



The Heritage Foundation

Background

Executive Summary

No. 1312

July 22, 1999

TIME FOR CONGRESS TO HOLD THE LEGAL SERVICES CORPORATION ACCOUNTABLE

VIRGINIA L. THOMAS AND RYAN H. ROGERS

The Legal Services Corporation (LSC), a federally funded agency that provides free legal aid to the poor through 269 grantee offices around the country, is asking Congress for a \$40 million increase in funding for fiscal year (FY) 2000. The request, which will be considered under the Commerce, Justice, State, the Judiciary, and Related Agencies appropriations bill, represents a 13 percent increase over FY 1999 funding—despite the fact that various government watchdogs and the media have reported serious problems with the LSC's case-reporting statistics and performance numbers.

Information on the LSC's handling of cases is important because it is the only tangible information on the agency's overall performance currently available to Congress. Congress relies on the accuracy and integrity of reporting on performance measures to determine the amount of funding agencies should receive, and agencies use their performance numbers to justify their budget requests to congressional appropriators. Until this year, Congress has not seriously questioned the accuracy of the LSC's reported numbers. But preliminary audits conducted by the LSC's own inspector general (IG) in 1998 have caused Members of Congress and the media to question the accuracy of LSC's 1997 caseload data.

Every program audited by the IG, and more recently by the U.S. General Accounting Office (GAO), since the 1997 case statistics were released in the LSC's 1998 *Factbook* has demonstrated serious misreporting of the LSC caseload, and this has given rise to concerns about systemic performance deficiencies throughout the agency. In fact, the IG and GAO audits reveal that for 11 grantees that reported 370,000 cases, only 198,000 cases were deemed valid.

For the most part, audited LSC grantee offices overstated the number of cases handled, either because the cases were ineligible to be counted in the first place or because a case was counted more than once. In other instances, the statistics were inflated because telephone contacts and nonexistent cases were included in the numbers. *Investor's Business Daily* even quoted a former LSC employee who said that telephone calls made to the LSC offices were counted as cases simply to "build up numbers to

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report to LSC and other funding sources.” Despite the heightened scrutiny the agency received due to mounting evidence of misreporting, LSC officials still have not been forthcoming with accurate data for Congress.

As early as July 1998, the agency’s inspector general told LSC President John McKay that case statistics at several offices were seriously flawed. In October 1998, when it approved a \$17 million increase in LSC funding—the first such increase in two years—Congress was still unaware of this information. In fact, the LSC’s leadership did not report these performance problems to Congress for another five months, until March 1999. The agency should have viewed the IG’s findings as serious enough to bring to the attention of Congress *before* this \$17 million decision was made.

As the evidence of management problems has emerged, many Members of Congress have become concerned that the LSC misled Congress intentionally. On May 3, 1999, five Members asked the GAO to audit additional LSC grantee offices to assess how widespread the reporting error problem is before Congress considers LSC funding for FY 2000. The GAO’s recently released findings further discredit the LSC’s 1997 case numbers and raise serious questions about all of the data supplied by this federal entity to Congress.

No one would deny that the less privileged in society benefit significantly from free legal assistance. But it is entirely unacceptable for Congress or the states to continue to disburse taxpayer funds to LSC programs without considering credible and accurate information on how current money is being spent. Indeed, just as donors would alter their charitable contributions if they learned a charity had misrepresented its activities in its annual report, so too should Congress be

vigilant with taxpayer dollars when LSC misrepresents the number of clients served.

In 1993, Congress passed the Government Performance and Results Act with bipartisan support and the Administration’s stamp of approval. The act codified Washington’s desire to hold federal programs accountable for their performance and their use of taxpayer dollars. It is useless, however, unless Congress can rely on the information provided by federal agencies. Without accurate information about the performance of Legal Services Corporation grantees, Congress cannot hold the agency accountable for its performance.

Congress should demand that the LSC immediately release its overdue 1999 Factbook so that Members can consider 1998 caseload data during the FY 2000 appropriations process. It also should reduce FY 2000 funding to offset the funding provided in previous years with overinflated statistics; conduct oversight hearings; and, to secure better information in the future, establish both quality and quantity measures that allow it to verify the accuracy of the LSC’s information, including requiring annual independent audits, preventing the LSC from administratively changing the definition of reportable cases, and applying the Federal False Statements Act to the LSC and its grantees.

Once Congress has a clear picture of the agency’s performance, Members should ask first whether the federal government should be running this program. If not, funding should be transferred to the U.S. Department of Justice to provide block grants to the states based on the number of eligible poor in each jurisdiction.

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TIME FOR CONGRESS TO HOLD THE LEGAL SERVICES CORPORATION ACCOUNTABLE

VIRGINIA L. THOMAS AND RYAN H. ROGERS

The Legal Services Corporation (LSC) is a federally funded agency with 269 grantee offices around the country that have provided over \$6 billion of free legal aid to the eligible poor since 1974. For fiscal year (FY) 2000, the LSC is requesting a \$40 million increase, to bring its funding level to \$340 million. This represents about a 13 percent increase in agency funding at a time when the U.S. General Accounting Office (GAO), the LSC's own inspector general, and the press have uncovered serious problems with the agency's case reporting statistics and performance numbers. Audits of the LSC's 1997 caseload data for 11 grantee offices—which reported handling 370,000 cases—determined that only 198,000 were valid.¹

Until Congress receives accurate information about the performance of the Legal Services Corporation's grantees, it cannot hold the agency accountable for its performance and its use of taxpayer dollars. Congress should demand that all

LSC programs supply timely and accurate data on program performance; it also should require independent audits and conduct investigative hearings. In addition, Members of Congress should ask whether it is even appropriate for the federal government to be funding this program. If it is not, they should consider closing down the LSC by transferring its funding to the Department of Justice, with a strict formula for block granting those funds to the states based on the number of poor in each jurisdiction.

The responsibility for providing legal services to the poor belongs more appropriately to state and

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1. U.S. General Accounting Office, *Legal Services Corporation: Substantial Problems in 1997 Case Reporting by Five Grantees*, GAO/GGD-99-135R, June 25, 1999, and associated material included in "Briefing to Congressional Requesters," June 21, 1999; Karen Gullo, "Legal Aid Programs Overstated Cases," Associated Press, April 8, 1999. See also Legal Services Corporation, Office of the Inspector General, *Review of Case Statistics Report*, AU99-012, March 1999; *Review of Case Statistics Report*, AU99-013, March 1999; *General Review of Selected Parts of the Legal Services of Northern Virginia's 1997 Grant Activity Report and Timekeeping System and Its Compliance with Selected Regulations*, AU99-001, October 1998.

local officials and to private-sector institutions—those closest to the people in need of assistance.

THE TROUBLE WITH THE LSC'S NUMBERS

The LSC *Factbook* is a benchmark of LSC performance figures not only for Congress, but for states and private funding sources as well. In its 1998 *Factbook*,² the most recent issue available to Congress, the LSC reported that a total of 1,932,613 poor people were aided.³ (See the Appendix for the 1998 *Factbook's* 1997 case statistics for specific congressional districts.)

After egregious errors in the 1998 *Factbook* numbers were reported in the press, however, the LSC was compelled to admit that it had not served as many clients as it had reported. An April 1999 LSC press release noted 400,000 fewer cases closed in 1997 than were reported in the 1998 *Factbook*.⁴ The agency also amended its 1998 projections, revising them downward. The LSC soon will deliver its 1998 data to Congress in the 1999 *Factbook*. Until additional audits are completed, no one can know with any certainty what the agency has accomplished with the taxpayer dollars that Congress has appropriated in the past.

Table 1 B1312

Claimed LSC Cases vs. Actual LSC Cases in 1997

	Claimed			Actual		
	Open	Closed	Total	Open	Closed	Total
San Diego	792	32,304	33,096	508	10,279	10,787
Florida Rural	44,993	8,400	53,393	5,522	8,400	13,922
Miami	3,313	20,487	23,800	2,664	4,943	7,607
San Francisco	495	15,995	16,490	165	3,969	4,134
Northern Virginia	4,949	4,166	9,115	1,549	3,607	5,156
Houston	9,042	4,653	13,695	7,442*	2,553*	9,995*
Total	63,584	86,005	149,589	17,850	33,751	51,601

Note: *= Approximations.
Source: Office of Inspector General, Legal Services Corporation.

