAL ASSISTANCE

- Wyoming has an Access to Justice Commission, which was mandated by the Supreme Court in 2008.
- Wyoming's IOLTA funds are administered by the Wyoming State Bar Foundation.

## DELIVERING CIVIL LEGAL ASSISTANCE

How services are delivered	For the indigent	For other groups
Staffed legal aid offices	Y	Y (people with disabilities)
Organized civil pro bono programs	Y	Y (active military members)
Legal advice hotlines	N	N
Legal information hotlines	N	N
For any group		
Judicare		N
High-volume law school clinical programs		N
Courthouse lawyer-of-the-day programs		N

# WYOMING

	Superior courts	Other courts
Court-based self-help computer kiosks	N	N
Court-based staffed <i>pro se</i> assistance centers	N	N

	Y (type of form or court) or N
Court forms and legal documents available on the Web	Y (divorce)
Information about the state courts available on the Web	Y (circuit, district)

## ACCESSING CIVIL LEGAL ASSISTANCE

### Internet access and literacy

76.0%	of the state population in households with internet access	2009
9.0%	of the state population 16 or older lacking basic English prose literacy skills	2003

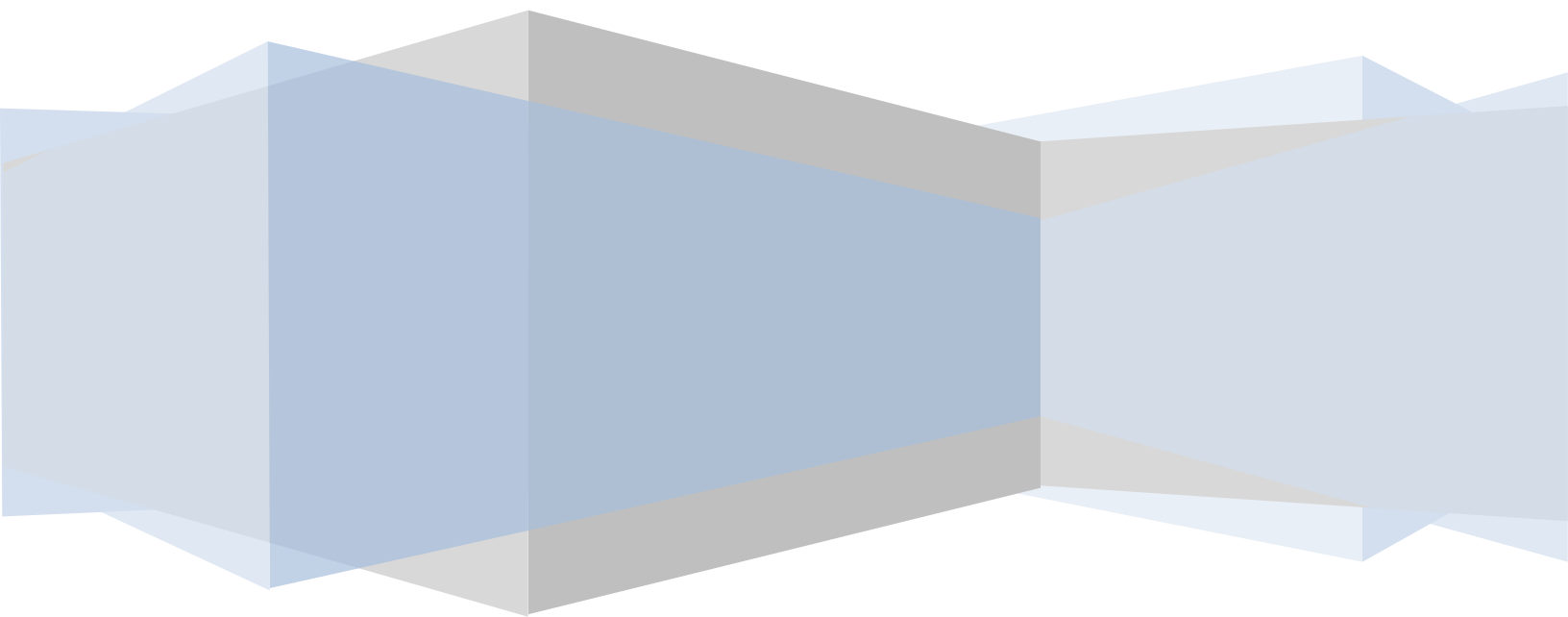
How people can connect with services	For the indigent	For other groups
State-wide legal aid intake hotlines	Y	N
Court-based legal aid intake	Y	N

	For any group (type of co-location)
Web-based legal aid intake	N
Legal aid co-location with other services	N

## REGULATING LEGAL SERVICES

- There are 1,636 resident and active lawyers in the state of Wyoming. This represents 0.1% of the total number of active lawyers in the U.S. (2010).
- Wyoming does not specifically regulate legal services provided by independent paralegals or legal document assistants; instead the state has adopted ABA Model Rule 5.3, which requires that lawyers have direct supervising authority over and responsibility for the conduct of nonlawyers employed by or associated with lawyers.
- Wyoming RPC 1.2(c) is similar to ABA Model Rule 1.2(c), and allows limited scope representation.
- Wyoming RPC 6.5 is similar to ABA Model Rule 6.5, and exempts non-profit or court-appointed limited scope attorneys from some rules governing conflicts of interest and duties to former clients under certain circumstances.

# METHODS OF DATA COLLECTION



# METHODS OF DATA COLLECTION

The Civil Justice Infrastructure Mapping Project (CJIMP) data were compiled from a variety of primary and secondary sources. Primary sources included, for example, legal aid program Web sites, key informant survey responses, and U.S. Census data. Secondary sources included, for example, law review articles, state Access to Justice Commission reports, and data collected by various justice-oriented nonprofit organizations. Below we describe in detail how we identified these data sources and the specific information we collected from them.

