



LEGAL SERVICES CORPORATION

Office of Program Performance

***FINAL
PROGRAM QUALITY REPORT***

FOR

Kansas Legal Services
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Team Members:

Chuck Greenfield, Program Counsel (Team Leader)
Michael Genz, Program Counsel
Glenn Rawdon, Program Counsel
Nancy Glickman, OPP Temporary Employee
Doug German, OPP Temporary Employee
Carolyn Worrell, OPP Temporary Employee

Kansas Legal Services Final Program Quality Report

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INTRODUCTION

The Legal Services Corporation's (LSC) Office of Program Performance (OPP) conducted a program quality visit to Kansas Legal Services (KLS) from May 9-13, 2011. The team members were team leader Chuck Greenfield (Program Counsel), Michael Genz (Program Counsel), Glenn Rawdon (Program Counsel), Nancy Glickman (OPP Temporary Employee), Doug German (OPP Temporary Employee), and Carolyn Worrell (OPP Temporary Employee.)

Program quality visits are designed to ensure that LSC grantees provide the highest quality legal services to eligible clients. In conducting its assessment, the team carefully reviewed the documents LSC received from the program, including its LSC grant application for 2012 funding, 2010 case service reports (CSRs), 2010 other service reports (OSRs), the numerous documents the program submitted in advance of the visit along with advocates' writing samples, and a survey of KLS staff conducted by LSC.

On site, the team visited all 13 of the KLS offices. -- In addition to speaking to numerous KLS staff members throughout the program, the team met or had telephone conversations with a number of KLS board members, judges, representatives of local government agencies, and representatives of community organizations.

In performing its evaluation of the grantee's delivery system, OPP relies on the LSC Act and regulations, LSC Performance Criteria, LSC Program Letters, and the ABA Standards for the Provision of Civil Legal Aid. This evaluation is organized according to the four LSC Performance Areas that cover: (1) needs assessment, priority setting, and strategic planning; (2) engagement of the low income community; (3) legal work management and the legal work produced; and (4) program management including board governance, leadership, resource development, and coordination within the delivery system.

Following the visit, a draft report was sent to the program. KLS responded by email on September 1, 2011 that it had no comments on the draft report. A copy of the email is attached to this report.

Program Overview

Kansas Legal Services is a statewide program with offices in Topeka (main administrative office), Kansas City, Lawrence, Emporia, Pittsburg, Wichita, Hutchinson, Dodge City, Garden City, Hays, Salina, Manhattan and Seneca.

The program has a vast service area that includes nearly 82,000 square miles and 105 counties. The 2009 American Community Survey from the US Census states that there are 365,033 persons living in poverty in Kansas. According to the 2000 Census, there were 257,829 Kansans in poverty.

KLS has a delivery system consisting of limited service, *pro se* assistance, and full representation. By contract, KLS also does criminal and juvenile representation in some

parts of the state and runs an employment training program throughout the state. KLS has a total staff of 149 employees, including 40 attorneys and 29 paralegals. Marilyn Harp has been executive director of KLS since 2006.

The program's total 2011 projected budget is \$8.9 million, of which LSC funding is \$2,632,274 and non-LSC funding totals approximately \$6.2 million, or 70% of the program's total revenue. LSC's 2011 funding was reduced by \$109,553 from the 2010 grant.

In 2010, the majority of the program's 12,387 total closed LSC eligible cases were in family law -- 52.5%. Income maintenance constituted 18.7%, consumer/finance 11.5% and housing 7.6%.

Summary of Findings

KLS provides legal representation to low-income Kansans that achieves significant results for clients, is high volume, and is widely respected in the community.

KLS's intake system treats applicants and clients with dignity, sensitivity and respect in the provision of services. As a whole, the intake system is easily accessible by the client population, and functions smoothly. The program should review the current intake procedures in each office to ensure that all offices provide prompt advice to eligible clients. In addition, the program should ensure that case acceptance decisions are reviewed by the managing attorney or his or her attorney designee.

The program has good orientation, training and support mechanisms for employees. KLS provides a number of training programs, including an annual family law training, an annual trial practice training, and a mandatory well-received customer service training for new employees. Attorneys also regularly attend CLE trainings.

KLS focuses its representation, training and staff support on family, social security, elder law, juvenile law and medical-legal partnership work. It should expand its representation, staff support (including monthly substantive law conference calls) and training in its other priority areas of consumer, housing, foreclosure, unemployment and other areas of emerging need.

KLS is actively involved with many of its local communities, including organizations and agencies that assist low-income Kansans. KLS services are accessible to low-income persons because KLS's 13 offices are strategically located throughout the state and it operates a centralized telephone intake unit.

While the program utilizes systems, approaches, and techniques sufficient to ensure that legal assistance is carried out effectively, more needs to be done to support new attorneys. The adoption of uniform standards for the supervision of new casehandlers to ensure that appropriate oversight occurs in all offices would assure uniformity. This supervision should include regular and frequent case reviews, routine review of written work and work done in connection with complex cases, and supervisors accompanying new attorneys to court to observe and critique their performance. KLS should also consider

establishing policies to monitor and adjust caseloads, based on experience, case types and other responsibilities, so they are reasonable and manageable.

The program has significantly expanded its PAI efforts; including recruiting additional *pro bono* volunteers, involving *pro bono* attorneys in limited and extended service cases as well as clinics, and using *pro bono* attorneys to help train KLS staff.

While KLS' technology systems are sophisticated and provide considerable support to employees in both the provision of legal assistance and in the administration of the program, improvements can be made. The program should work to provide all routinely used pleadings in HotDocs format for advocates and staff. In addition, KLS should train and designate staff members in each office to address routine technology problems.

KLS has developed priorities and set goals, objectives and strategies. The program has allocated resources to meet some, but not all, priorities. It primarily addresses those that it has received designated funding for, such as family law, disability and elder law casework. While KLS is aware of emerging needs, the program has not yet found a mechanism to respond to some emerging needs brought about by the current recession.

In order to address these gaps, KLS should engage in strategic planning and develop a long-term plan that addresses the needs identified in the comprehensive needs assessment, the allocation of resources to meet those needs, and contingencies for any loss of funding. In fashioning its plan, the program may want to review how other legal services programs have used strategic planning to address similar challenges. The executive director is encouraged to become actively involved in strategic planning and to take a leadership role in fashioning a long-term vision that encompasses the current and future needs of low-income Kansans. Offices should bring to the process their understanding of the needs of the low-income communities they serve.