2. Legal Services Corporation, *1998 Factbook & Program Information*, at <http://www.lsc.gov/fbtoc98.html>. Each year, the Legal Services Corporation provides Congress with a *Factbook* which includes data on the number of clients served, the number of private attorneys participating in LSC-sponsored programs, the amount of federal and non-federal funding, and the number of full-time staff. Figures included in any given *Factbook* represent data for the previous calendar year. The 1998 *Factbook*, for example, reports figures for calendar year 1997. The 1999 *Factbook* is not yet published.
3. The Legal Services Corporation's 1998 *Factbook*, issued in May 1998, claimed that 269 grantees had 471,600 cases open and 1,461,873 cases closed at the end of 1997, serving a total of 1.9 million poor people with \$283 million in federal funds. Eligibility for assistance is found in Section 1007(a)(2) of the Legal Services Corporation Act, which requires the LSC to establish maximum income levels for individuals eligible for legal assistance. Section 1611.3(b) of LSC's regulations establishes a maximum income level equivalent to 125 percent of the federal poverty guidelines. Since 1982, the Department of Health and Human Services has been responsible for updating and issuing the poverty guidelines.
4. Legal Services Corporation, Office of Public Affairs, press release, "Statement on Case Reporting System," April 8, 1999, available at <http://www.lsc.gov/prcsr.html>.

The LSC's representation of its open and closed cases is important, because it is the only tangible information currently available to Congress on the agency's overall performance. Until this year, Congress has never seriously questioned the accuracy of LSC's numbers.

As Congress considers funding for the LSC within the Commerce, Justice, State, the Judiciary, and Related Agencies appropriation bill, it should seek credible, factual performance information that justifies the Administration's substantial budget request, especially in light of the LSC's previous misreporting of data.

The Search for Accurate Performance Information

Congress relies increasingly on performance measures, such as the number of clients served by the Legal Services Corporation, to decide whether funding for the agency's programs should be increased or decreased. Congress should specify better performance measures that would include credible data on the *quality*, and not simply the *quantity*, of the services the LSC provides to the poor. Indeed, Members of Congress—especially appropriators—look at the performance of programs to determine whether a program is working efficiently and achieving its goals. As Representative Harold Rogers (R-KY), chairman of the House Appropriations Subcommittee on the Departments of Commerce, Justice, and State, the Judiciary, and Related Agencies, told the LSC in March 1999, "We want accurate information.... We do make our judgments based on the volume of the load that is represented to us."⁵

In December 1998, the Congressional Research Service (CRS) produced a study that examined the extent to which the past two Congresses had used the 1993 Government Performance and Results

Act, a tool for measuring the success or failure of government programs and holding agencies accountable for their use of taxpayer funds. The study, requested by House Government Reform and Oversight Committee Chairman Dan Burton (R-IN), examined provisions in public laws enacted during the 104th and 105th Congresses. According to the CRS:

There are...indications that committees are interested in using performance-related information in the appropriations process and associated budget documentation. Over a third of all the committee reports identified in [our study] contained provisions linking performance measures and the budget process. Such provisions either stated the intent of the committee to consider the agency's progress in articulating outcome goals and measures during the appropriations process, suggested that the agency's budget submission include Results Act-related information and measures, or referred to realignment of program and budget structures in an agency's budget submission.... In addition, many reports included language that noted that future funding for an activity or program would be contingent upon establishing goals and measures or upon future performance against established goals.⁶

Even the LSC recognizes the linkage between performance and funding. Its president stated recently that

Case statistics play an essential role in the budget request and performance plan submitted by LSC to the United States Congress each year. Therefore, the

5. Statement of Representative Harold Rogers, Chairman, Subcommittee on the Departments of Commerce, Justice, and State, the Judiciary, and Related Agencies, Committee on Appropriations, U.S. House of Representatives, at FY 2000 appropriations hearing, March 3, 1999.
6. Genevieve J. Knezo and Virginia McMurtry, "Executive Summary," *Performance Measure Provisions in the 105th Congress: Analysis of a Selected Compilation*, Congressional Research Service, December 1998, at <http://www.freedom.gov/results/crs/getsresults-sum.asp>.

reliability of case statistics submitted by programs to LSC is vital to obtaining continued Federal funding for Legal Services.... We believe this type of information... holds great promise for securing increased federal funding for legal services.⁷

Congress appears to base its funding of the Legal Services Corporation on the agency's reported caseloads. The LSC then distributes the money to grantees based on a formula that takes local poverty statistics into account.

ACCOUNTABILITY VS. SPIN CONTROL

As a key funding source and manager of taxpayer dollars, Congress must have access to trustworthy LSC data about caseloads, clients, and agency operations. If the LSC cannot provide dependable information on even the quantity of cases handled by its offices, there is little hope that Congress can obtain more sophisticated and meaningful quality performance information on this government service.

The demand for accountability pressures government officials to define and then demonstrate their performance, particularly when programs are seriously deficient. As one former LSC employee recently lamented, for example:

For more than 20 years I worked at a small Legal Services Corporation-funded program and the work was immensely rewarding. But in 1996, when I was the program's litigation director, I quit due to the many practices and policies which, to my mind, had all but destroyed the program's ability to render competent legal assistance to people unable to afford counsel. One of these practices was the

counting of virtually every telephone call as a "case" in order to build up numbers to report to LSC and other funding sources. Consequently, hundreds if not thousands, of reported cases were nothing more than referrals or other responses given by paralegals or secretaries.⁸

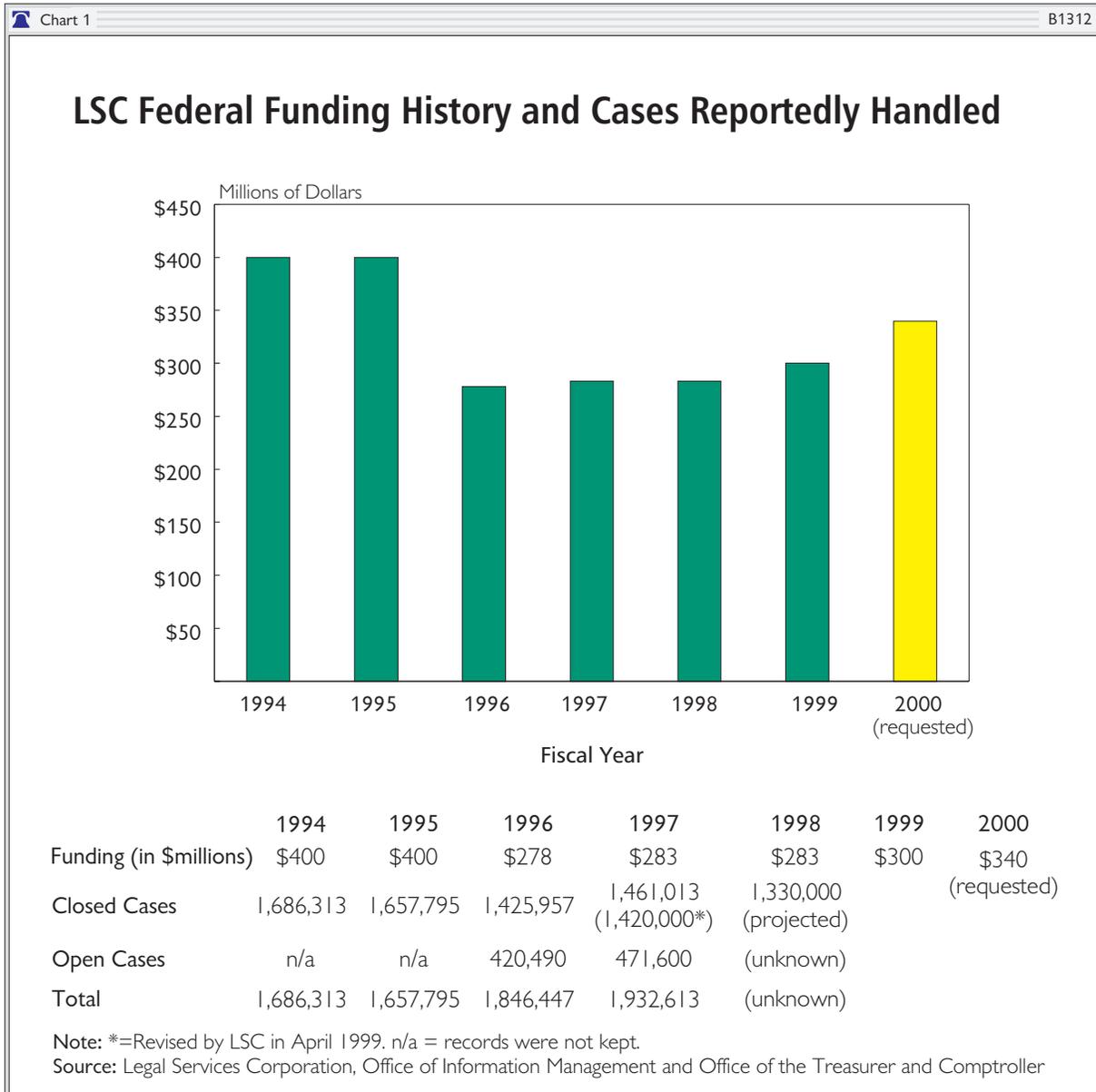
The LSC chose to use case statistics as a measure of its performance. On February 25, 1998, for example, LSC President John McKay testified:

For FY 1999, LSC seeks an appropriation of \$340 million. We estimate that this amount will enable local legal services programs funded by LSC to resolve over 1.6 million cases involving critical legal problems for eligible clients and their families.... Because of limited resources, local programs are forced to turn away tens of thousands of people with critical legal needs.⁹

Although Congress did not know about the caseload reporting problems, appropriators approved a \$17 million increase for the LSC on October 21, 1998, bringing its FY 1999 budget to \$300 million. Congress provided the funding with an expectation that the additional money would enable the LSC to serve 1.6 million clients in calendar year 1998. According to the LSC president, this new funding

represents the strong bipartisan backing that LSC has developed, and signals a renewed confidence that LSC is carrying out the will of Congress and is a vital part of the justice system. The increase will allow LSC-funded programs to serve a greater number of poor and disadvantaged clients more effectively in 1999.¹⁰

7. Legal Services Corporation, "A Message from LSC President John McKay," February 2, 1999. This document originally was available at <http://www.lsc.gov/fl1298jm/html>, but no longer is posted on the LSC Web site.
8. John T. Hand, letter to the editor, *Investor's Business Daily*, June 18, 1999 (emphasis added).
9. Statement of Douglas S. Eakeley, Chairman, John N. Erlenborn, Vice-Chairman, and John McKay, President, Legal Services Corporation, before Subcommittee on the Departments of Commerce, Justice, and State, the Judiciary, and Related Agencies, Committee on Appropriations, U.S. House of Representatives, February 25, 1998, p. 1.



Uncovering the LSC’s Reporting Problems

Concerns about the LSC’s misrepresentation of its actual caseloads began to build after the agency’s inspector general began in March 1999 to release the results of several audits. Since the IG has a dual reporting responsibility—both to the LSC Board and to Congress—the IG should have informed Congress of the seriousness of the errors found in the data. For example, of 149,589 cases

reported for 1997 by six grantee offices, two-thirds were found to be invalid (see Table 1).

The inspector general’s findings include the following examples, among others:

- The **Legal Aid Society of San Diego** claimed it closed 33,096 cases for 1997, but the IG audit revealed that only 10,787 of these cases were legitimate.¹¹

10. Legal Services Corporation, “A Message from LSC President, John McKay.”

11. Legal Services Corporation, Office of the Inspector General, *Review of Case Statistics Report*, AU99-012.

- **Florida Rural Legal Services** admitted in August 1998 that 39,471 of the cases it reported were invalid. This reduced the actual number of legitimately reportable cases to 13,922 out of 53,393 reported.¹²
- **Legal Services of Miami** claimed to have closed 23,800 cases in 1997; only 7,607 were found to be valid.¹³
- Of the 16,490 cases reported by the **San Francisco Neighborhood Legal Assistance Foundation**, only 4,134 were valid; the program's director submitted a revision when the increased scrutiny of caseload data began.¹⁴
- **Legal Services of Northern Virginia** reported 9,115 cases; only 5,156 were deemed valid.¹⁵
- The **Houston office** reported 13,695 cases, but in a preliminary report yet to be finalized and released by the IG, only 9,995 potentially were valid.¹⁶
- Repeat reporting of old "open" cases;
- Phantom or non-existent cases;
- Telephone contacts reported as cases when eligibility was not determined and the applicant was not accepted into the program;
- Inclusion of non-LSC-funded cases in reports; and
- Double counting of cases.

Upon learning of the inspector general's preliminary audits, newspapers and editorial pages began to report on the LSC's problems. On April 8, 1999, for example, the Associated Press released a story documenting the problems that the IG had begun to acknowledge in March 1999. The news story indicated that some Members of Congress were concerned that the LSC might have misrepresented the number of cases it handled intentionally in order to secure additional funding.¹⁹ Following the AP story, several editorials in newspapers across the country criticized the LSC for its errors.

WHY THE LSC'S PERFORMANCE NUMBERS WERE FLAWED

The reporting problems found in every program audited by the LSC's own inspector general and the U.S. General Accounting Office since the 1997 case statistics were reported raise concerns about systemic LSC performance deficiencies and reporting abilities. According to the IG¹⁷ and GAO¹⁸ audits, LSC performance numbers included:

On March 3, 1999, during an annual appropriations oversight hearing, Representative Tom Latham (R-IA) began to ask questions about the LSC's veracity in reporting its caseload. The hearing was significant not only because it was the first time that LSC's numbers had been challenged by a Member of Congress, but also because it estab-

12. From information provided by the Florida office to the LSC.

13. Legal Services Corporation, Office of the Inspector General, *Review of Case Statistics Report*, AU99-013.

14. Robert P. Capistrano, Director of Litigation, San Francisco Neighborhood Legal Assistance Foundation, in a letter to the Legal Services Corporation concerning revised 1997 case service reports, December 30, 1998.

15. Legal Services Corporation, Office of the Inspector General, *General Review of Selected Parts of the Legal Services of Northern Virginia's 1997 Grant Activity Report and Timekeeping System and Its Compliance with Selected Regulations*, AU99-001.

16. Legal Services Corporation, Office of the Inspector General, "Preliminary Draft Report of Gulf Coast Legal Foundation," August 7, 1998.

17. Legal Services Corporation, Office of the Inspector General, *Review of Case Statistics Report*, AU99-012; *General Review of Case Statistics Report*, AU99-013; *General Review of Selected Parts of the Legal Services of Northern Virginia's 1997 Grant Activity Report and Timekeeping System and Its Compliance with Selected Regulations*, AU99-001. See also Gullo, "Legal Aid Programs Overstated Cases."

18. U.S. General Accounting Office, *Legal Services Corporation: Substantial Problems in 1997 Case Reporting by Five Grantees*.

19. Gullo, "Legal Aid Programs Overstated Cases."

Table 2 B1312

GAO Audits of LSC Caseloads in Five Offices Show Misreporting Problems

	Reported Open Cases	Reported Closed Cases	Reported Total Cases	Cases Found Valid by the GAO
Baltimore	25,772	27,490	53,262	18,697 (+/-1,634)
Chicago	8,322	29,032	37,354	30,037 (+/-1,829)
Los Angeles	2,870	25,091	27,961	20,017 (+/-1,740)
New York City	16,543	25,379	41,922	20,820 (+/-3,044)
Puerto Rico	14,540	45,977	60,517	56,958 (+/-2,226)

Source: U.S. General Accounting Office, *Legal Services Corporation: Substantial Problems in 1997 Case Reporting by Five Grantees*, GAO/GGD-99-135R, June 25, 1999.

lished clearly the committee’s interest in linking the budget request to the agency’s performance. In a follow-up written response to Latham’s questions, the LSC’s IG admitted that the agency’s reported caseload figures are used for the annual budget request submitted to Congress.²⁰ This admission heightened concerns in Congress and eventually precipitated a congressionally requested GAO audit of LSC grantees.

GAO Confirms Serious Data Problems

On May 3, 1999, five Members of Congress²¹ asked the U.S. General Accounting Office to continue to conduct random audits of LSC programs to collect additional facts before this year’s allocation of tax dollars to the LSC. Congress asked the GAO to provide preliminary results of audits on five grantees by June 21. On June 25, 1999, the GAO reported that all five grantees audited had problems accurately reporting the number of cases

handled. This reinforced the findings of the IG’s own audits.

As Table 2 shows, the grantees overreported closed cases, and four of the five grantees overreported open cases. The operations of all five grantees included cases in which the eligibility of clients was not verifiable. In addition, the GAO reported that four of the five offices reported closed cases in which no activity had occurred during the past year, and five reported open cases where no activity had occurred during the past year.²²

Clearly, the LSC’s reported caseload figures did not stand up to independent review and auditing.