## ELIGIBLE POPULATIONS DATA

Demographic information about eligible populations was acquired primarily from the United States Census Bureau's American Community Surveys (ACS), using one-, three-, or five-year estimates.<sup>7</sup> The availability of data on specific populations of interest determined which set of estimates was used. Five additional databases or documents were used to supplement the information available from the ACS: the 2009 and 2010 Population Estimates, prepared by the U.S. Census Bureau, Population Estimates Program; the 2009 (5<sup>th</sup>) Annual Homeless Assessment Report to Congress, prepared by the U.S. Department of Housing and Urban Development, Office of Community Planning and Development; the 2008 HIV and AIDS Statistics by State, prepared by AVERT International HIV and AIDS charity; the 2009 Current Population Survey (CPS), prepared by the U.S. Census Bureau for the Bureau of Labor Statistics; and, the 2003 National Assessment of Adult Literacy, prepared by the U.S. Department of Education, Institute of Education Science, National Center for Education Statistics. Specific data sources for each population were as follows:

- *Population below 125% of the poverty level*—2005-2009 American Community Survey 5-Year Estimates
- *Population over the age of 60*—2009 U.S. Census Population Estimates
- *American Indian and Alaska Native population*—2007-2009 American Community Survey 3-Year Estimates
- *Veteran population*—2007-2009 American Community Survey 3-Year Estimates
- *Homeless population*—2009 (5<sup>th</sup>) Annual Homeless Assessment Report to Congress
- *Population ages 5+ with any type of disability*—2009 American Community Survey 1-Year Estimates
- *Population living with a diagnosis of HIV or AIDS*—HIV and AIDS Statistics by State
- *Foreign-born population*—Number of Foreign-Born by State, as compiled by the Migration Policy Institute using the 2009 American Community Survey 1-Year Estimates
- *Individuals in households with internet access*—2009 Current Population Survey
- *Population lacking basic English prose literacy skills*—2003 National Assessment of Adult Literacy
- *Total estimated population*—2010 U.S. Census Population Estimates

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<sup>7</sup> A brief description of the differences between these three data sources can be found at [http://factfinder.census.gov/jsp/saff/SAFFInfo.jsp?\\_content=acs\\_guidance\\_2009.html](http://factfinder.census.gov/jsp/saff/SAFFInfo.jsp?_content=acs_guidance_2009.html)



**Selected Funding Data.** Originally, we had hoped to collect five types of funding data: Legal Services Corporation funding; non-LSC federal funding for civil legal assistance; state legislative and court appropriations reserved for civil legal assistance, including fees and fines set aside for this purpose; state IOLTA funding; other private sources of funding, including from foundations such as the United Way, generous individuals and law firms.

To explore the feasibility of collecting information at this level of detail, we selected five states for a pilot study to explore the possibility of collecting reasonably complete, accurate and consistent data across states. These states – California, Florida, Idaho, Kentucky and New Mexico – reflected variation in geographic region, demographic composition, and population size. The pilot study revealed that relatively little information about funding for civil legal assistance is readily available. The pilot also revealed that finding comparable figures across states for funding received from the myriad sources that support access to civil justice would clearly be impossible without a much larger investment of resources than those available to the Project. We decided to focus our efforts on publicly available data for federal and state funding. Our method for identifying federal and state funding sources is detailed below.

*Federal Funding*—As the starting point for a search for federal funding, CJIMP used Appendix A of the National Legal Aid & Defender Association (NLADA) report entitled “Legal Aid Providers: A Critical Resource for Accomplishing Goals of Federal Programs to Assist the Poor.” Based on this document, we identified potential federal agencies and departments that might fund civil legal assistance for eligible populations in the United States. We expanded this list by searching the Catalog of Federal Domestic Assistance (CFDA)<sup>8</sup> using keyword search terms such as “legal,” “law,” and “attorney” to identify additional civil legal assistance funding sources. By doing a thorough read of program descriptions on the CFDA Web site, we then sorted these granting programs into those which explicitly funded civil legal assistance; those which seemed to imply funding for civil legal assistance; and those which did not appear to fund such services. This last category was then eliminated from the list of potential funders of civil legal assistance.

We then attempted to categorize programs into those that exclusively fund what we defined as civil legal assistance, and those that fund civil legal assistance among other services for eligible populations. For those sources that fund civil legal assistance programs exclusively, funding data by state were obtained from program grantor Web sites. These included:

- Ombudsman and Elder Abuse programs under Title VII Allotments for Vulnerable Elder Rights Protection Activities. Fiscal year 2010 final allocations were found on the U.S. Administration on Aging Web site<sup>9</sup>.
- Legal Assistance for Victims grant program and Court Training and Improvements program. A list of grantees receiving funds from these federal programs was obtained from the Office of Violence Against Women (OVW) Web site<sup>10</sup>.

For programs that did not fund civil legal assistance exclusively, we examined grantee lists to estimate which funds went to civil legal assistance and which supported other kinds of services. These granting programs included:

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<sup>8</sup> <https://www.cfda.gov/>

<sup>9</sup> [http://www.aoa.gov/AoARoot/AoA\\_Programs/OAA/Aging\\_Network/State\\_Allocations/docs/T7\\_2010Final.pdf](http://www.aoa.gov/AoARoot/AoA_Programs/OAA/Aging_Network/State_Allocations/docs/T7_2010Final.pdf)