KLS completes monthly operations reports for each of its offices and for each case-handling employee that measure the amount of work done on each grant. This is an effective tool to track utilization of grant and contract funds. For areas that are not specifically funded, such as consumer, housing and income maintenance other than disability, the program should also set goals and regularly monitor progress towards those goals. In addition, KLS should review the types of outcomes it measures and consider measuring success in various ways in all priority areas. The program should measure success on the basis of what outcomes the clients need and receive rather than solely on the requirements mandated by each funding source.

The program periodically completes a comprehensive assessment of the legal needs of Kansas residents. While KLS is aware of some emerging needs, the program has not yet found a mechanism to respond to emerging needs brought about by the current recession. The program is encouraged to actively engage with a broad spectrum of low-income communities in an effort to identify current and emerging needs that may exist beyond those identified by funding sources and currently being addressed by KLS. As part of the ongoing process of determining and addressing the emerging needs of the low-income population,

offices should become better engaged with the low-income communities about their needs and make recommendations to be included in establishing goals and objectives that are in addition to the requirements of funding sources.

KLS provides a variety of other services to the eligible client population, including community education, provision of legal information, *pro se* forms, and collaboration with other organizations and groups assisting low-income Kansans. The program should endeavor to engage in community outreach and community legal education in non-specific grant priority areas such as housing, consumer, and non-disability public benefits. To the extent the program is unable to provide representation in these priority areas, the program should provide tools for the clients to represent themselves such as *pro se* clinics, automated forms, how to videos, limited scope representation, etc.

KLS's governance, leadership and management are strong. The KLS Board of Directors is actively involved in programmatic and fiscal oversight of the program. KLS has experienced leadership that is well respected by the staff, board and others in the community. KLS is a well-managed program which has systems in place to ensure work performed is in accordance with the goals and objectives for case numbers and hours worked that have been established with respect to its varied funding sources. KLS has an experienced finance department that provides detailed monthly financial reports showing actual income and expenses, budgeted amounts and variances to the executive director, management staff and the board's finance committee.

The program has an effective human resources administration that is responsive to employees. However, there are challenges with retention of staff attorneys. The program should analyze the reasons for staff attorney turnover, and enhance efforts to retain them. Such efforts might include increased diversity of responsibilities, an evaluation of salaries, increased professional development opportunities and leadership roles.

KLS has effective internal communication using a variety of information-sharing methods. The program should consider having an annual program-wide conference or meeting.

The program does an excellent job of resource development from governmental entities, foundations and United Way. It should develop a statewide bar fundraising campaign and consider utilizing the assistance of a fundraising consultant. KLS needs to ensure that new revenue streams strategically enhance the program's ability to meet the most pressing legal needs of low-income Kansans and do not divert the program's mission.

KLS is actively involved in local, regional and statewide efforts to improve access to justice.

PERFORMANCE AREA ONE: EFFECTIVENESS IN IDENTIFYING THE MOST PRESSING LEGAL NEEDS OF LOW-INCOME PEOPLE IN THE SERVICE AREAS AND TARGETING RESOURCES TO ADDRESS THOSE NEEDS.

Criterion 1. Periodic comprehensive assessment and ongoing consideration of legal needs

FINDING 1: KLS periodically completes a comprehensive assessment of the legal needs of Kansas residents.

KLS completed its last comprehensive assessment of legal needs in 2004. The program is currently conducting a new needs assessment which includes: using written surveys sent to low-income persons, current and former clients, community partners and agencies serving the client-eligible population who have not used KLS services; online surveys available through the KLS website; meetings with community organizations and agencies that serve the low-income community (for example, Area Agency on Aging programs, domestic violence programs, mental health providers, medical groups); review of KLS' client database, including why and in what areas applicants were rejected for service; details on the calls received by the central intake unit; a survey of clients in KLS' employment training programs; a focus group of client-eligible persons held in Topeka; and census data.

KLS is currently in the data gathering stage and plans to present the data to the KLS board in October 2011 for approval. The board will use the information obtained in setting its priorities for 2012. The board's needs assessment committee is actively involved in the needs assessment and is meeting quarterly with KLS staff to plan and review progress on the assessment.

FINDING 2: While KLS is aware of emerging needs, the program has not yet found a mechanism to respond to some emerging needs brought about by the current recession.

Through tracking requests for assistance and from community contacts particularly in the domestic violence, disability and elder areas, KLS is generally aware of needs which have become more acute during the current recession. However, the program has not adjusted its case acceptance guidelines to effectively respond to these emerging needs. For example, a total of 838 housing units in Kansas received a foreclosure notice in May 2011, and, according to the May 2011 Labor Report issued by the Kansas Department of Labor, there were 18,708 initial claims for unemployment insurance in May 2011. However, the program has not changed the types of full representation cases it handles to address these legal needs. While KLS closed 939 LSC-eligible housing cases in 2010, only 22 of these cases involved extended services. Of the 1,427 consumer cases the program closed, only 24 were handled as extended service cases. None of the 32 unemployment insurance cases closed in 2010 involved extended services.

KLS receives specific funding for domestic violence, disability and elder cases. It does not appear that the program receives any funding dedicated to housing, unemployment and consumer cases.

RECOMMENDATION I.1.2.1*¹: The program is encouraged to actively engage in an effort to identify current and emerging needs that may exist beyond those identified by funding sources and currently being addressed by KLS. Offices should be involved with a broader spectrum of low-income communities and individuals about their needs and make recommendations to be included in establishing goals and objectives that are in addition to the requirements of funding sources.

Criterion 2. Setting goals and objectives, developing strategies and allocating resources

FINDING 3: KLS has developed priorities and set detailed goals, objectives and strategies.

Following the 2004 legal needs assessment, the program established the following five priorities: family law with an emphasis on domestic violence; housing; consumer; income maintenance; and other legal services. Within each priority area, types of cases, a description of other services to be provided, goals and projected outcomes of case numbers and hours worked have been established. Detailed annual goals and objectives for cases and hours expended have been established for each funding source.

FINDING 4: The program has allocated resources to meet some, but not all, priorities.

KLS has been successful in raising funds to expand legal services in some priority areas, particularly domestic violence, Social Security/SSI disability, and elder law. It is recognized that without the program's laudatory efforts to raise these funds, KLS would not be able to help the number of clients it currently assists in those areas.