THE LSC’S RESPONSES TO THE FINDINGS

Officials of the LSC, including the agency’s president, were aware of the grantee reporting errors

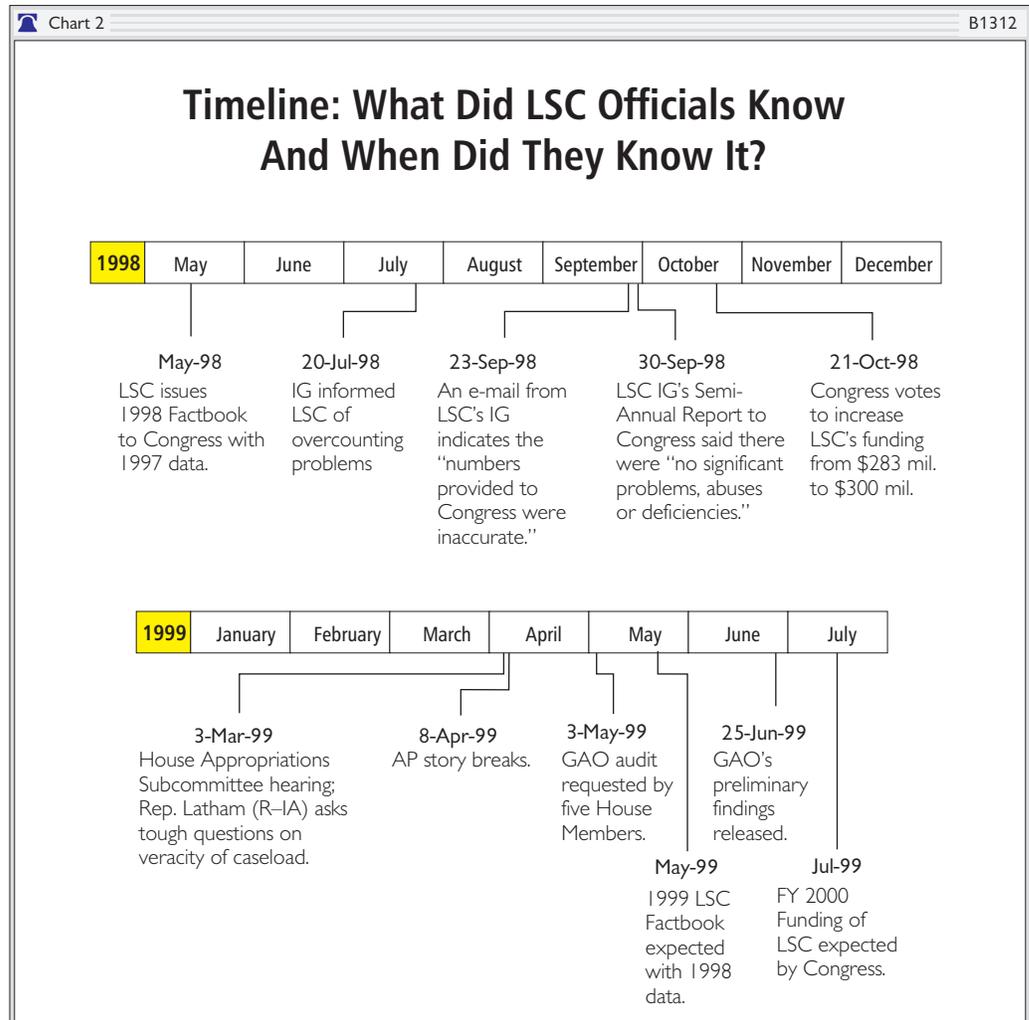
20. Answer No. 8 given by Legal Services Corporation management to a question posed by Representative Tom Latham (R-IA) following March 3, 1999, House Appropriations Subcommittee hearing on LSC’s funding request for FY 2000; submitted to select chairmen in the House and Senate on March 31, 1999, by E. R. Quatrevaux, Inspector General, LSC.

21. Representatives Richard Arney (R-TX), Dan Burton (R-IN), Tom Latham (R-IA), Dan Miller (R-FL), and Charles Taylor (R-NC).

22. U.S. General Accounting Office, *Legal Services Corporation: Substantial Problems in 1997 Case Reporting by Five Grantees*.

months before Congress was informed. In the summer of 1998, the LSC's president was informed of the audit findings of case reporting problems.²³ In September 1998, the inspector general informed some of his staff that "the numbers provided to Congress were inaccurate." The LSC, however, did not plan to release this information until March 2000, when its first Performance Report under the 1993 Government Performance and Results Act is due.²⁴

By late 1998, the LSC should have viewed the audit findings as serious enough to bring to the attention of Congress, especially since Congress at the time was debating whether to increase LSC funding for FY 1999 by \$17 million. The IG, knowing that the LSC did not plan to inform Congress of significant errors in its reported data, should have informed Congress of what the auditors were finding. Instead, the semi-annual report issued by the inspector general on September 30, 1998, reported "no significant problems, abuses or discrepancies" in LSC programs.²⁵



At a recent public debate at The Heritage Foundation, LSC President John McKay admitted that his inspector general had advised him of the seriousness of the reporting problems in the summer of 1998:

Our Inspector General is here in the audience, and I would hesitate to speak for him, but it was very clear that, based on the strength of oral advice, from him to me, beginning actually in the summer of

23. John McKay, remarks at Heritage Foundation forum, "Assessing LSC's Performance at Their 25th Anniversary," July 6, 1999.

24. "LSC Inflated Workload While Demanding More Tax Funding," *Human Events*, May 7, 1999; e-mail to a few IG staff from LSC Inspector General Edouard Quatrevaux, September 23, 1998; responses to questions submitted after March 3 House Appropriations Subcommittee hearing by Representatives Tom Latham, Dan Miller, and Charles Taylor.

25. Legal Services Corporation, Office of the Inspector General, *Semi-Annual Report to Congress*, September 30, 1998.

1998, that we [the LSC] had a problem concerning the accuracy of the cases.²⁶

Why this serious problem was not reported to Congress is the heart of the issue. Indeed, in April 1999, the LSC revised downward its public estimates of the numbers of clients served in 1997 using taxpayer dollars,²⁷ even though it was asking all grantee offices to *increase* the types of cases they report for the next *Factbook*.²⁸

The LSC sent new guidance to all grantees to modify future methods for reporting cases.²⁹ One of the many changes required would have the effect of helping each program to report *more* cases. This subtle yet important change requires each LSC program to report cases on which it has worked regardless of funding sources. Since 40 percent of the funding for most LSC grantees typically comes from non-federal sources—states, bar associations, or other private or public sources—this change not only will have the effect of *inflating* some of the future caseload numbers, but also will make it difficult to compare data relating to LSC's performance.

In May 1999, following congressional inquiries and the April AP story, the LSC sent out another letter advising all grantees that, among other things, a GAO audit was underway concerning the data they already had reported for 1997.³⁰ It asked program directors to affix their signatures attesting

to the accuracy of their case statistics for 1998 because these figures would be compiled for the 1999 *Factbook* (which, because the LSC *Factbooks* typically are published in May of each year, is now overdue).

Unacceptable Excuses

Official denials of systemic reporting problems by the LSC have involved the following claims:³¹

LSC CLAIM #1: The scope of the problem is overstated; only five grantees overstated their cases, which is less than 3 percent of the LSC's caseload.

FACT: Each of the 11 LSC programs reviewed by an independent auditor—either the LSC's inspector general or the GAO—showed false case reporting problems. Specifically, the IG identified problems at Northern Virginia, Houston, San Diego, Miami, Florida Rural, and San Francisco.³² The LSC self-identified similar problems at Alameda, Central Michigan, Los Angeles, and Western Carolina. Of 25 randomly selected cases audited at Farm Workers Legal Services of North Carolina, nearly all lacked data critical to determining whether the clients helped were indeed eligible for federal aid.³³ The GAO reviewed five additional programs, each one of which involved similar errors.³⁴

26. McKay, remarks at Heritage Foundation forum, July 6, 1999.

27. Legal Services Corporation, "Statement on Case Reporting System," April 8, 1999.

28. Karen J. Sarjeant, Vice President for Programs, Legal Services Corporation, "Revised CSR Handbook," Program Letter 98-8, November 24, 1998.

29. *Ibid.*

30. Karen J. Sarjeant, Vice President for Programs, Legal Services Corporation, letter to all LSC Program Directors concerning self-inspection procedures and case service reporting, May 14, 1999.

31. John Erlenborn, Vice Chairman Board, Legal Services Corporation, letter to the editor, *The Washington Times*, May 1, 1999; Legal Services Corporation, "Statement on Case Reporting System," April 8, 1999.

32. Legal Services Corporation, Office of the Inspector General, *Review of Case Statistics Report*, AU99-012; *General Review of Case Statistics Report*, AU99-013; *General Review of Selected Parts of the Legal Services of Northern Virginia's 1997 Grant Activity Report and Timekeeping System and Its Compliance with Selected Regulations*, AU99-001.

33. John McKay, President, Legal Services Corporation, in letter to J. Donald Cowan and Melissa Pershing, Legal Services of North Carolina, September 18, 1998.

34. U.S. General Accounting Office, *Legal Services Corporation: Substantial Problems in 1997 Case Reporting by Five Grantees*.

LSC CLAIM #2: If anything, the LSC is underreporting its caseload.

FACT: Because each new review of the LSC's 1997 data reveals broad miscounting and over-reporting, all numbers provided by the LSC are now viewed with skepticism. The LSC has taken steps to change the method for developing caseload estimates for Congress by asking offices to increase the *types* of cases handled, even if they are not funded by federal tax dollars. This will make annual comparisons of LSC caseload data, as well as performance measures for federally funded programs, nearly impossible.

LSC CLAIM #3: There is no evidence of fraud.

FACT: The LSC has not engaged in candid self-disclosure of problems with its 1997 case statistics. The gap in time between when the IG and the LSC leadership learned there was a problem and when Congress was advised of that problem is unacceptable. Moreover, the LSC's request for a \$40 million increase in its FY 2000 budget—based on the same overinflated estimates from the disputed 1997 case statistics, and after LSC's president had been informed of the problem—is itself nothing short of fraudulent.