<sup>10</sup> <http://www.ovw.usdoj.gov/fy2010-grants-content.htm#01%20of>

- Grant awards under Title IV of the Older Americans Act. The fiscal year 2010 compendium of grant awards was found on the U.S. Administration on Aging Web site<sup>11</sup>. We included any programs that had “legal” or “law” keywords in either their name or description. These programs were: Pension Information Counseling Program, National Pension Assistance Resource Center, and National Legal Assistance Center grant awards under Title IV of the Older Americans Act.
- Office of Justice Programs (OJP) grants. Awards by state and solicitation as of 09/30/2010 were found on the OJP Web site<sup>12</sup>. We determined which grants had been awarded for civil legal assistance by searching keywords “legal,” “law,” “justice,” and “court” in either the legal name of the grantee or the solicitation title of the project. We added “justice” and “court” to our search terms because of the wide range of program and grantee names in this document. We found nine funded programs that met our definition of civil legal assistance.
  - Six related to American Indians: the Tribal Courts Assistance Program, Children’s Justice Act Partnerships for Indian Communities Continuation Grant, Tribal Victim Assistance Discretionary Grant Program, Tribal Youth Program, Tribal Juvenile Accountability Discretionary Program, and Tribal Civil Legal Assistance Grants.
  - Two related to the elderly: Research and Evaluation on the Abuse, Neglect and Exploitation of the Elderly and Residents of Residential Care Facilities and the Tribal Elder Outreach Program.
  - One related to victims of trafficking: Services for Victims of Human Trafficking Continuation.

We then combined these pieces of information about funding into the following categories:

- *Federal funding for assistance to the elderly*—Elder Care Ombudsmen, Prevention of Elder Abuse and Title VII Resource, Research and Evaluation on the Abuse, Neglect and Exploitation of the Elderly and Residents of Residential Care Facilities, Pension Information Counseling Program, National Pension Assistance Resource Center, Tribal Elder Outreach Program, and National Legal Assistance Center.
- *Federal funding for assistance for victims of domestic violence and trafficking*—Legal Assistance for Victims Grant Program, Court Training and Improvements Program, and Services for Victims of Human Trafficking Continuation.
- *Federal funding for assistance and justice system development for American Indians*—Tribal Courts Assistance Program, Children’s Justice Act Partnerships for Indian Communities Continuation Grant, Tribal Victim Assistance Discretionary Grant Program, Tribal Youth Program, Tribal Juvenile Accountability Discretionary Program, and Tribal Civil Legal Assistance Grants.
- *Federal funding for assistance to people with disabilities*. Grants made to state agencies through five federal Protection and Advocacy programs supporting people with disabilities: mental illness (PAIMI), developmental disabilities (PADD), individual rights (PAIR), traumatic brain injury (PATBI), and voter accessibility (PAVA).

*State Funding*—Our primary source for state funding came from the document entitled “Court Fees and Fines and State Appropriations by State, 2009-10 Amounts” compiled by the American Bar Association (ABA) Resource Center for Access to Justice Initiatives, a project of the Standing

<sup>11</sup> [http://www.aoa.gov/AoARoot/Grants/Compendium/docs/FY2010\\_AoA\\_Grant\\_Compendium.pdf](http://www.aoa.gov/AoARoot/Grants/Compendium/docs/FY2010_AoA_Grant_Compendium.pdf)

<sup>12</sup> [http://www.ojp.usdoj.gov/pfig?OCOM=STATE\\_SOL\\_TITLE&P\\_FISCAL\\_YEAR=2010](http://www.ojp.usdoj.gov/pfig?OCOM=STATE_SOL_TITLE&P_FISCAL_YEAR=2010)

Committee on Legal Aid and Indigent Defense (SCLAID). From these data, we computed a quantity that represents funding from court fees and fines and legislative appropriations.<sup>13</sup>

## DELIVERY OF AND CONNECTING WITH CIVIL LEGAL ASSISTANCE

In the majority of cases, modes of delivery and access were discovered using a three-step process. First, we examined reports or other sources of previously compiled data to determine what was already known about specific state-level delivery and connecting models. Then we searched for additional information with state-by-state keyword Web searches using the Google search engine.<sup>14</sup> Finally, we distributed a short on-line survey to key informants in each state to supplement the information we were able to find through document review and web searches. Exceptions to this three-step process are documented in detail.

The CJIMP dataset drew on several documents and compilations of previous research. We include here a list of variables that relied on existing documents:

- *Staffed Legal Aid Offices for the Poor*—the Legal Services Corporation Fact Book 2008 and Program Profiles from the LSC Web site
- *High-Volume Law School Clinical Programs*—We used the results of the 2007-2008 Center for the Study of Applied Legal Education (CSALE)<sup>15</sup> survey of law school clinics to define “high-volume law school clinical programs” as follows: We first removed all clinics for which the stated services area was criminal, transactional, intellectual property, community development, or economic development. We then combined the total number of clients served at all remaining clinics in each school and to create an estimate of the total number of individual clients with civil justice problems who were served by each school’s civil clinical programs. Originally, we had thought to define “high volume” clinics as those that served at least as many clients each year as the smallest number served by a staffed legal aid office, which was 1500 clients per year. Only three clinical programs met this standard. We instead classify as “high volume” clinical programs those that serve a high volume in relative terms, at least 500 clients per year. By this standard, 15 of the 94 clinical programs in the CSALE survey were identified as “high volume.”
- *Legal Advice, Information, and Intake, and Referral Telephone Hotlines*—Center for Elder Rights Advocacy Web site, [www.legalhotlines.org](http://www.legalhotlines.org).
- *Co-location with Other Services*—National Center for Medical-Legal Partnership Web site, [www.medical-legalpartnership.org](http://www.medical-legalpartnership.org)

*State-by-State Keyword Searches*—In these searches, we used Google to search for the main term or terms plus other relevant terms that described each mode of delivery or connecting with services

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<sup>13</sup> A 2007 version of the “Court Fees and Fines and State Appropriations” document also lists state bar opt-out and add-on revenues, *pro hac vice* funds, and IOLTA grants by state. We elected not to use these data for two reasons. First, they are reported for inconsistent time periods across states. For opt-outs, add-ons, and *pro hac vice* fees, the data span periods of time from 2004 to 2007, depending on the state. Second, in the case of IOLTA, the grants reflect an historical moment (2006) when rates of return were much higher than they are today.

<sup>14</sup> Google was used for all Web searches because of its overwhelming market share dominance for general searches—as of April 2011, more than 65% of all searches occurred using the Google family of Web sites.