The priority areas of housing, consumer and income maintenance -- other than Social Security and SSI disability cases funded by a state contract -- have not been adequately addressed, particularly when it comes to extended representation. As noted in Finding 2 above, the program handled a negligible number of extended housing and consumer cases and no extended unemployment insurance cases in 2010. Housing, consumer and income maintenance cases are not widely emphasized within the program. Trainings are not held in these areas. There are no monthly substantive law conference calls, unlike those the program

^{1 1} Recommendations in this report will have a Roman Numeral to identify the Performance Area, followed by three numbers identifying, respectively, the Criterion addressed by the recommendation, the number of the finding and a number designating whether it is the first, second, third, etc., recommendation under that finding. For example, III.2.14.3 designates Performance Area III, Criterion 2, finding 14, third recommendation under finding 14. There are two levels of recommendations in this report: Tier One and Tier Two. Recommendations that are indicated with an asterisk (*) are Tier One recommendations and are intended to have a direct and major impact on program quality and/or program performance. In your next grant renewal application or competitive grant application, your program will be required to report what it has done in response to Tier One Recommendations instead of submitting a full narrative.

holds in other priority areas. The substantive area work groups developed by KLS appear to be based on funding sources as opposed to addressing all priorities as well as emerging needs, emergency needs, or needs identified by local offices. For example, monthly conference calls and regular training support KLS's work in the family law, disability, elder law, juvenile law and medical-legal partnerships -- priority areas that have separate sources of funding. It is important to note that various members of the legal community interviewed volunteered that there was a need for assistance in housing cases.

It appears that the lack of a dedicated funding source for housing, consumer and non-disability income maintenance cases has contributed to the paucity of emphasis on those areas of need. It should be noted that LSC funds are provided for programs to use to provide legal services in priority areas programs themselves have identified.

KLS does not have an employee dedicated to the coordination of advocacy statewide or whose responsibility it is to identify systemic issues adversely affecting client communities.

RECOMMENDATION I.2.4.1* : KLS should take steps to address the identified but unmet needs in the consumer, housing and non-disability income maintenance areas.

RECOMMENDATION I.2.4.2*: KLS should engage in strategic planning and develop a long-term plan that addresses the needs identified in the comprehensive needs assessment, the allocation of resources to meet those needs, the need for coordination of advocacy and identification of systemic issues and contingencies for any loss of funding. In fashioning its plan, the program may want to explore how other legal services programs throughout the country have addressed these issues in innovative ways.

Criteria 3 and 4. Implementation, evaluation and adjustment

FINDING 5: KLS completes monthly operations reports for each of its offices and for each case-handling employee that measure the amount of work done on each grant. This is an effective tool to track utilization of grant and contract funds. It is not used to set goals on other priority work.

In order to assure that the annual goals for cases and hours expended have been met, KLS monitors progress of its goals and objectives through monthly operations reports. The operations reports have year-to-date totals for cases and hours, as well as amounts expended under each funding source. Each KLS office receives an office monthly operations report and results are reviewed with staff by managing legal secretaries and managing attorneys. Adjustments are made by staff during the year to ensure case and time expended goals are met for each funding source. Individual advocates know what is expected of them. In addition to keeping track of outcomes in cases with a dedicated funding source, the program tracks monetary outcomes for their clients.

For areas that are not funded with targeted grants, such as consumer, housing and income maintenance other than disability, the program does not appear to set goals and regularly monitor progress towards those goals.

RECOMMENDATION I.4.5.1: KLS should review what types of outcomes it measures and consider measuring success in various ways in all priority areas. The program should measure success on the basis of what benefits the clients need and receive rather than solely on the requirements mandated by each funding source.

RECOMMENDATION I.4.5.2: For areas that do not have targeted grants, such as consumer, housing and income maintenance other than disability, the program should set goals and regularly monitor progress towards those goals.

PERFORMANCE AREA TWO: EFFECTIVENESS IN ENGAGING AND SERVING THE LOW-INCOME POPULATION THROUGHOUT THE SERVICE AREA.

Criterion 1. Dignity and sensitivity

FINDING 6: As a whole, the intake system is wide ranging, easily accessible by the client population, and functions smoothly.

Applicants for service contact KLS through a centralized intake center, walking in one of the program's 13 offices and through referrals from agencies and community groups. The main intake portal is the program's toll-free central telephonic intake unit housed in Wichita. Intake is open from 7:30 a.m. to 5:45 p.m. Monday through Friday. KLS is commended for the extent of access provided by the hours the centralized intake center is open for applicants. The intake hours are considered a best practice for other legal aid programs.

KLS operates four phone numbers for intake: (1) Kansas Legal Services; (2) Lawyer Referral Service (under contract with the Kansas Bar Association); (3), Elder Hotline (funded by the Area Agency on Aging; and (4) Access to Justice (funded by state court funds.) The central intake unit screens for eligibility, which generally means eligibility for one of the funding sources for the program, not just LSC eligibility. Referrals are made as appropriate. The intake unit gathers enough factual information for the local offices, in most cases, to make case acceptance decisions. In emergencies and on some other occasions, central intake will "direct connect" callers with local advocates in KLS offices immediately after the eligibility screening. In an emergency, if the intake worker does not reach the office, she leaves a message asking the office to call the intake worker as soon as possible. In other situations, the caller is told that she will hear back in from three to five days. In some offices, the five day call-back goal is not always met. The central intake unit handles approximately 4,200 calls per month. Forty percent of the callers are not sent to a KLS office, but are referred to other resources. Referral information for each type of call is contained in the intake manual.

Those who call the Access to Justice (ATJ) number, provided by the court clerks as part of the judiciary's funding to KLS, are provided with advice by the KLS ATJ paralegal. In various situations, these callers are also referred to KLS offices for review and possible representation. Those who call the elder law hotline are given advice either by the ATJ paralegal or a volunteer. Except for callers to the ATJ line and the elder hotline, callers to central intake are only screened for eligibility and do not receive advice at the point of initial intake.

Intake information is recorded into the Legal Trek case management system which is electronically sent to the local offices hourly. The managing secretary in an office will review the new intakes and often make a case acceptance decision according to acceptance criteria based on the goals and objectives. Cases are then assigned to attorneys and paralegals in the office.

Central intake is well and tightly run. The unit is staffed with a manager, an assistant manager and 10 FTE intake workers. Intake workers are guided by a detailed and continually updated manual. The manual provides workers with specific guidance on how to handle each type of case for each office. New intake workers receive extensive oversight and on-the-job training. The manager brought the customer service manual and training on it to the unit, which embodies its principles. The manager and assistant manager are available for consultation and periodically listen in to calls to make sure that the unit's goal of affirming callers is being met. The program reports that callers are on hold for an average of about six minutes before speaking to an intake worker. There is a 40% abandoned call rate -- most often within the first three minutes of the caller being on hold.

While the intake staff members the team spoke to are proud of the unit and the work that it does, they feel separate from the larger program. Some feel that their work is not sufficiently recognized outside of the unit.