LSC CLAIM #4: The Inspector General Act prevents the IG from informing Congress before his semiannual report is due.

FACT: Nothing prevents the LSC or its IG from advising Congress of discrepancies found in data used to award taxpayer funding. In fact, compliance with the 1994 Government Auditing Standards *requires* the IG to advise Congress and management whenever there is a need for timely reports.³⁵ These standards encourage interim or oral reports to stimulate, not stymie,

information flowing to policymakers.

LSC CLAIM #5: The LSC itself uncovered the problem through self-initiated audits, brought it to Congress's attention, and took steps to correct it.

FACT: The timeline shows that the LSC and its own inspector general knew of the emerging case reporting problems and did nothing to inform Congress. In late 1998, Congress voted an increase in federal funding for the LSC by relying on information the LSC knew to be false, and on its exaggerated claims of its performance. As late as March 1999, the LSC was still using these unreliable data in its requests for additional funds from Congress.

LSC CLAIM #6: Case numbers and performance information have no bearing on funding levels. Specific allocations are based on the eligible populations living in each service area, not on the number of cases handled or referred. Therefore, there is no incentive to inflate numbers.

FACT: The LSC, Congress, and even LSC grantees use performance or caseload numbers to influence funding from federal and non-federal sources. The agency's own five-year strategic plan for 1997–2002 established as an annual goal “[to] seek to provide high-quality legal services to the greatest number of eligible clients that our appropriation will support.”³⁶ According to the LSC's president:

Case statistics play an essential role in the budget request and performance plan submitted by LSC to...Congress each year. Therefore, the reliability of case statistics submitted by programs to LSC is vital to obtaining continued Federal

35. Standard 7.6 states: “Auditors should appropriately issue the reports to make the information available for timely uses by management, legislative officials and other interested parties.” See U.S. General Accounting Office, “1994 Revision by the Comptroller General of the United States,” *Government Auditing Standards*, GAO/OCG-94-9, June 1994. An interactive version of the document, called *The Yellow Book*, is available at <http://www.ignet.gov/ignet/internal/manual/yellow/yellow.html#index>.

36. Legal Services Corporation, Strategic Plan, 1997–2000, p. 9, at <http://www.lsc.gov/spv01.html>.

funding for Legal Services.... [T]his type of information...holds great promise for securing increased Federal funding....³⁷

Moreover, inaccurate case numbers from the LSC can:

- **Attract** additional non-federal funding (in 1997, over \$200 million in revenue came from non-federal funding);
- **Skew** evaluations for various competitive grants;
- **Discourage** competition from more cost-effective providers of legal services; and
- **Mislead** Congress and the public into believing that the LSC is performing better than is actually the case.

WHAT CONGRESS SHOULD DO

No one denies that the less privileged in society benefit significantly from free legal assistance. However, the LSC services only about 5 percent of the eligible poor. The lives of thousands of people have been improved by the efforts of pro bono attorneys and the ad hoc network of organizations and people, such as private foundations, churches, and synagogues, that have stepped up to assist the poor when they are in need. Unfortunately, however, the federal program to help the poor with legal assistance—the Legal Services Corporation—has shown itself to be deceptive in measuring its performance and impervious to efforts to institute accountability.

For this reason, the first question Congress should ask is whether the federal government should be running this program at all. If it is decided that providing legal services to the poor is

not appropriately a federal function, Congress should consider devolving this responsibility to the states, local governments, and private-sector institutions and putting the LSC on a clear path toward eventual shutdown.³⁸

To accomplish this, Congress should transfer funding for legal services for the poor to the Department of Justice, with a strict formula for block-granting funds to the states based on the number of poor in each jurisdiction. Block grants not only would eliminate federal overhead, but also would permit states to institute their own accounting standards for grantees and allow them to conduct their own audits. Recent strides in welfare caseload reduction at the state level—driven in large part by the autonomy of the states to design appropriate welfare-to-work transitioning programs—have emboldened Washington to return to the states the responsibility for other federal programs once thought too large or cumbersome for states to handle. Washington should acknowledge that state and local leaders who know best how to serve the legitimate and critical legal needs of the poor are in a better position to design the most efficient system and provide quality services to those in need.

Alternatively, if it is decided that the Legal Services Corporation does represent a proper federal function, Congress should establish the criteria for evaluating the LSC's performance, including case statistics. In the short term, Congress should:

1. **Demand that the LSC issue its 1999 Factbook with 1998 caseload figures as soon as possible.** Congress and the public need to review how the LSC has spent taxpayer money—and what, if anything, it has accomplished—before deciding how much (if anything) should be appropriated for FY 2000.

37. Legal Services Corporation, "A Message from President John McKay," February 2, 1999.

38. For more information on devolving and privatizing Legal Services Corporation functions, see Edwin Meese III, "Legal Services Corporation," in Scott A. Hodge, ed., *Balancing America's Budget: Ending the Era of Big Government* (Washington, D.C.: The Heritage Foundation, 1997), pp. 389–390; Kenneth F. Boehm and Peter T. Flaherty, "Why the Legal Services Corporation Must Be Abolished," Heritage Foundation *Backgrounder* No. 1057, October 18, 1995; Kenneth F. Boehm, "The Legal Services Corporation: New Funding, New Loopholes, Old Games," Heritage Foundation *Backgrounder Update* No. 276, May 17, 1996.

The 1999 *Factbook* may not be published until late July, giving little time for appropriators to study changes from the disputed numbers in the 1998 *Factbook*.

2. Verify the accuracy of information Congress receives from the LSC in the future.

To ensure that federal tax dollars are not wasted and that those most in need are being helped, and to hold accountable those LSC officials who are responsible for providing inaccurate information to Congress, Congress should:

- **Require** an annual independent audit of LSC case statistics, either by the GAO or by an outside contractor, to obtain a verifiable and accurate accounting of LSC performance. Audits should begin by verifying 1997 and 1998 data, since only 11 of the 269 grantee offices have been audited for their 1997 caseloads to date.
- **Prevent** the LSC from administratively changing the definition of “reportable” cases to avoid accurate assessments of performance. The LSC’s new administrative guidance to grantees in November 1998 will do just that. Congress should specify how it wishes the LSC to track federal funds and performance data.
- **Apply** the Federal False Statements Act to the LSC and its grantees to prevent future misrepresentation of facts during the appropriations process. This act would allow penalties for misreporting data about caseloads or clients served with federal taxpayer dollars.

3. Reduce FY 2000 funding. Congress should reduce the LSC’s annual appropriation, or make its funding contingent on the release of accurate data, to offset the overfunding provided in the past from LSC’s provision of inaccurate data. Since federal funding is premised

What Members of Congress Should Ask in Oversight Hearings

- What did the Legal Service Corporation, its board, and its inspector general know, and when did they know it?
- Why wasn’t Congress informed as remedial steps were taken?
- Whose decision was it not to report data and performance problems to Congress immediately, or to consider waiting until March 2000 to inform Congress?
- For any given LSC grantee’s reported caseload, how much is attributable to cases opened in 1996, 1995, 1994, 1993, 1992, or earlier?
- What is the status of the Houston audit, the findings of which were given to the inspector general last August but still have not been released?
- Who received the 1998 *Factbook* from the LSC and needs to be informed of its inaccuracies?

on delivery of services to a certain number of poor people and LSC’s data have been questioned, federal funding should not be increased to the requested \$340 million. Congress must send a strong message that deception will not be tolerated or rewarded with larger budgets.

4. Conduct new oversight hearings to determine what LSC officials knew and when they knew it. The information that comes to light in these hearings could set the stage for future legislative changes to ensure that such misreporting does not happen again.³⁹ Such hearings would establish a benchmark for LSC performance and would demonstrate that

39. Possible forums would include the House Judiciary Committee or its Subcommittee on Commercial and Administrative Law; the Senate Health, Education, Labor and Pensions Committee; the House Government Reform Committee or Senate Governmental Affairs Committee; and the House Appropriations Subcommittees on Commerce, Justice, State, and Judiciary or Senate Appropriations Subcommittee on Commerce, Justice, State, and Judiciary.

Congress is serious about performance data and the accuracy of the information upon which it bases appropriations.

5. Highlight the need for reform in each state.

As further scrutiny of the LSC and its 269 grantees' caseload data continues, Members of Congress can encourage local oversight efforts by state legislatures and local media. In Virginia, for example, heightened press attention to the reporting errors in one LSC program triggered new reporting and oversight by the state legislature.⁴⁰

CONCLUSION

In 1993, Congress passed and the President signed the Government Performance and Results Act with bipartisan support and the Clinton Administration's stamp of approval. The act codified Washington's desire to hold federal programs accountable for their performance and use of taxpayer dollars.