<sup>15</sup> For a copy of the survey instrument or for aggregated survey results visit <http://www.CSALE.org>; for access to disaggregated survey results, contact the Center for the Study of Applied Legal Education at [administrator@csale.org](mailto:administrator@csale.org)

(e.g., “computer kiosk” and “court house”) for each state individually. For example, to search for court-based self-help computer kiosks, the search was “Alabama computer kiosk court house.” If the first two pages of results had links to seemingly relevant Web sites, we would examine the sites and determine if they fit our criteria. If there were no relevant links within two results pages, that state was coded as possibly not having that mode of delivery or connecting. The same method was used to look for county or regional and “other court” information by adding the word “county” or examples of other courts (e.g., “family”), respectively. For “other groups” we used examples of other groups targeted for civil legal assistance (e.g. the elderly, veterans, etc.).

Search terms were chosen based first on the specific group we were searching for, but were revised based on language that appeared during our initial trial searches. For example, when testing out a few states for Court-based legal aid intake, “intake office” appeared frequently; thus, we revised our search from “court intake” to “court intake office.” This revision process was also used for searching about “other courts” and “other groups.”

We used the state-by-state keyword search method to find information about (we list the search terms used):

- *Salaried Legal Aid Offices for Other Groups*—[state] + “legal aid” + “elderly” or “veterans” or “disabilities” or “domestic violence”
- *Judicare Programs*—[state] + “judicare”
- *Organized Civil Pro Bono*—[state] + “pro bono legal”
- *Organized Civil Pro Bono for Other Groups*—[state] + “pro bono legal” + “elderly” or “elder law” or “veterans” or “immigrant”
- *Court-Based Self-Help Computer Kiosks*—[state] (or [county]) + “court-based self help computer centers” or “court based self help computer kiosk” or “court-based self help computer station”
- *Court-Based Self-Help Staffed Centers*—[state] + “self help center courts” or “court based self help center”; added “family,” for example, for other courts
- *Court Lawyer for a Day*—[state] + “court lawyer for a day” or “volunteer court lawyer for a day” or “court attorney for a day” or “volunteer court attorney for a day”
- *Court-Based Entry Points*—[state] + “court intake” or “court house intake office” or “ court house legal services” or “court house intake”
- *Court Forms Available on the Web*—[state] + “court forms” or “court documents”
- *Court Information Available on the Web*—[state] + “court system”
- *Legal Advice, Information, Intake, and Referral Telephone Hotlines*—After using [www.legalhotlines.org](http://www.legalhotlines.org) to find hotlines by state and recording any relevant Web sites, we performed a state-by-state keyword search to find additional hotlines not listed on the site and to verify the existence of hotlines that appeared that they might be no longer in operation or for which we initially found little information. For example, if [www.legalhotlines.org](http://www.legalhotlines.org) indicated that a state had a hotline for the elderly, but the link given for that hotline was dead, we searched the Web specifically for that hotline. Because many of these hotlines overlap functionally (e.g., one hotline may provide advice, information, and intake), discovery of one hotline sometimes allowed us to infer multiple delivery and coordination mechanisms.
  - *Advice*—[state] + [legal hotline’s name] or “legal advice hotline” or “veterans legal hotline” or “elder hotline” or “elder law hotline”

- *Information*—[state] + [legal hotline’s name] or “legal information hotline”
- *Intake*—[state] + [legal hotline’s name] or “legal intake hotline” or “phone legal intake”
- *Referral*—[state] + [legal hotline’s name] or “legal aid referral hotline”

*Key Informant Surveys*—In order to supplement information we were able to compile through document review and Web searches, for each state and the District of Columbia, we identified two to three key informants: one each from the state Administrative Office of the Courts and the state IOLTA fund-granting organization, and an Access to Justice Commission contact where available. Contacts were chosen from those available on the American Bar Association’s Commission on IOLTA<sup>16</sup> and Standing Committee on Indigent Defendants<sup>17</sup> Web sites, the Conference of State Court Administrators Annual Directory, and state IOLTA, Access to Justice Commission, and Administrative Office of the Courts Web sites. Two survey instruments were created that asked a short series of questions regarding civil legal assistance services for the poor, the elderly, and other eligible populations.<sup>18</sup> The first survey instrument was sent to key informants at state Administrative Offices of the Courts (AOCs). AOC survey questions covered the following topics:

- Judicare and other forms of private attorney contract programs
- Courthouse lawyer-of-the-day programs
- Self-help computer kiosks in superior and other courts
- Staffed *pro se* assistance centers in superior and other courts
- Court-based legal aid intake entry points for the indigent and other groups

A second survey instrument was sent to key informants at IOLTA funds and Access to Justice Commissions. IOLTA survey questions covered the five topics above, as well as:

- Salaried attorney legal aid offices for the indigent and other groups
- State-wide legal aid intake hotlines for the indigent and other groups

Both survey instruments also included a free-response question at the end asking about pending and future projects of which informants might be aware. We distributed the surveys via email to at least 128 contacts<sup>19</sup> and followed up within two weeks with phone calls to non-respondents. We received responses from 69 informants in 34 states; in 17 states, no informant responded. Responses came from all three categories of informant: 31 from Administrative Offices of the Courts, 26 from IOLTA fund-granting organizations, and the remaining 12 from Access to Justice Commissions.