All rejected applicants are given the option of retaining a private attorney through the lawyer referral service or taking advantage of a KLS advice line with the cost of \$3.00 per minute. The \$3.00 per minute advice line is also used by persons whose income is less than 125% of the poverty level when callers desire to obtain immediate legal advice.

KLS also operates a reduced fee program where staff attorneys, and sometimes private attorneys, provide extended representation for a fee. Generally, cases are handled in the reduced fee program when there is no dedicated funding source available. Rather than turn these applicants away, KLS offers them the option of receiving legal services at a reduced fee. Examples of cases handled through the reduced fee program are bankruptcies and divorces. Clients are charged \$70 per hour if their income is below 150% of the federal poverty level and \$80 per hour for those with income of over 150% of the poverty level. The reduced fee cost for a divorce is estimated at \$500. Some work is done on a flat fee basis. In 2010, KLS received income of \$447,162 from the reduced fee program.

Intake is also effectuated through walk-ins, where applicants are usually interviewed the same day, and at various outreach sites. These sites include senior centers, domestic

violence shelters, homeless shelters, and medical-legal partnerships. The majority of local governmental grant clients also bypass general intake and are referred directly to an office by the grant entity.

Some advocates do intake remotely. Some have laptop computers and can remotely access Legal Trek to do conflicts checks and to input data. Others do paper applications that are entered upon the return to the office. The Topeka office runs a foster care hotline which takes calls from child caregivers and guardians ad litem. Advocates with the program's medical-legal partnership screen applicants as they meet with them.

FINDING 7: KLS treats applicants and clients with dignity, sensitivity and respect in the provision of services.

The program's offices are accessible and professional in appearance. The offices are open from 8:00 a.m. to 5:00 p.m. Monday through Friday, including the noon hour. In rural areas transportation to the offices is an issue. Public transportation is practically non-existent. When a client is unable to travel to an office, attorneys and paralegals meet them at other locations. Offices, in general, have a good, professional appearance. The office buildings are accessible for the physically disabled.

Both in the intake center and the program as a whole, employees appear to be very compassionate and caring about clients. Calls are handled professionally. Translation services are available for LEP applicants or clients, either from a KLS employee or through a telephone translation service.

RECOMMENDATION II.1.6.1*: The program should review the current intake procedures in each office to ensure that all offices provide prompt advice to eligible clients. KLS should consider various approaches for offering prompt legal advice, including providing advice centrally at the time of intake.

RECOMMENDATION II.1.6.2: KLS should review its high abandoned call rate for callers to central intake and take efforts to reduce it.

RECOMMENDATION II.1.6.3*: The program should ensure that case acceptance decisions are reviewed by the managing attorney or his or her attorney designee.

RECOMMENDATION II.1.6.4: KLS should consider ways to recognize the contributions of intake workers and to make them feel more appreciated and connected with the rest of the program.

Criterion 2 and 3. Engagement with the low-income population; access and utilization by the low-income population

FINDING 8: KLS is actively engaged with its local communities, including organizations and agencies that assist low-income Kansans.

KLS is engaged with its local communities. A number of KLS employees serve on the boards of community organizations. Employees are members of human services coalitions, appear at community meetings, make appearances on the radio, etc. The Seneca office is providing access to services on the three Native American reservations located in its area. The attorney located in Seneca is licensed to appear in the tribal courts on those reservations.

KLS has local advisory boards connected to each office comprised of low-income persons, attorneys, and agency directors. The advisory boards meet regularly. All representatives of community organizations and agencies interviewed stated that KLS had a good reputation in the community.

FINDING 9: KLS services are accessible to low-income persons as a result of KLS's offices located throughout the state and the centralized telephone intake unit.

KLS has a challenging task to make its services accessible and available throughout its vast statewide service area. The program's 13 offices are strategically located in various sections of the state, including in all major population centers. Access to services is enhanced through the operation of a central intake unit with extended hours.² The program's office locations are located near courthouses (one within) in what appeared to be accessible locations.

The Manhattan office had poor signage. The office was not obvious unless the address was known.

RECOMMENDATION II.3.9.1: The program should review all of its offices to ensure that each has clear and visible signage.

PERFORMANCE AREA THREE: EFFECTIVENESS OF LEGAL REPRESENTATION AND OTHER PROGRAM ACITIVITIES INTENDED TO BENEFIT THE LOW-INOCME OPPULATION IN THE SERVICE AREA.

Criterion 1. Legal representation

FINDING 10: The program provides legal representation to low-income Kansans that achieves significant results for clients, is high volume, and is widely respected by many in the community.

KLS achieves significant results for its clients in the areas where it provides full representation. For example, in 2010 the program helped: (1) 1,684 victims of domestic violence obtain a final protection from abuse court orders; (2) 789 disabled adults receive benefits from the Social Security administration, obtaining \$6.7 million in disability benefit

² It appears that the program has a challenge in providing access to services in the southwest portion of the state. Specifically, the three-attorney Garden City office, centrally located for the 28 western counties, does little civil work and the one-attorney office an hour east in Dodge City does most of the civil cases for the area.

awards; and (3) 1,353 parents obtain child support orders benefiting 2,484 children in divorce and paternity cases.

The program closed 12,387 LSC-eligible cases in 2010. This equates to closing 482 cases per 10,000 poor Kansans and is substantially higher than the national average of 262 and the national median of 284 cases closed in 2010 per 10,000 low-income persons. In addition, KLS closed 171 cases per 10,000 low-income residents as extended services -- three times the national average of 57. In 2010, the program closed 25.3% of its cases as contested cases.

From the indications the team received, it appears that the legal work is of acceptable to high quality. Representatives of community organizations and government agencies the team interviewed spoke well of the quality of the work done by the KLS advocates. Judges mentioned that KLS attorneys made appropriate, effective and persuasive legal arguments on behalf of their clients. Members of the legal community noted that the attorneys were effective and committed: it was noted that some of the newer attorneys still had more to learn. The KLS advocates the team interviewed spoke knowledgeably about their areas of law and reported good results with their cases. The writing samples reviewed varied in both complexity and quality and a number could have benefited from a supervisory review. A review of some memos to the Social Security Administration advocating that the client receive benefits based on the record did not fully detail the facts, medical records, statutes, regulations and cases supporting an award of benefits.

Some attorneys appear to be using a holistic approach to case work, taking into account and addressing related issues and problems.

Attorneys are doing some extended and complex litigation involving motions, discovery and trials. Two of the cases discussed with the team could be considered impact litigation. In the first, KLS represented a Jehovah's Witness in a Medicaid case where the state denied payment for a bloodless liver transplant that would have to be done outside of the state. The Kansas Court of Appeals issued a decision in the client's favor in the beginning of May 2011 requiring the state to pay for the procedure, available at the University of Nebraska Medical Center. The second is an appeal of a judge's decision ordering the client in a family law case to pay for costs even though the client qualified for a filing fee waiver. When the client could not afford the court costs, the judge found her in contempt and set aside her divorce. The case is before the Kansas Court of Appeals.

