Section 1 – Top Maps

Organization: Legal Aid Society of San Diego, Inc.

Please rank the top most useful maps, the intended audience and why you like them. If you would like them as "Trophy Maps" (limit 15 per grantee) please enter in the number of copies you would like.

Rank	Map Number	Audience & Reason	Trophy Maps (0, 1,2…)
1	CA14-ALP-39D	(this map already provided, please fill this area in for the map)	1
2	CA14-DLG-SP8	(this map already provided, please fill this area in for the map)	1
3	CA14-ALP-39A	All funders and potential funders – shows work done in their communities and internal evaluation.	1
4	CA14-ALP-39B	All funders and potential funders – shows work done in their communities and internal evaluation.	1
5	CA14-ALP-39C	All funders and potential funders – shows work done in their communities and internal evaluation.	1
6	CA14-ALG-11A	For staff work evaluation and to show funders our penetration into "pocket areas": What additional work can be done with more funding to increase services to target areas.	1
7	CA14-ALG-11B	For staff work evaluation and to show funders our penetration into "pocket areas": What additional work can be done with more funding to increase services to target areas.	1
8	CA14-ALG-11C	For staff work evaluation and to show funders our penetration into "pocket areas": What additional work can be done with more funding to increase services to target areas.	1
9	CA14-ALG-11D	For staff work evaluation and to show funders our penetration into "pocket areas": What additional work can be done with more funding to increase services to target areas.	1
10	CA14-AGT-SP34	Use to show county and California Endowment where the CCHEA services are provided - relationship to client base.	1
11	CA14-AGT-SP36	Show county results of 3 SSI contracts we have with them – funding increase?	1
12	CA14-CGG-36	Use for media, funders, board, solicitations to show overall work by LASSD.	1
13	CA14-CGZ-17	Use housing in negotiations with housing authorities and as example of GIS to demonstrate team impact.	1

14	CA14-DGT-SP6	Use with SP5 and 125% to show between the 3 maps the effects on areas served by changes in guidelines and new areas to outreach as income guidelines rise.	1
15	CA14-DGT-SP5	Shows LASSD Board of Directors the impact of raising income guidelines from 125% to 187%.	1

Special Notes:

SECTION 2 – Overall Project Evaluation

Please be as descriptive as possible when answering the following questions:

1. Before the mapping project, how well were you able to identify, analyze, and effectively communicate the concentrations of low-income persons and legal services provided across your service area, and the relationship between the two? What differences are the maps making in these areas? Please identify any direct areas of improvement.

Before the mapping project we were unable to in any meaningful way identify, analyze or in <u>any</u> way communicate concentrations of potential/actual clients and the legal services LASSD provided across the service area. The maps have made a major difference in this communication. LASSD has found a close correlation between the concentration of services provided and concentrations of poverty individuals. We have shown our Board of Directors with one of the first maps provided through this project that we are on target with delivery of services to the community served. We can also use this information to note particular neighborhoods or census tracts where we are not providing the same level of services as in other areas. These will be used in the future for targeting outreach and requesting additional funding to focus direct services more intensely in certain geographic areas.

2. Is having management information displayed visually in a map layout or as a graphic, as compared to a table, helpful to your management team? If yes, how?

Yes. Displaying management information visually significantly reduces the time needed to attempt to evaluate the quantity and receiver targets of work provided. Previously, we looked at zip code data, data by city, and data by city council districts, for instance, in the City of San Diego. However, we had no way to see the actual spread of services in more detail across any of these service area subdivisions. As has often been said, "A picture is worth a thousand words." We are happy to look at the picture and save the management time previously required by the "thousand words."

3. How useful are these maps in identifying access to legal services and targeting areas for increased focus?

Very useful. The maps give us immediately feedback. See answers to 1 and 2 above.

4. Would having these maps generated on an annual recurring schedule be of value to you, your program, and state or regional planning process? Which maps do you think would be most helpful in such a process?