Key informant surveys were incorporated into the dataset to supplement information collected through Web- and document-based data collection. We encountered several types of discrepancy between what we had discovered and the reports of survey respondents. In resolving these discrepancies, we typically erred in the direction of “false positives.” For example, at times we found evidence of programs that a state’s respondents specifically indicated did not exist in their state. In these instances we coded the program as existing on the basis of our evidence that it did so. In other

<sup>16</sup> [http://www.americanbar.org/groups/interest\\_lawyers\\_trust\\_accounts/resources/directory\\_of\\_iolta\\_programs.html](http://www.americanbar.org/groups/interest_lawyers_trust_accounts/resources/directory_of_iolta_programs.html)

<sup>17</sup>

[http://www.americanbar.org/groups/legal\\_aid\\_indigent\\_defendants/initiatives/resource\\_center\\_for\\_access\\_to\\_justice/state\\_atj\\_commissions.html](http://www.americanbar.org/groups/legal_aid_indigent_defendants/initiatives/resource_center_for_access_to_justice/state_atj_commissions.html)

<sup>18</sup> Copies of the two survey instruments are on file with the authors and available upon request.

<sup>19</sup> Informants were asked to disseminate the survey to others with institutional knowledge of civil justice networks in their states, so actual distribution likely exceeded our initial efforts.

instances, we could not find evidence that a program existed, despite assertions to the contrary by informants. In these instances we deferred to the survey respondents and coded the state as having that kind of program.

## **COORDINATION OF CIVIL LEGAL ASSISTANCE PROVISION**

We used two documents to determine how civil legal assistance provision is coordinated in each state: the “Access to Justice Partnerships State by State” report from May 2005, prepared by the Access to Justice Support Project, a partnership of the American Bar Association (ABA) and the National Legal Aid and Defender Association (NLADA); and SCLAID’s Guidance on State Access to Justice Commissions and Structures Web page. For each state, we first determined if a formal Access to Justice entity existed. Thirty states and the District of Columbia have such entities. The remaining states have informal coalitions, formal bar committees, or commissions that address a single issue in providing the public access to justice (e.g., pro bono commissions). For states with Access Commissions, we then identified the governing body that mandated or requested the establishment of the Commission (generally either the state Supreme Court or the state bar, but in one instance by state statute) and also identified whether the Commission was accountable to any of these governing bodies. In instances where the 2005 document or SCLAID’s Web site could not provide enough information, we proceeded with our standard state-by-state keyword search ([state] + “access to justice” + “commission” or “committee”) to find the state entity’s Web site and further information about its establishment and accountability structure.

## **RULES GOVERNING LIMITED SCOPE AND NON-LAWYER REPRESENTATION**

In our investigation of how legal services and civil legal assistance delivery are regulated in different states, we examined rules that govern limited scope lawyer representation (sometimes termed “unbundled services”) and the provision of civil legal services by non-lawyers. We focused on several subtopics in each category.

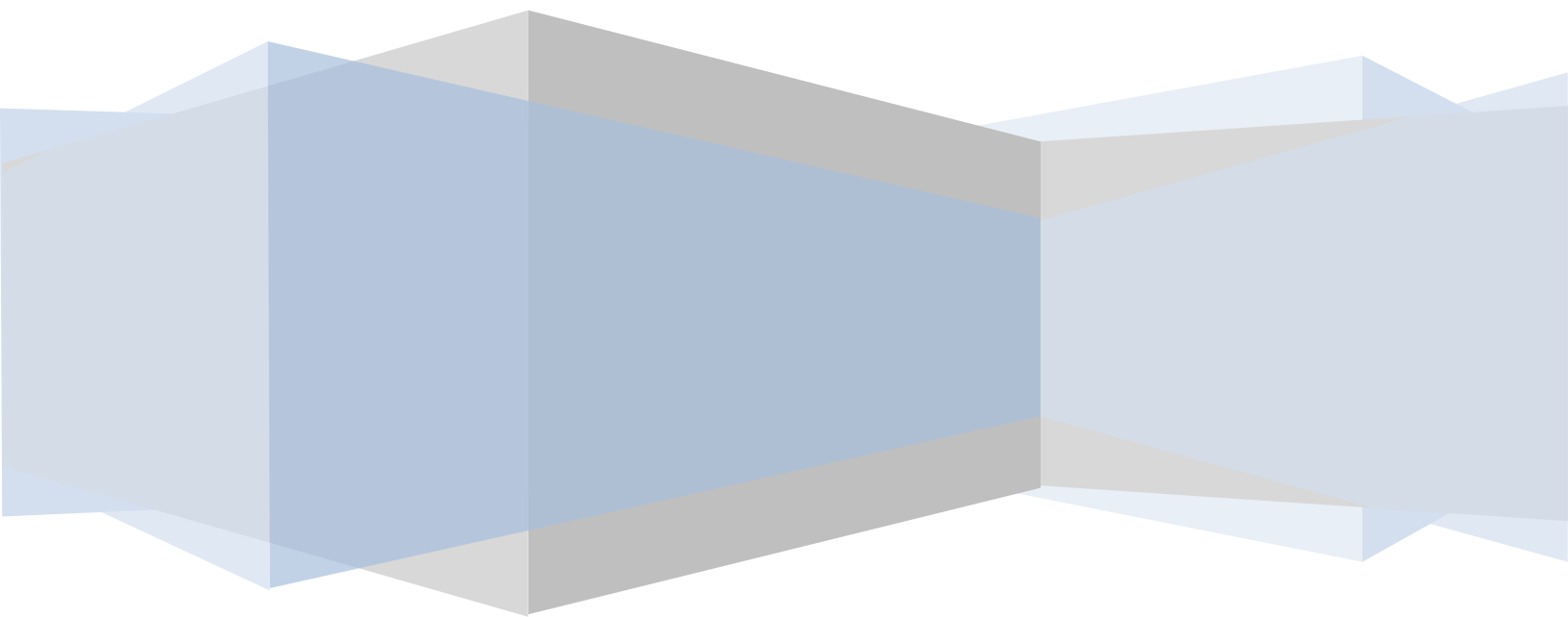
For limited scope representation, we looked at: 1) state adoption of ABA Model Rule 1.2(c) that states, “A lawyer may limit the scope of the representation if the limitation is reasonable under the circumstances and the client gives informed consent;” 2) state adoption of ABA Model Rule 6.5 which exempts non-profit or court-appointed limited scope attorneys from Model Rules 1.7, 1.9(a), and 1.10 under certain circumstances.