This law is useless, however, unless Congress can rely on the information provided by federal agencies. Until Congress receives accurate infor-

mation about the performance of Legal Services Corporation grantees, it will continue to be unable to hold the LSC accountable. Congress should demand that all LSC programs supply timely and accurate data on program performance, and it should require independent audits and hold new investigative hearings to determine the reliability of information supplied by the LSC.

In the LSC's case especially, Members of Congress must be tenacious in seeking and obtaining the facts before spending more taxpayer dollars. The LSC's functions are carried out better and more appropriately by the states, localities, or private organizations. Until Congress can eliminate funding for this agency, however, enhanced congressional oversight is needed. With better information about the LSC's performance, Congress can assess the cost-effectiveness of the agency's delivery of services compared with other options to improve legal assistance to the poor.

—Virginia L. Thomas is a Senior Fellow in Government Studies and Ryan H. Rogers is Research Assistant in Government Studies at The Heritage Foundation.

40. Jeremy Redmon, "Legal Clinic in Virginia Again Under Scrutiny: Service Suspected of Padding Clients," *The Washington Times*, April 20, 1999.

		1997 Cases	1998 Cases	Member of Congress Served	
Alabama	LS of Metro Birmingham, Inc	4,296		Bachus; Hilliard	
	LS of North Central AL, Inc	2,629		Aderholt; Cramer	
	LS Corp of Alabama Inc	22,331		Calahan; Everett; Riley; Aderholt; Cramer; Hilliard	
Alaska	Alaska LS Corp	5,136		Young	
Arizona	Pinal & Gila Counties LAS	2,873		Pastor; Kolbe; Hayworth	
	Community LS Inc	12,576		Salmon; Pastor; Stump; Shadegg	
	Papago LS Inc	1,264		Pastor	
	Southern AZ Legal Aid Inc	13,125		Pastor; Stump; Kolbe; Hayworth	
	DNA-People's LS Inc	8,844		all AZ Members	
Arkansas	Ozark Legal Services	2,473		Berry; Snyder; Hutchinson	
	Western Arkansas Legal Services	2,009		Snyder; Hutchinson	
	Center for Arkansas LS	9,982		Berry; Snyder; Dickey	
	Lgl Svcs of NE Arkansas Inc	3,299		Berry	
	East Arkansas Legal Services	2,817		Berry	
California	Greater Bakersfield Lgl Asist Inc	4,608		Dooley; Thomas	
	Redwood Legal Assistance	3,660		Thompson	
	Central California Legal Services	8,719		Doolittle; Condit; Radanovich; Dooley; Thomas	
	Legal Aid Fdn of Long Beach	1,138		Horn	
	Legal Aid Fdn of Los Angeles	27,961		Waxman; Becerra; Martinez; Dixon; Roybal-Allard; Napolitano; Waters; Kuykendall; Royce; Miller, Gary	
	California Indian Lgl Svcs Assoc	2,731		all CA Members	
	LAS of Alameda County	20,350		Lee; Tauscher; Stark	
	Channel Counties Lgl Svcs Assoc	1,749		Capps; Gallegly; Sherman	
	San Fernando Vly Nghbd Lgl Svcs	11,959		Sherman; McKeon; Berman; Rogan	
	LSP Pasadena & San Gabriel-Pomona	8,215		Rogan; Dreier; Martinez; Miller, Gary	
	LAS of San Mateo County	3,007		Lantos; Eshoo	
	Contra Costa Lgl Svcs Foundation	3,866		Miller, George; Tauscher	
	Inland Counties Lgl Svcs Inc	17,361		Lewis; Miller, Gary; Brown; Calvert; Bono	
	Lgl Svcs of Northern CA Inc	26,947		Herger; Ose; Doolittle; Matsui; Pombo	
	LAS of San Diego Inc	33,096		Packard; Bilbray; Filner; Cunningham; Hunter	
	California Rural Lgl Assist Inc	24,450		Ose; Woolsey; Pombo; Eshoo; Campbell; Lofgren; Farr; Condit; Radanovich; Dooley; Capps	
	San Francisco Nghbd Lgl Asst Fdn	16,490		Pelosi; Lantos	
	Community Legal Services	2,068		Eshoo; Campbell; Lofgren	
	Legal Aid of Marin	2,343		Thompson; Woolsey	
	LAS of Orange County Inc	26,984		Roybal-Allard; Millender-McDonald; Horn; Royce; Miller, Gary; Sanchez; Cox; Packard	
	Legal Aid of the Central Coast	2,614		Campbell; Farr	
	Colorado	Pikes/Peak/Ark River Legal Aid	7,420		McInnis; Hefley
		CO Rural Legal Services	6,978		McInnis; Schaffer
LAS of Metro Denver		15,274		all CO Members	
Connecticut	Statewide LS of CT	18,652		all CT Members	
Delaware	LSC of Delaware, Inc	1,572		Castle	
District of Columbia	Neigh LS Program of DC	1,501		Holmes Norton	

Sources: Legal Services Corporation, Office of Inspector General and Office of Information Management.

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Legal Services Corporation Grantee Caseloads			
A Column Has Been Included for 1998 Numbers When They Become Available			
	1997 Cases	1998 Cases	Member of Congress Served
Florida			
	Central Florida Lgl Svcs Inc	4,355	Fowler; Thurman; Stearns; Mica
	LA Service of Broward County Inc	6,591	McCollum; Wexler; Deutch; Shaw
	Three Rivers Legal Services Inc	2,761	Boyd; Brown; Thurman; Stearns
	Jacksonville Area Legal Aid Inc	6,027	Boyd; Brown; Fowler
	Florida Rural Lgl Svcs Inc	53,393	Canady; Goss; Foley; Hastings
	Lgl Svcs of Greater Miami Inc	23,800	Meek; Ros-Lehtinen; Deutsch; Diaz-Balart
	Withlacoochee Area Lgl Svcs Inc	2,808	Brown; Thurman; Stearns
	Greater Orlando Area Lgl Svcs	4,631	Brown; Stearns; McCollum; Weldon
	Northwest Florida Lgl Svcs Inc	3,640	Scarborough
	Gulfcoast Legal Services Inc	8,117	Young; Miller
	Lgl Svcs of North Florida Inc	8,502	Scarborough; Boyd
	Bay Area Legal Services Inc	10,558	Bilirakis; Davis; Canady; Miller, D.
Georgia			
	Atlanta Legal Aid Society	13,978	Collins; McKinney; Lewis; Isakson
	Georgia Legal Services Program	22,191	all GA Members
Guam			
	Guam Legal Services Corp	718	Underwood
Hawaii			
	Native Hawaiian Legal Corp	440	Abercrombie; Mink
	Legal Aid Society of Hawaii	13,496	Abercrombie; Mink
Idaho			
	Idaho Legal Aid Services Inc	7,320	Chenoweth; Simpson
Illinois			
	Land of Lincoln Lgl Assist Fdn Inc	13,323	Costello; Ewing; Evans; LaHood; Phelps; Shimkus
	Lgl Assist Foundation of Chicago	37,354	Rush; Jackson; Lipinski; Gutierrez; Blagojevich; Hyde; Davis; Schakowsky; Weller
	West Central Illinois Lgl Assist	1,325	Evans; LaHood
	Cook County Lgl Assist Fdn Inc	8,071	Rush; Jackson Lipinski; Gutierrez; Blagojevich; Hyde; Crane; Schakowsky; Porter; Weller; Biggert
	Prairie State Lgl Services Inc	17,777	Hyde; Crane; Porter; Weller; Biggert; Hastert; Ewing; Manzullo; Evans; LaHood
Indiana			
	Lgl Svcs of Maumee Valley Inc	2,434	Souder
	Lgl Svcs of NW Indiana Inc	4,782	Visclosky; Buyer
	Lgl Svcs Org of Indiana Inc	14,705	McIntosh; Souder; Buyer; Burton; Pease; Hostettler
	Lgl Svcs Prog of N Indiana Inc	5,461	Roemer; Souder; Buyer; Burton; Pease
Iowa			
	Lgl Services Corp of Iowa	20,929	all IA Members
	LAS Polk County	7,322	Ganske
Kansas			
	Kansas Legal Services Inc	33,785	all KS Members
Kentucky			
	Cumberland Trace Lgl Svcs Inc	2,726	Whitfield; Lewis
	Northern Kentucky LAS Inc	3,646	Lucas; Rogers; Fletcher
	Central Kentucky Lgl Svcs Inc	3,065	Fletcher
	Legal Aid Society Inc	6,496	Lewis; Northup; Lucas
	Western Kentucky Lgl Svcs Inc	5,769	Whitfield; Lewis
	Northeast Kentucky Lgl Svcs Inc	2,171	Lucas; Rogers; Fletcher
	Appalachian Res & Def Fund of KY	8,899	all KY Members
Louisiana			
	Capital Area Lgl Svcs Corp	7,701	Tauzin; McCrery; Baker

Sources: Legal Services Corporation, Office of Inspector General and Office of Information Management.