RECOMMENDATION III.1.10.1: Memos and letters to the Social Security Administration advocating that the client receive benefits based on the record should be written in the form that an administrative law judge would use in drafting a decision citing to the facts, medical records, statutes, regulations and cases.

FINDING 11: The program has effective orientation, training and other support mechanisms.

KLS provides a number of training programs for employees, including an annual family law training, an annual trial practice training, and a mandatory well-received customer service training for new employees. Attorneys also regularly attend CLE trainings.

Formal training is supplemented by substantive law monthly conference calls and by other resources. KLS has monthly conference calls, often using GoToMeeting for advocates in the following substantive areas: (1) family law; (2) Social Security/SSI disability; (3) elder law; and (4) medical-legal partnerships. Similar conference calls are not yet available for other priority areas like housing and consumer law. The conference calls serve as a combination of training and a forum for discussion of issues and problems. In addition, KLS has developed practice manuals for (1) Social Security/SSI, (2) domestic and (3) protection from abuse, which are available to each casehandler. While listservs have not yet been established, significant resources are on the advocate portion of the website.. Staff members feel free to access expertise and resources that exist throughout the firm.

There is adequate access to litigation support systems. KLS advocates have necessary law library and research capacity, including prior relevant work produced by the program and other similar providers. The program makes excellent use of both secretaries and paralegals. Attorneys are freed up to do what they do best and the secretaries and paralegals provide a very important and effective service.

KLS has a senior research attorney who has over 35 years of experience with KLS and one of its predecessors, Topeka Legal Aid. He fields requests for assistance from attorneys and paralegals throughout the program. He provides advice, research, analysis, and co-counseling, in federal court cases and selected state court cases, on any aspect of a case, including pleadings, motions, and briefs. He is involved in all KLS appellate work, handles federal court cases and sends out updates on recent changes in the law. The backup work provided by the senior research attorney is viewed as very valuable and effective. KLS advocates uniformly praised him for his timely and valuable assistance.

KLS has a complex litigation panel, comprised of senior KLS attorneys and chaired by the senior research attorney, which reviews and approves all appeals, federal litigation, and cases which involve novel or complex legal questions which may have a substantial effect on the client community. While, as noted above, KLS attorneys are pursuing some significant cases, these cases appear to have come from the impetus of individual attorneys, rather than as a result of program-wide emphasis on identifying and developing significant legal work.

RECOMMENDATION III.1.11.1*: KLS should provide substantive training and consider regular conference calls in priority areas in addition to domestic, disability, elder law, and medical-legal partnerships. Additional areas could include consumer, housing, foreclosure, and unemployment.

RECOMMENDATION III.1.11.2: The program should establish a list of experts in various substantive areas so that staff can consult with them.

RECOMMENDATION III.1.11.3: Work groups are encouraged to establish listservs that practitioners can use to get feedback on issues with which they are dealing.

FINDING 12: The program utilizes systems, approaches, and techniques generally sufficient to ensure that legal assistance is carried out effectively. More emphasis could be placed on the oversight and development of new attorneys.

KLS has skilled and experienced managing attorneys. Each KLS office has an assigned managing attorney. Most managing attorneys are assigned to one office; a few manage more than one office. Managing attorneys typically supervise attorneys by means of quarterly case reviews (although not all cases are reviewed each quarter by all managers), monthly review of individual goals and objectives, reviewing reports from the case management system (LegalTrek), occasionally accompanying attorneys to court, and having an open door policy. A few managing attorneys have too much work to engage in this level of supervision. All advocates interviewed spoke well of their managing attorneys. They were reported to be available, supportive, knowledgeable, and helpful.

Legal work oversight procedures vary by office. Review of individual case acceptance decisions and case closing review varies among offices with some doing neither and others conducting extensive oversight. While there is a new program policy on quarterly case reviews, the team is under the impression that they are done differently in different offices. As discussed in more detail in finding 12, calendar and tickling systems vary by office.

There is no policy on how often each case should be reviewed by a supervisor. Managing attorneys will sometimes look at different types of cases from one quarter from the next, such as focusing one quarterly review on cases that have over a certain number of hours and another quarterly review on cases that have been open longer than a certain number of days.

Not all managers are successful in controlling the caseloads of the attorneys they supervise. Caseloads varied greatly. The caseloads in some offices seemed reasonable while those in others seemed too high for the experience of the employee. Some employees have extremely high caseloads. One new attorney had 175 open cases assigned to her alone. One of the reasons for high caseloads is that a number of grant contracts do not limit the volume of cases to be handled under the contracts. Although sometimes feeling overwhelmed, staff appeared to expect that this was a part of the job.

Although, the program appears to be providing effective supervision and support to attorneys and staff, some of the new attorneys could benefit from a higher level of supervision than they receive. As noted above, caseloads of some new attorneys are unacceptably high. The program does not have uniform standards specifying needed steps in the development of new attorneys such as observations and critiques, graduated caseload limits, and standards on the nature of and frequency of periodic case review for them. The written work of new attorneys is often, but not always, reviewed by their managers. High caseloads and the lack of sufficient oversight and mentoring has been shown to be a factor in

the high turnover of staff. In one office with four attorneys, three of the attorneys had been there less than a year and all three were 2010 graduates.

While there is a KLS complex litigation panel to review appellate practice, federal cases and complex litigation, it appears that there is no coordination of legal work statewide. For example, no one has the responsibility to track systemic issues such as consumer fraud, landlords who don't obey the law and the loss of general assistance.

RECOMMENDATION III.1.12.1*: The program should establish policies to monitor and adjust caseloads based on experience, case types and other responsibilities, so they are reasonable and manageable.

RECOMMENDATION III.1.12.2*: The program should adopt uniform standards for the supervision of new casehandlers to ensure that appropriate oversight occurs in all offices. This supervision should include regular and frequent case reviews, routine review of written work and work done in connection with complex cases, and supervisors accompanying new attorneys to court to observe and critique their performance. An example of a standard of this kind is that of Legal Services of Greater Miami, which is found on LRI at http://www.lri.lsc.gov/legalwork/legalwork_standards.asp

RECOMMENDATION III.1.12.3: Case assignments should be made so as to provide challenging work for all advocates. All advocates should be afforded the opportunity to increase professional skills as well as the opportunity to address systemic issues.