Using the Web site of the ABA’s Standing Committee on the Delivery of Legal Services (SCDLS), we were able to determine which states have adopted Model Rules 1.2(c) and 6.5, which have substantively similar rules in place, and which have not adopted a rule that explicitly allows limited scope lawyering.

For provision of legal services by non-lawyers, we focused on three types of non-lawyer providers: independent paralegals, immigration assistants, and civil law notaries. The National Federation of Paralegal Associations report “Paralegal Regulation by State” helped us to identify which states explicitly allow or forbid the use of independent paralegals or legal document assistants and which

states have merely adopted ABA Model Rule 5.3, which does not specifically regulate legal services provided by independent paralegals or legal document assistants, but requires that lawyers have direct supervising authority over and responsibility for the conduct of non-lawyer actors employed by or associated with lawyers. A law review article in the *Georgetown Immigration Law Journal* entitled “Fraud, The Unauthorized Practice of Law and Unmet Needs: A Look at State Laws Regulating Immigration Assistants” by Andrew F. Moore identifies the seven states that define and regulate immigration assistants, who are able to assist immigrants with immigration documentation but are not allowed to provide legal advice or represent immigrants in court. Finally, the Louisiana Notary Association Web site notes that, under Louisiana’s civil law system, notaries in that state can engage in legal document preparation and execution that would in other states violate rules against unauthorized practice of law.

# GLOSSARY OF TERMS





# GLOSSARY OF TERMS

## A

*Access to Justice Commission*—a formal body including members of the state courts, legislatures, bar associations, and legal aid<sup>20</sup> providers, sometimes established under mandate by a State Supreme Court, tasked with evaluating and/or coordinating access to justice initiatives. Does not include informal coalitions or bar committees with access to justice charges.

*American Indian and Alaska Native*—according to the U.S. Census Bureau, people having origins in any of the original peoples of North and South America (including Central America) who maintain tribal affiliation or community attachment.

## C

*Civil legal assistance*—legal information, legal advice, or legal representation that eligible populations may access or utilize at no cost to address civil justice problems. Providers of civil legal assistance include but are not limited to: LSC-funded staffed legal aid offices, pro bono attorneys, courts, law schools, and independent nonprofit agencies.

*Civil pro bono program*—a program that provides civil legal assistance to eligible populations by soliciting the services of volunteer attorneys. Organized pro bono programs operate across a region or state to foster, aggregate, coordinate, support, and supervise lawyers' pro bono service.

*Co-location with other services*—a model of civil legal assistance provision whereby legal services providers are placed at sites where potential eligible populations have already come into contact with other kinds of professionals (e.g., social workers or doctors). The most common type of co-located service is the medical-legal partnership.

*Court-based legal aid intake*—a service located in a courthouse that evaluates the civil legal needs of a member of an eligible population and, if services are determined to be necessary and are available, puts that person in contact with a provider of legal aid.

*Court-based staffed pro se assistance center*—a courthouse-located office where staff or volunteers provide civil legal assistance to unrepresented members of the public, to assist them in correctly filing claims, responding to court orders and other activities related to litigation.

*Court forms available on the Web*—state court Web sites that provide some necessary forms for *pro se* litigants and defendants to file claims and respond to court orders.

*Court information available on the Web*—state court Web sites that provide any of the following: general overview of the state court system, types of claims that can be filed at each level of the system, courthouse hours and locations, and services and amenities available at certain locations.

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<sup>20</sup> Underlined words or phrases are defined elsewhere in the glossary.

## D

*Disability*—according to the U.S. Census Bureau, a long-lasting physical, mental, or emotional condition that can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning, or remembering. This condition can also impede a person from being able to go outside the home alone or to work at a job or business.

## E

*Elderly*—people aged 60 or older, or those eligible for civil legal assistance provided under Title III(b), Title IV, and Title VII of the Older Americans Act.

*Eligible population*—people meeting the eligibility standards for receipt of civil legal assistance services. These standards are set by programs and/or funders, and may be related to income, age, disability status, or other factors.

## F

*Federal funding for American Indian legal services and development*—federal grant money that, according to the Catalog of Federal Domestic Assistance (CFDA) and/or the National Legal Aid & Defender Association (NLADA), funds civil legal assistance for American Indian and Alaska Native populations. For the purpose of this report, relevant grant programs are: Tribal Courts Assistance Program, Children’s Justice Act Partnerships for Indian Communities Continuation Grant, Tribal Victim Assistance Discretionary Grant Program, Tribal Youth Program, Tribal Juvenile Accountability Discretionary Program, and Tribal Civil Legal Assistance Grants.

*Federal funding for civil legal assistance for the elderly*—federal grant money that, according to the Catalog of Federal Domestic Assistance (CFDA) and/or the National Legal Aid & Defender Association (NLADA), funds civil legal assistance for elderly populations under Title III(b), Title IV, and Title VII of the Older Americans Act. For the purposes of this report, relevant grant programs are: Elder Care Ombudsmen, Prevention of Elder Abuse and Title VII Resource, Research and Evaluation on the Abuse, Neglect and Exploitation of the Elderly and Residents of Residential Care Facilities, Pension Information Counseling Program, National Pension Assistance Resource Center, Tribal Elder Outreach Program, and National Legal Assistance Center.

*Federal funding for protection and advocacy services for people with disabilities*—federal grant money that, according to the Catalog of Federal Domestic Assistance (CFDA) and/or the National Legal Aid & Defender Association (NLADA), funds civil legal assistance for people with disabilities. For the purposes of this report, relevant grant programs are five protection and advocacy programs funded by the federal government: individuals with mental illness (PAIMI), people with developmental disabilities (PADD), individual rights (PAIR), traumatic brain injury (PATBI), and voter accessibility (PAVA).