		1997 Cases	1998 Cases	Member of Congress Served
Louisiana	S.E. Louisiana Lgl Svcs Corp	3,543		Livingston; McCreery; Baker
	Acadiana Lgl Service Corp	7,916		Tauzin; McCreery; Baker; John
	S.W. Louisiana Lgl Svcs Soc Inc	2,652		John
	North Louisiana Lgl Assist Corp	2,897		McCreery; Cooksey; Baker
	Kisatchie Lgl Svcs Corp	4,120		Cooksey; Baker
	New Orleans Lgl Assist Corp	9,173		Vitter; Jefferson; Tauzin
	Northwest Louisiana Lgl Svcs Inc	3,492		McCreery; Cooksey
Maine	Pine Tree Legal Assist Inc	16,475		all ME Members
Maryland	Legal Aid Bureau Inc	53,262		all MD Members
Massachusetts	Vol Lawyers Proj Boston Bar Assoc	18,395		McGovern; Frank; Meehan; Markey; Capuano; Moakley; Delahunt
	South Middlesex Lgl Svcs Inc	2,061		McGovern; Frank; Meehan; Markey; Capuano; Moakley; Delahunt
	Massachusetts Justice Project	10,195		Oliver; McGovern; Meehan
	Lgl Svcs for Cape Cod & Islands Inc	4,900		Frank; Delahunt
	Merrimack Valley Lgl Svcs Inc	3,189		Frank; Meehan; Tierney; Markey; Capuano
	New Center for Legal Advocacy	4,952		McGovern; Frank; Meehan; Markey; Capuano; Moakley; McGovern; Frank; Delahunt
	Michigan	Lgl Svcs of Southeastern MI Inc	5,923	
Lgl Svcs of Org of Southcentral MI	3,397		Smith; Stabenow; Rivers; Dingell	
Lakeshore Legal Services Inc	8,102		Barcia	
Wayne Co Neighborhood Lgl Svcs Inc	31,565		Rivers; Conyers; Kilpatrick; Dingell	
Legal Services of Eastern Michigan	16,805		Camp; Barcia; Stabenow; Kildee	
Legal Aid of Western Michigan	5,955		Hoekstra; Ehlers; Camp; Barcia	
LAB of Southwestern Michigan	1,822		Upton	
Legal Aid of Central Michigan	5,600		Hoekstra; Ehlers; Camp; Smith; Stabenow	
Lgl Services of Northern Michigan	4,960		Stupak; Hoekstra; Camp; Barcia	
Oakland Livingston Legal Aid	4,204		Stabenow; Kildee; Knollenberg; Levin	
Berrien Co Lgl Svcs Bureau Inc	933		Upton	
Michigan Indian Lgl Svcs Inc	320		all MI Members	
Micronesia	Micronesia Lgl Svcs Corp	6,986		n/a
Minnesota	Judicare of Anoka County Inc	1,509		Vento; Luther
	Anishinabe Legal Services Inc	1,123		all MN Members
	LA Svc of Northeastern Minnesota	8,868		Oberstar
	Central Minnesota Lgl Svcs Inc	2,386		Minge; Ramstad; Sabo; Luther
	Lgl Svcs of Northwest Minnesota Co	2,785		Peterson
	S. Minnesota Reg Lgl Svcs Inc	14,380		Gutknecht; Minge; Ramstad; Vento; Luther
Mississippi	South MS Lgl Svcs Corp	2,211		Taylor
	S.E. Mississippi Lgl Svcs Corp	2,033		Pickering; Shows; Taylor
	Central Mississippi Legal Services	3,861		Thompson; Pickering; Shows
	S.W. Mississippi Lgl Svcs Corp	2,194		Shows
	East Mississippi Lgl Svcs Corp	1,968		Thompson; Pickering; Shows
	North MS Rural Lgl Svcs Inc	10,152		Wicker; Thompson; Pickering
Missouri	SE Missouri Lgl Svcs Inc	3,781		Emerson
	Mid-Missouri Lgl Svcs Corp	2,217		Skelton; Danner; Hulshof

Sources: Legal Services Corporation, Office of Inspector General and Office of Information Management.

		1997 Cases	1998 Cases	Member of Congress Served
Missouri	Legal Aid of Western Missouri	17,184		Skelton; McCarthy; Danner; Blunt
	Meramec Area Lgl Aid Corp	2,345		Gephardt; Skelton; Emerson
	Legal Aid of Southwest Missouri	2,917		Skelton; Blunt; Emerson
	Lgl Svcs of Eastern Missouri Inc	21,107		Gephardt; Danner; Emerson; Hulshof
Montana	Montana Legal Services Assoc	8,158		Hill
Nebraska	Lgl Svcs of S.E. Nebraska	2,640		Bereuter; Barrett
	Legal Aid Society Inc	4,190		Bereuter; Terry; Barrett
	Western Nebraska Lgl Svcs Inc	5,285		Barrett
Nevada	Nevada Legal Services Inc	7,760		Berkley; Gibbons
New Hampshire	New Hampshire Legal Svcs Inc	4,834		Sununu; Bass
New Jersey	Cape-Atlantic Lgl Services	3,983		LoBiondo
	Warren County Lgl Services Inc	1,337		Roukema
	Camden Regional Lgl Svcs Inc	7,258		Andrews; LoBiondo; Saxton; Smith
	Union County Lgl Svcs Corp	686		Franks; Payne
	Hunterdon County Lgl Svcs Corp	514		Holt
	Bergen County Lgl Services	441		Roukema
	Hudson County Lgl Svcs Corp	1,275		Rothman; Menendez
	Lgl Aid Society of Morris County	226		Pascrell; Frelinghuysen
	Middlesex County Lgl Svcs Corp	1,906		Pallone; Payne; Holt
	Essex-Newark Lgl Svcs Proj Inc	9,220		Pascrell; Payne; Frelinghuysen
	Passaic County Lgl Aid Society	4,496		Roukema; Frelinghuysen
	Somerset-Sussex Lgl Svcs Corp	258		Roukema; Franks; Frelinghuysen; Holt
	Ocean-Monmouth Lgl Services Inc	1,276		Saxton; Smith; Pallone; Holt
	Lgl Aid Society of Mercer County	498		Smith; Holt
New Mexico	LAS of Albuquerque Inc	2,661		Wilson; Skeen; Udall
	Indian Pueblo Lgl Svcs Inc	1,360		Wilson; Skeen; Udall
	Southern New Mexico Lgl Svcs Inc	5,317		Skeen
	Northern New Mexico Lgl Svcs Inc	2,475		Wilson; Skeen; Udall
New York	LAS of Northeastern New York Inc	7,329		McNulty; Sweeney
	Southern Tier Lgl Services	1,972		Houghton
	Legal Aid for Broome and Chenango	2,728		Boehlert; Walsh; Hinchey
	Neighborhood Lgl Services Inc	10,561		LaFalce; Quinn
	Chemung Co Neighborhood Lgl Services	1,708		Houghton
	Nassau/Suffolk Law Svcs Comm Inc	10,695		Forbes; Lazio; King; McCarthy; Ackerman; Meeks
	Chautauqua County Lgl Svcs Inc	1,914		Houghton
	LAS of Rockland County Inc	4,835		Kelly; Gilman; Sweeney; Hinchey
	Legal Services for New York City	41,922		King; McCarthy; Ackerman; Meeks; Crowley; Nadler; Weiner; Towns; Owens; Velazquez; Fossella; Maloney; Rangel; Serrano; Engel; Lowey
	Niagara County LAS Inc	1,469		LaFalce
	North County Lgl Services Inc	2,924		Sweeney; McHugh
	Monroe Co Lgl Assistance Corp	9,411		Reynolds; LaFalce; Houghton
	Lgl Svcs of Central NY Inc	5,727		McHugh; Walsh; Reynolds; Houghton
	LAS of Mid-New York Inc	5,328		McNulty; Boehlert; McHugh; Hinchey
Westchester/Putnam Lgl Services Inc	6,301		Kelly; Sweeney	

Sources: Legal Services Corporation, Office of Inspector General and Office of Information Management.