RECOMMENDATION III.1.12.4: KLS should consider designating someone to be responsible for tracking and reviewing events and issues that impact the low income population statewide and coordinating efforts to provide adequate training and support for the staff to effectively address those issues, including issues affecting a significant number of low-income Kansans.

FINDING 13: KLS' technology systems are sophisticated and provide considerable support to employees in both the provision of legal assistance and in the administration of the program, however improvements can be made.

The staff uses Windows XP computers in a mix of desktops and laptops. For the bulk of their work, they use Microsoft Office 2007. The case management system, Legal Trek, is one developed for the program by an outside developer in 4D, an integrated development platform. It works on Mac servers in each office. The system replicates the data to the administrative office hourly, and then sends conflicts data to each office for conflicts checking. There is a virtual private network so that staff can access the case management system remotely.

The program has email provided by AT&T but not Exchange Server. Each user connects by pop3 to the email host using Outlook. There is no group calendar or any calendaring function in the CMS. Each offices visited had its own calendaring system. Some use Yahoo and others Google. Most individual users used the calendar function of Outlook. There was no uniform tickler system. One used a manual system and another used a mixture.

There was no uniform policy of how often a case should be reviewed. The program plans to add calendaring to the case management system.

KLS has a website, www.kansaslegalservices.org. It recently moved to the new DLAware Drupal platform that is widely used by legal aid websites. There is information for clients in many areas of poverty law, as well as self-help forms. Some of these forms are automated, some are Word forms, and some are links to external sites. There is an online application on the site that collects information and transmits it to the program but does not interface with the case management system. The program recently added LiveHelp to the site so that users can get live assistance via chat to find resources on the site. There is a password protected advocates section of the website that is well used. Some of the program's routine pleadings are located here and available in HotDocs. The program also has other pleading forms and briefs available at this location.

There is no formal support system to address technology problems. The LSC grant compliance and database administrator is the staff person primarily responsible for the systems but she is not specially trained for this position. If something goes wrong in an office, normally employees start by calling her.

An administrative assistant and webmaster maintains the website and outside consultants update the case management system and maintain the network. Technology training is ad hoc; employees receive the most training on the case management system. There is no formal process for the identification and creation of training.

RECOMMENDATION III.1.13.1: The program should consider providing all routinely used pleadings in HotDocs format for advocates and staff.

RECOMMENDATION III.1.13.2*: The program should create a protocol for resolving problems when employees have difficulties with systems or software. One person should be designated as the point person for computer problems in each office, then trained to support routine needs. This should be coordinated by dedicated IT staff or through contracts with outside vendors.

RECOMMENDATION III.1.13.3: Technology training needs should be identified by managers at yearly staff evaluations and then incorporated as part of a professional development plan.

Criterion 2. Private attorney involvement (PAI)

FINDING 14: KLS has significantly expanded its PAI efforts to include recruitment of additional pro bono volunteers, involvement of *pro bono* attorneys in limited and extended service cases as well as clinics, and use of *pro bono* attorneys to help train KLS staff.

KLS has significantly expanded its PAI efforts over the last several years. Five years ago the program relied almost exclusively on 30 “retainer” attorneys -- attorneys who work under contract with KLS for a reduced fee. The program now relies on a combination of *pro*

bono and retainer attorneys, with 296 *pro bono* attorneys handling 77% of the total PAI cases. In 2010, KLS closed 366 PAI cases, 72 percent of which are extended cases. Both the number of PAI cases and the percentage that are *pro bono* has increased significantly since 2006 when 145 cases were closed, 56% of which were extended.

The Kansas Bar Association (KBA), under a subgrant from KLS, recruits *pro bono* attorneys for the KLS PAI program. KBA recruits through the KBA Journal, The E-Journal of the KBA, CLE materials, announcements at CLEs and receptions of new bar admittees. KBA also recruits *pro bono* attorneys for the KLS elder law hotline. They have also had success with some attorneys who were laid off from large firms. KBA has an annual meeting at the same location as the annual judicial conference. *Pro bono* attorneys are recognized at the KBA annual meeting. They are also working on getting more recognition from local bars.

KLS has a statewide PAI coordinator who is under the supervision of the executive director. The PAI coordinator sends out a KLS e-newsletter to *pro bono* attorneys with a summary of cases needing placement from each office, upcoming CLEs and other notices. It has been well accepted. KLS sponsors CLE (mandatory in Kansas) programs which attorneys can attend for free if they agree to take one *pro bono* case.

PAI coordinators in each office are responsible for placing cases with *pro bono* volunteers, with retainer attorneys, or through reduced fee panels. KLS attorneys are asked to supplement office *pro bono* coordinators in recruiting private attorneys. The office *pro bono* coordinators have bi-monthly telephone calls, coordinated by KLS' PAI coordinator, to discuss *pro bono* issues and strategies. The PAI coordinator individually talks to each office *pro bono* coordinator during the months between conference calls.

Pro bono attorneys assist KLS in various areas, including: helping clients with document preparation including advanced directives, wills and transfer on death deeds; limited service representation in connection with forms for *pro se* representation; medical-legal partnership cases; volunteering in KLS offices; co-counseling with staff; and operating an intensive trial advocacy training program for KLS attorneys. In addition, KLS has been recently recruiting *pro bono* attorneys for limited scope representation, following the recent rule changes allowing for limited scope representation

This year, KLS is planning three clinics to be staffed by *pro bono* attorneys: (1) Serving Our Seniors -- Kansas City in June and Pittsburg in July. (The young lawyers section of KBA is involved.); (2) Limited Scope *Pro Se* -- mainly domestic to be held at several locations; and (3) Honoring Our Heroes -- to be held on Veteran's Day week at several locations. They will use *pro bono* attorneys at each event. KBA plans to publicize all outreach events.

RECOMMENDATION III.2.14.1: The program should continue to work on expanding its PAI program both in variety of service opportunities and *pro bono* participation.

Criteria 3 and 4. Other program services to, and program activities on behalf of, the eligible client population

FINDING 15: KLS provides a variety of other services to the eligible client population, including community education, provision of legal information, *pro se* forms, and participation with organizations and groups assisting low-income Kansans.

The program provides community legal education by making presentations to various community groups on a variety of areas including the legal needs of the elderly, legal rights of youth in foster care, legal issues for grandparents in custody cases, the role of the guardian ad litem, domestic violence, debt relief and garnishment. KLS staff has also made presentations at conferences, meetings and community events.

KLS' website offers legal information on a variety of subjects, both from informational pieces developed by the program and those developed by others, such as the *Kansas Tenants Handbook* developed by the Housing and Credit Counseling, Inc. of Kansas and the *Resource Guide for Seniors* from the Kansas Department on Aging.