*Federal funding for victims of domestic violence and trafficking*—federal grant money that, according to the Catalog of Federal Domestic Assistance (CFDA) and/or the National Legal Aid & Defender Association (NLADA), funds civil legal assistance for victims of domestic violence and trafficking.

For the purposes of this report, relevant grant programs are: Legal Assistance for Victims Grant Program, Court Training and Improvements Program, and Services for Victims of Human Trafficking Continuation.

*Foreign born*—according to the U.S. Census Bureau, people who were not U.S. citizens or U.S. nationals at birth. This includes respondents to US Census surveys who indicated that they were U.S. citizens by naturalization or not U.S. citizens.

## H

*High-volume law school clinical program*—for the sake of this report, a law school clinical program providing civil legal assistance to eligible populations that serves an annual total of at least 500 clients across the following clinics: administrative, asylum/refugee, bankruptcy, children, civil appellate, constitutional, consumer, disability, domestic violence, employment, environmental, family, general civil litigation, health, housing, human rights, immigration, Indian law, legislative, mediation, prisoners' rights, tax, and wills/trusts/estates.

## I

*Independent paralegal*—a market-based legal services provider who offers clients limited civil legal services and works outside the supervision of a licensed attorney. Depending on state regulations, such service providers may be expressly permitted or expressly forbidden to engage in this type of legal services provision. Also referred to as a “legal document assistant,” “legal document preparer,” or “legal document technician.”

## J

*Judicare*—a model of civil legal assistance in which a third party, such as a government agency, contracts with private practice lawyers to provide legal services to eligible clients.

## L

*Lanyer-of-the-day program*—a program in which fully qualified attorneys provide short-term civil legal assistance to eligible clients who appear at the courthouse on a day when the program is providing services.

*Legal advice*—for the purposes of this report, legal advice is advice about a legal problem or matter that is tailored to a specific circumstance and provides guidance about how to proceed in resolving legal disputes. Provision of legal advice may form an attorney-client relationship.

*Legal advice hotline*—a telephone service through which staff provide eligible callers with legal advice.

*Legal aid*—legal services, including legal advice and legal representation, provided to eligible populations free of charge.

*Legal aid intake hotline*—a telephone service offered on a statewide, regional, or program-specific basis

through which eligible callers have their legal needs evaluated and are assigned staff or pro bono attorneys, or paralegals to provide legal aid in the state, region, or through that program.

*Legal aid referral hotline*—a telephone service that refers callers to providers of civil legal assistance.

*Legal document assistant/preparer/technician*—see *independent paralegal*.

*Legal information*—for the purposes of this report, legal information is information about a legal problem or matter that is of a general, factual nature and not specific to any given client’s case. Provision of legal information does not form an attorney-client relationship.

*Legal information hotline*—a telephone service that provides eligible callers with basic legal information.

*Legal representation*—for the purposes of this report, legal representation involves a third party acting on behalf of a client in a legal matter, whether in a negotiation, a trial, or another communication on the client’s behalf. Provision of legal representation forms an attorney-client relationship. In the United States, except when specific exceptions are made, non-lawyers working independently of attorneys may not provide legal advice or representation without risk of engaging in the unauthorized practice of law.

*Limited scope representation*—a model of representation in which attorneys provide services that fall short of full representation (for example, attorneys may provide legal advice only or may ghostwrite pleadings or other documents for a client who appears in court *pro se*). Also referred to as “unbundled services.”

*LSC eligible population*—people eligible for LSC-funded civil legal assistance, including legal aid; usually considered those living at or below 125% of the federal poverty level.

## M

*Market-based legal services*—legal information, legal advice, or legal representation provided by lawyers, independent paralegals, and other legal services providers (e.g., immigration assistants) for a fee.

*Medical-legal partnership*—a type of co-location with another service whereby civil legal assistance providers work alongside healthcare providers at healthcare institutions (e.g., hospitals) to offer civil legal assistance for matters that may relate to an eligible client’s health condition or may be revealed as a result of medical treatment.

## P

*Population lacking basic English prose literacy skills*—according to the 2003 National Assessment of Adult Literacy by the National Center for Education Statistics, the estimated number of people aged 16 years and older who scored “below basic” in prose literacy and those who could not be tested due to language barriers.

*Population in households with internet access*—according to the 2009 U.S. Census Current Population Survey, the estimated civilian noninstitutional population that lives in a household with an existing connection to the internet.

*Poverty level*—the annual income level that determines whether an individual or a family is eligible for assistance from various federally funded programs. Set by the U.S. Department of Health and Human Services, the 2011 levels are as follows: for the forty-eight contiguous States and the District of Columbia, \$10,890 for an individual and \$22,350 for a family of four; in Hawaii, \$12,540 and \$25,710, respectively; in Alaska, \$13,600 and \$27,940 respectively.

## S

*Self-help computer kiosk*—a computer station or stations located in a courthouse and installed with software specifically intended to provide assistance to *pro se* claimants, such as by helping them to file claims and respond to court orders.

*Staffed legal aid office*—an office with at least one salaried attorney on staff and providing civil legal assistance to eligible populations.