Appendix

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Legal Services Corporation Grantee Caseloads

A Column Has Been Included for 1998 Numbers When They Become Available

	1997 Cases	1998 Cases	Member of Congress Served
North Carolina			
Lgl Svcs of Southern Piedmont Inc	3,611		Hayes; Myrick; Ballenger
North Central Lgl Assist Prog Inc	1,686		Etheridge; Burr
Lgl Svcs of North Carolina	31,010		all NC Members
LAS of Northwest North Carolina Inc	1,436		Burr; Coble; McIntyre; Myrick; Ballenger
North Dakota			
Lgl Assist of North Dakota Inc	3,991		Pomeroy
North Dakota Lgl Svcs Inc	1,008		Pomeroy
Ohio			
Western Reserve Legal Services	3,682		Brown; Sawyer
Stark County Legal Aid Society	2,050		Regula
Legal Aid Society of Cincinnati	5,656		Chabot; Portman Oxley; Kucinich; Jones; Brown; Regula;
The LAS of Cleveland	5,494		LaTourette
The LAS of Columbus	7,618		Oxley; Hobson; Kasich; Pryce
Ohio State Legal Services	9,763		Portman; Oxley; Strickland; Hobson; Kasich; Pryce; Regula; Ney
LAS of Dayton Inc	4,060		Hall; Boehner
LAS of Lorain County Inc	2,056		Gillmor; Brown
Butler-Warren Lgl Assist Assoc	2,540		Portman; Strickland; Boehner
Allen Co-Blackhoof Area Lgl Svcs	1,777		Oxley; Gillmor; Hobson; Boehner
Rural LAS of West Central Ohio	2,974		Strickland; Hobson; Boehner
Advocates for Basic Lgl Equal Inc	6,964		Oxley; Gillmor; Kaptur
The Toledo Legal Aid Society	2,431		Kaptur
Wooster-Wayne LAS Inc	318		Regula
Northeast Ohio Legal Services	3,858		Brown; Traficant; Ney; LaTourette
Oklahoma			
Oklahoma Indian Lgl Svcs Inc	1,418		all OK Members
Lgl Aid of Western Oklahoma Inc	15,205		Watkins; Watts; Istook; Lucas
Lgl Svcs of Eastern Oklahoma	12,555		Largent; Coburn; Watkins; Istook
Oregon			
Lane County Lgl Aid Svc Inc	2,246		DeFazio
Oregon Legal Services Corp	16,373		all OR Members
Multnomah County Lgl Aid Svc Inc	7,218		Wu; Blumenauer
Marion-Polk Lgl Aid Svc Inc	2,457		Hooley
Pennsylvania			
Lehigh Valley Lgl Services Inc	1,871		Peterson
Bucks County Legal Aid Society	3,817		Greenwood
Delaware Co Lgl Assist Assoc Inc	3,756		Brady; Weldon
Northwestern Legal Services	4,839		Peterson; English
Legal Services Inc	1,694		Shuster; Goodling
Laurel Legal Services Inc	4,136		Peterson; Murtha
Central Pennsylvania Lgl Svcs	5,584		Holden; Shuster; Gekas; Goodling
Southern Alleghenys Lgl Aid Inc	2,109		Shuster; Murtha
Montgomery County Lgl Aid Svc	946		Brady; Fattah; Borski; Holden; Weldon; Greenwood; Hoeffel
Philadelphia Legal Assistance Ctr	14,431		Brady; Fattah; Borski
Neighborhood Lgl Svcs Assoc	10,740		Klink; Murtha; Coyne; Doyle
Northern Pennsylvania LAS Inc	1,520		Sherwood
Keystone Legal Services Inc	1,543		Peterson, J.; Shuster
Southwestern Pennsylvania LAS Inc	5,021		Murtha; Mascara

Sources: Legal Services Corporation, Office of Inspector General and Office of Information Management.

Appendix		B1312	
Legal Services Corporation Grantee Caseloads			
A Column Has Been Included for 1998 Numbers When They Become Available			
	1997 Cases	1998 Cases	Member of Congress Served
Pennsylvania			
Legal Aid of Chester County Inc	1,619		Holden; Weldon; Pitts
Lgl Svcs of Northeastern PA Inc	1,147		Sherwood; Kanjorski
Susquehanna Legal Services	2,932		Peterson; Holden; Shuster; Sherwood; Kanjorski
Puerto Rico			
Community Law Office, Inc	1,842		Romero-Barcelo
Puerto Rico Lgl Services Inc	60,517		Romero-Barcelo
Rhode Island			
Rhode Island Lgl Services Inc	5,204		Kennedy; Weygand
South Carolina			
Neighborhood Lgl Assist Prog Inc	7,770		Sanford; Spence; Clyburn
Palmetto Legal Services	4,541		Spence; Graham; Spratt; Clyburn
Carolina Regional Lgl Svcs Corp	1,191		Clyburn
Lgl Svcs Agency West Carolina Inc	6,140		Graham; DeMint
Piedmont Legal Services Inc	3,906		Graham; DeMint; Spratt
South Dakota			
Dakota Plains Lgl Svcs Inc	6,583		Thune
Black Hills Legal Services Inc	805		Thune
East River Legal Services	1,488		Thune
Tennessee			
Southeast Tennessee Lgl Svcs Inc	4,125		Duncan; Wamp; Hilleary
Lgl Svcs of South Central TN Inc	2,483		Wamp; Hilleary; Bryant
West Tennessee Lgl Svcs Inc	1,770		Hilleary; Bryant; Tanner
Lgl Svcs of Upper East TN Inc	4,434		Jenkins; Hilleary
Knoxville LAS Inc	4,668		Jenkins; Duncan; Hilleary
Memphis Area Legal Services Inc	7,209		Bryant; Tanner; Ford
LAS of Middle Tennessee	5,771		Clement; Gordon; Bryant; Tanner
Rural Lgl Svcs of Tennessee Inc	2,581		Wamp; Hilleary; Gordon
Texas			
Legal Aid of Central Texas	10,326		Doggett; Edwards; Paul; Smith
Coastal Bend Legal Services	8,051		Paul; Hinojosa; Ortiz; Bonilla
Legal Services of North Texas	18,596		Turner; Johnson; Hall; Sessions; Barton; Frost; Armey; Johnson
El Paso Legal Assistance Society	8,835		Reyes; Bonilla
West Texas Legal Svcs Inc	15,055		Barton; Edwards; Granger; Thornberry; Stenholm; Combest; Smith; Bonilla; Frost; Armey
Gulf Coast Legal Foundation	13,695		Turner; Archer; Brady; Lampson; Paul; Lee; DeLay; Bentsen; Green
East Texas Legal Services Inc	7,063		Sandlin; Turner; Hall; Sessions; Lampson
Bexar County Lgl Aid Assoc Inc	10,088		Gonzalez; Smith; Rodriguez
Heart of Texas Lgl Svcs Corp	3,041		Sessions; Edwards; Frost
Texas Rural Legal Aid Inc	17,400		Reyes; Smith; Bonilla; Rodriguez
Utah			
Utah Lgl Svcs Inc	8,711		all UT Members
Vermont			
Legal Services Law Line of Vermont	4,990		Sanders
Virgin Islands			
Lgl Svcs of Virgin Islands	1,106		Christensen
Virginia			
Client Cen Lgl Svcs of SW VA Inc	3,065		Boucher
Charlottesville-Albemarle LAS	2,284		Sisisky; Goode; Biley
LAS of New River Valley Inc	2,113		Boucher

Sources: Legal Services Corporation, Office of Inspector General and Office of Information Management.

Appendix		B1312	
Legal Services Corporation Grantee Caseloads			
A Column Has Been Included for 1998 Numbers When They Become Available			
	1997 Cases	1998 Cases	Member of Congress Served
Virginia			
Lgl Svcs of Northern VA Inc	9,115		Moran; Wolf; Davis
Rappahannock Lgl Services Inc	1,401		Bateman; Scott; Bliley; Wolf
Peninsula Legal Aid Center Inc	6,480		Bateman; Scott; Bliley; Wolf
Blue Ridge Legal Services	2,227		Goodlatte; Wolf
Virginia Legal Aid Society Inc	4,779		Sisisky; Goode; Bliley
Southwest Virginia LAS Inc	2,966		Boucher
Tidewater Lgl Aid Society	5,015		Pickett; Sisisky
Southside Virginia LAS Inc	1,529		Scott; Sisisky
Central Virginia LAS Inc	5,048		Bateman; Scott; Sisisky
LAS of Roanoke Valley	1,399		Goode; Goodlatte; Boucher
Washington			
Northwest Justice Project	25,938		all WA Members
West Virginia			
Appalachian Res & Def Fund Inc	2,305		Rahall
Legal Aid Society of Charleston	3,529		Wise; Rahall
West Virginia Lgl Svcs Plan Inc	8,489		Mollohan; Wise; Rahall
Wisconsin			
Western Wisconsin Lgl Svcs Inc	2,131		Baldwin; Kind; Petri
Lgl Svcs of N.E. Wisconsin Inc	2,759		Petri; Green; Sensenbrenner
Legal Action of Wisconsin Inc	8,913		Ryan; Baldwin; Kleczka; Barrett; Sensenbrenner
Wisconsin Judicare Inc	3,881		Kind; Petri; Obey; Green
Wyoming			
Wind River Legal Services Inc	1,975		Cubin
Total U.S.	1,932,613		

Sources: Legal Services Corporation, Office of Inspector General and Office of Information Management.