The program has been active in providing *pro se* forms on its website -- www.kansaslegalservices.org. It has forms for divorce, child support, expungment, name change, guardianship, small claims and civil court actions. Some of the forms that have been developed by KLS are interactive and are in an A2J Author format using Hotdocs. KLS has a LiveHelp feature, which allows users of the interactive forms to receive guidance electronically from a KLS staff member. Other forms are from the Kansas Judicial Council. The KLS executive director is on the Supreme Court self-help forms committee.

A number of KLS employees are involved in local bar activities and community organizations, such as domestic violence groups, homeless coalitions and disability rights groups. KLS is a co-sponsor of the annual Kansas Conference of Poverty, coordinated by the Kansas Association of Community Action Programs.

KLS provides various other services to the client eligible population, including innovative programs in employment training, mediation, youth detention and medical legal partnerships.

RECOMMENDATION III.3.15.1*: The program should endeavor to expand its community outreach and community legal education in priority areas such as housing, consumer, and non-disability public benefits.

RECOMMENDATION III.3.15.2*: To the extent the program is unable to provide representation in certain priority areas, the program should work to provide tools for the clients to represent themselves such as *pro se* clinics, automated forms, how to videos. Limited scope representation, where allowed and feasible, should also be considered.

PERFORMANCE AREA FOUR: EFFECTIVENESS OF GOVERNANCE, LEADERSHIP AND ADMINISTRATION.

Criterion 1. Board governance

FINDING 16: The KLS Board of Directors is actively involved in programmatic and fiscal oversight of the program.

KLS has a 23-member board of directors that is geographically and culturally diverse. The board meets in person four times a year. Attendance is excellent. Both client members and attorney members indicate that client members are active and involved members of the board. There is a representative of the KLS Staff Association on the board.

The board has the following committees: budget; audit; executive; needs assessment; fundraising; nomination; and personal/grievance. Client members are active on board committees. Two client members are on the executive committee. Client members meet with the executive director the morning before the board meeting.

From interviews with board members and on review of board minutes, it is apparent that the board is actively involved in overseeing the program. The board is involved in major policy decisions (for example, creation of medical-legal partnerships, substantially increasing online resources for *pro se* litigants). It reviews program operations, quarterly financial reports and insurance coverage. It approves the annual budget, and annually evaluates priorities. The budget committee reviews monthly financial reports which display budgeted amounts, actuals and variances. The CFO is available at each board meeting and board members ask him questions about the financial reports. The needs assessment committee is currently meeting quarterly to oversee the ongoing comprehensive assessment of legal needs. The board uses a calendar of significant deadlines to monitor KLS operations.

The board evaluates the executive director yearly, concluding the last evaluation in April 2011. The process is described as very thorough. For example, different members of the evaluation committee interviewed lawyers, managers, vendors and organizations that work with KLS.

Board members the team spoke to said that the board is well-supported by management. Board materials are sent to them in advance of board meetings. New board members are provided with a notebook of relevant materials and are invited to an orientation session. At each board meeting, KLS employees make presentations on the status of projects and cases.

Criterion 2. Leadership

FINDING 17: KLS has experienced leadership that is well respected by the staff, board and others in the community.

The executive director has been the director since 2006, and has worked for KLS (including one of its predecessor programs) since 1980. She is a well-respected leader who is actively involved in the details of the program's operation, including the program's advocacy efforts. Employees view her as knowledgeable and willing to help them with any issue. The executive director is very accessible and responsive. Numerous employees, regardless of position, mentioned that they regularly communicate with the executive director and that she is very responsive to requests. Staff seemed comfortable with their involvement with decision-making within the firm. The KLS Staff Association was viewed as an important way for staff to participate. Staff at all levels found the executive director to be accessible and responsive.

The executive director is involved in community activities. She is active in the Kansas Bar Association, is a past member of the Bar's Board of Governors, and is involved with the Kansas Supreme Court Access to Justice Committee.

The executive director has successfully led a smooth transition from the previous long-term executive director. She has continued to obtain significant financial support (?) for KLS, established good rapport with the staff and board, reinvigorated the PAI program, played a leadership role in pro se efforts in Kansas and has overseen the establishment of new projects, such as the medical-legal clinics.

KLS' leadership, including the executive director and others, is viewed very favorably by staff, board members and representatives of the community interviewed. Staff morale appears to be very good overall.

While the program annually reviews and establishes its priorities and develops detailed office and program-wide goals and objectives for cases, outcomes and staffing to ensure that the requirements of each funder are met, KLS does not appear to be engaging in strategic planning for the program as a whole.

RECOMMENDATION IV.2.17.1*: The executive director is encouraged to become actively involved in the strategic planning recommended in Recommendation I.2.4.2 above and take a leadership role in fashioning a long-term vision that encompasses the current and future needs of low-income Kansans.

Criterion 3. Overall management and administration

FINDING 18: KLS is a well-managed program which has systems in place to ensure work performed is in accordance with the goals and objectives that have been established.

In addition to the executive director, the program has a chief financial officer, director of research and development, director of human resources, LSC grant compliance and database base administrator and a PAI coordinator. The offices are supervised by experienced managing attorneys. Each office also has an experienced managing legal secretary or paralegal. Central intake is supervised by the central intake manager. The program also has a director of mediation and a director of employment training.

The program holds monthly managing attorney and director conference calls and separate monthly managing secretary conference calls. The executive director is an active participant in the calls.

The program is well managed. Managers and staff are particularly well versed on the details of the annual individual, office and program goals and objectives which nearly entirely center on the requirements of each funding source. Individual and office goals and objectives, along with timekeeping data, are reviewed with employees on a regular basis.

The monitoring of funding sources through the work plans appears to be an excellent management tool for encouraging and monitoring compliance with contract deliverables. However, as discussed in finding 5 above, the program needs other mechanisms to encourage the completion of important work that is not grant-driven. The emphasis on the work plans may take away from the local office's ability to respond to local needs or effort by a local office to reassess their work based on local needs.

Criterion 4. Financial administration

FINDING 19: KLS has an experienced finance department that provides detailed monthly financial reports showing actual income and expenses, budgeted amounts and variances to the executive director, management staff and the board's finance committee.

The program has an experienced chief financial officer (CFO) who was a CFO for 16 years with the State of Kansas before joining KLS six years ago. The accounting department also includes two accountants, one with 12 years of experience and one with one year of experience. All accounting employees have attended the financial administration training offered by Gerry Singsen and Judy Arrigo. The CFO is well-versed in the intricacies of the program's finances.