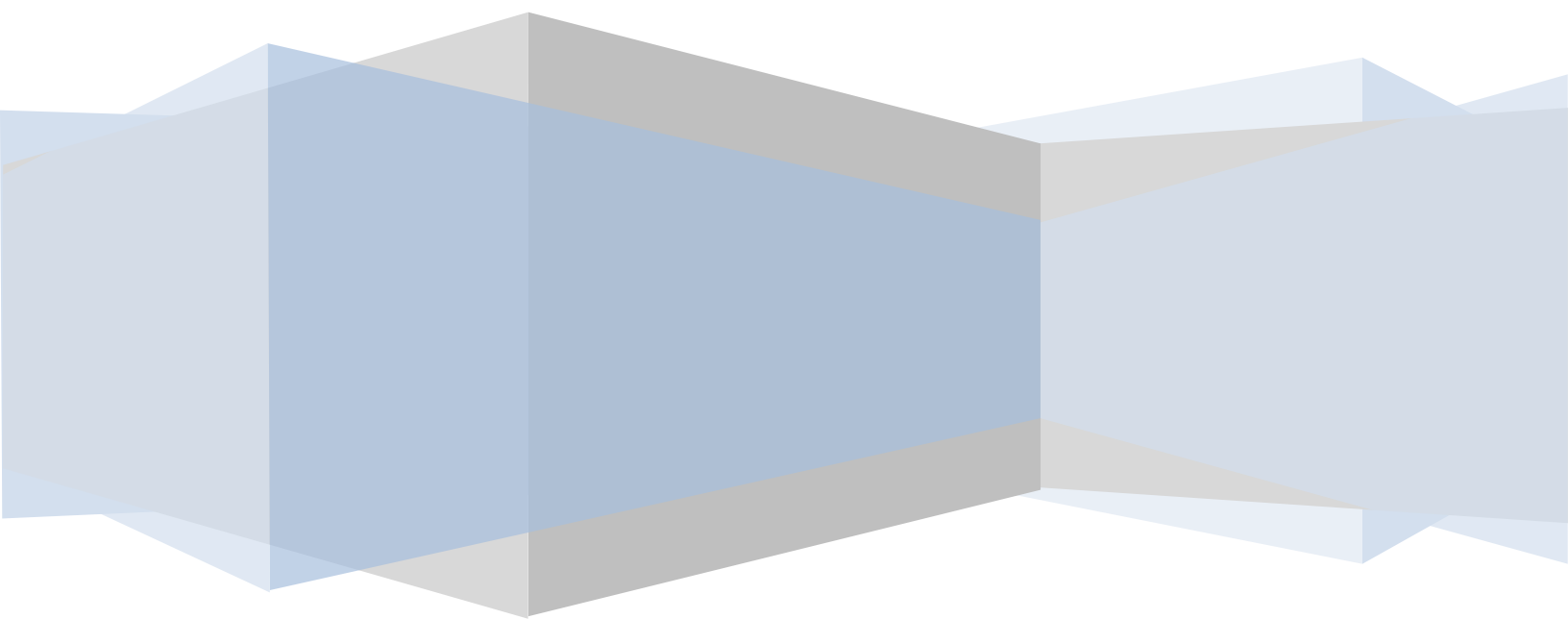
## U

*Unbundled services*—see *limited scope representation*.

## V

*Veteran*—according to the U.S. Census Bureau, people who have served (even for a short time), but are not currently serving, on active duty in the U.S. Army, Navy, Air Force, Marine Corps, or the Coast Guard, or who served in the U.S. Merchant Marine during World War II.

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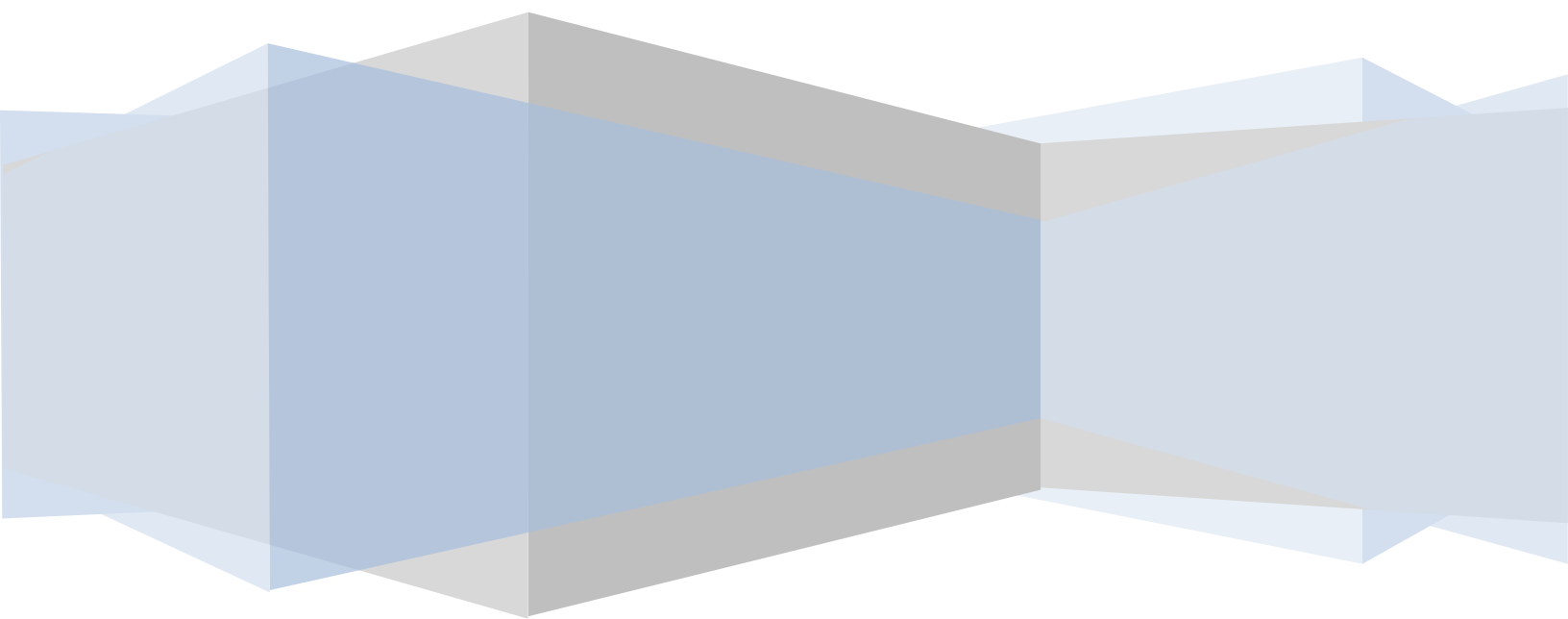
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## ABOUT THE AUTHORS

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