The CFO prepares monthly financial reports showing budgeted amounts, actuals and variances for management and the board, including each managing attorney and manager of each program. There is no monthly statement of cash on hand or monthly cash flow

statement. While the Accounting Guide for LSC Recipients (2010) provides that a statement of cash on hand should be provided monthly to the board's financial oversight committee, currently, a cash flow statement is only completed once per year -- as part of the audit.

Financial reports are submitted each month to the finance committee of the board of directors. The CFO is in regular contact with the chairs of the finance and audit committees. He briefs the finance committee in its meetings preceding the quarterly board meetings and presents the treasurer's report at each board meeting.

A proposed calendar year budget goes to board for tentative approval in October of the previous year. A revised budget, for the program as a whole and for each office, is submitted to the board in January for approval. The program allocates all statewide grants, including LSC, to each office based on the area's poverty population. Each office has specific goals and objectives, including for revenue to be billed to each grant.

KLS uses Microsoft Dynamics accounting software, ADP for payroll and LegalTrek for timekeeping. The CFO downloads reports from LegalTrek to Excel, and then allocates costs. He migrates data from LegalTrek to Access, uses Crystal Reports, exports to Excel and uses for cost allocation, including for non-personnel expenses.

The program revised its accounting manual effective July 2010 to reflect some of the changes in the Accounting Guide for LSC Recipients (2010.)

The program had a carryover balance of about \$760,000 entering the January 1 to December 31, 2011 fiscal year. The board policy is to have a fund balance of at least \$500,000. The board has been attempting to increase the program's reserves.

RECOMMENDATION IV.4.19.1*: KLS should revise its monthly financial reports to include a statement of cash on hand or cash flow at the end of the month, as provided in the Accounting Guide for LSC Recipients (2010.)

Criterion 5. Human resources administration

FINDING 20: KLS has an effective human resources administration that is responsive to employees. However, there are challenges with retention of staff attorneys.

The program has a human resource director who has been in the position since 2006. She previously worked in the KLS employment training division for 4 years. The human resources director oversees staff recruitment, benefits, new employee paperwork, leave time balances, and payroll (the program uses ADP.) There are no other HR employees in addition to the HR director. The HR director is supervised by the CFO. The program's human resources efforts were viewed by staff as very responsive.

The program's benefit package includes fully paid medical, dental and vision insurance, long term disability, 403(b) with a 2% employer contribution, life insurance, sick

leave, annual leave and paid CLEs. KLS does not have a loan repayment assistance program or paid bar leave.

Managing attorneys generally have significant experience, with experience levels averaging over 15 years. Many staff attorneys are relatively inexperienced. Thirteen of the program's 31 attorneys who are not supervisors were admitted to the practice of law in 2009 or more recently. The high number of new attorneys shows that the program has experienced relatively high turnover recently. For example, three attorneys in the Garden City office left over the past two years to accept public attorney positions. The program recruits for attorneys online with local newspapers; in printed newspapers; on KLS website; law schools; and internally. Most attorneys are hired just out of law school. The staff attorney salary scale starts at \$34,000 per year. The program pays a wage supplement for attorneys in western Kansas and for employees who speak Spanish. In addition, there is a higher turnover amongst intake specialists in the central intake unit. The last salary comparability study was conducted in 2006.

Employee evaluations are conducted annually in a timely manner. Paper personnel files are kept in locked files cabinets in a locked office. Personnel files have been scanned and are on a disk as well. The program does not use an HR software program.

The board of directors annually awards an employee the Elizabeth Ferguson Award, for outstanding service to a client or the client community. The award is presented at the January board meeting and is publicized within the program and in its annual report.

RECOMMENDATION IV.5.20.1*: The program should analyze the reasons for staff attorney turnover, and enhance efforts to retain them. Such efforts might include varying responsibilities, enhancing professional development opportunities, considering enhancing salaries and distributing leadership functions among several staff members.

Criterion 6. Internal communication

FINDING 21: KLS has effective internal communication using a variety of information-sharing methods.

The primary methods of internal communication are: (1) email communication; (2) monthly conference calls, including those in family law, elder law, juvenile law, disability, medical-legal partnerships, managing attorneys, managing secretaries and *pro bono* coordinators (sometimes GoToMeeting is used); (3) instant messaging (65% of staff have instant messaging accounts); (4) regular office-wide staff meetings; and (5) through the KLS Staff Association. There is no internal newsletter.

The executive director attempts to visit each office yearly. The HR director travels to each office once every other year to discuss benefits. The CFO makes regular visits to offices for training and oversight purposes.

Communications throughout the firm are viewed by staff as very good. Most employees feel they are aware of program activities. However, employees do not report having extensive communications with other offices.

While there are training events attended by a number of employees from different offices, KLS does not have a program-wide annual meeting or retreat. The last meeting of all staff members was many years ago.

RECOMMENDATION IV.6.21.1: The program should consider having an annual program-wide conference or meeting.

Criterion 7. General resource development and maintenance

FINDING 22: KLS does an excellent job of raising funds from governmental entities, foundations and United Way.

The program's Research and Program Development Department consists of a director and a grantwriter. The director has over 20 years of experience with KLS and the grantwriter has over 28 years of resource development experience. The director is responsible for searching for new grants, grant writing and reporting.

KLS receives local, state and federal grants and contracts. In 2010, the program received \$5.5 million in non-LSC funding. The program constantly identifies potential new sources of revenue to support the program, such as the recent grants funding medical-legal partnerships clinics.

Fundraising efforts with the legal community consist of the executive director sending two solicitation letters per year. A total of \$15,000 was received in donations from the private bar in 2010. The program does not separately solicit funds from the law firms themselves. While KLS does not have a *cy pres* campaign, it received \$50,000 in *cy pres* awards in 2010.

RECOMMENDATION IV.7.22.1*: The program should develop a statewide bar fundraising campaign and consider utilizing the assistance of a fundraising consultant.

RECOMMENDATION IV.7.22.2*: KLS needs to ensure that new revenue streams strategically enhance the program's ability to meet the most pressing legal needs of low-income Kansans and do not divert the program's mission.

Criterion 8. Coherent and comprehensive delivery structure

[Addressed elsewhere in this report]

Criterion 9. Participation in an integrated legal services delivery system

FINDING 23: KLS is actively involved in local, regional and statewide efforts to improve access to justice.

KLS employees work with state and local bar associations, law schools, medical providers, domestic violence coalition, disability rights advocates and others in an effort to improve access to justice for indigent Kansans. KLS partners with the Kansas Bar Association to expand the provision of *pro bono* services. The executive director is on the Kansas Supreme Court Access to Justice Committee, which is exploring ways to enhance *pro se* assistance in the state. She meets monthly with the director of the Legal Assistance of Western Missouri to discuss regional access issues.