Greg Knoll: "We're supportive, we just want to see it work, and want to see it continued for the 2003 data". Addiitionally: The value of the maps increases dramatically when generated on an annual recurring schedule. This is especially true if we can also have the poverty population updated by state estimates to reflect annual changes in that population. The most helpful maps would be the new poverty population each year, maps that show the change in poverty population each year, and maps which specify particular types of services provided in relationship to the poverty population.

5. Do you think that the information provided in the maps might lead to new or improved management decisions, actions or relations (i.e., access to legal services, statewide or regional planning, locating emerging income-eligible populations, office locations and/or comparisons, resource or service deployments, improved program support, stakeholder awareness, priority setting, identifying trends or partner relationships and fundraising)? Are there any anecdotes that might be helpful in understanding the impact of the maps?

Greg Knoll: "Like most folks here (referring to all grantees), we are really supportive of the mapping project in terms of what it can do for us managerially and how we are able to use it internally". Additionally: LASSD has determined that for the most part its resources are deployed in concert with concentrations of the poverty population. The next level to be utilized would be specific maps that provide data on specific team services (e.g. hotline or domestic violence services) in relationship to the population. These would allow us to see if there are access issues to obtaining these specialized types of services. LASSD Management will utilize the maps to set strategies for outreach in various communities, the type of outreach to be provided (e.g. community education on CalWORKs issues, public housing, etc.) based upon an analysis of the current levels of substantive services currently provided in that community, as demonstrated by the GIS maps.

6. Do you have any estimates of money saved, resources raised, new program started or extended increasing access to legal services, or other metrics that would be useful in assessing the value of the project and the information it provides?

At this point in time, we have not had the maps available long enough to integrate into resource raising activities. Moreover, we will probably have to use the ArcServe Mapping Software ourselves to custom tailor specific requests for funding into a GIS format. For instance, we can map certain poverty populations (e.g. domestic violence data from the District Attorney's Office, Hispanic populations with an overlay of estimated monolingual Spanish countywide, etc.), in relationship to current services provided in particular substantive areas of law and the positive impacts that new grantor funding would have in " filling in the dots" in certain areas of the map.

7. Do you have any observations about the strengths and weaknesses of legal services mapping?

The weaknesses of Legal Services Mapping are as follows: General assumptions should not be made about office placement and staff based upon "eyeballing" the potential client population and existing office locations. A first step requires mapping the various intake and outreach strategies used by the organization. For instance, in San Diego, the telephone hotline is a primary model of intake and case evaluation for litigators and other substantive teams. General maps do not reflect how the services were provided or the effects of various strategies for delivering those services. Specific mapping of clinics and outreach at various courthouses, county buildings, etc. would all begin to define what populations are reached by each effort. This would require very specific data collection possibly enhanced by the use of acetate overlays rather than multiple maps which have to be compared side-to-side. The strengths of Legal Services Mapping are as follows: Ability to tap into numerous data bases which have collected information on poverty, immigrant, minority, disabled, etc. populations (access to and currency of all of this data is still to be determined and is in its infancy). Many governmental and private non-profit social services agencies are providing various types of services and collecting data on the populations served. Legal Services can be a leader in developing all of the sources available into a "data flow" that would be useful in many ways: Assessing duplication of services provided by other agencies, assessing quality of services provided to various communities, determining the actual amount of money that is pumped into various communities by all service providers, etc.. This data will allow Legal Services programs to take a primary role, as the social service provider of last resort, (Legal services to the client community often have the most leverage).

8. Do you have any concerns about the accuracy of how these maps represent management information, or about the implications of this representation?

The maps seem to be accurate, based upon the data review that we made prior to submitting the information for mapping. The implications are many. For instance, using generic maps which are compared region to region, or state to state, will create false assumptions and pictures in the minds of those who review the maps. Such comparisons could lead to standardization of models of delivery of services or types of cases to be handled by a

particular program. LSC regulations give great flexibility in priority setting and general program management to local boards of directors. It is vital, as these maps have shown us, that this freedom of management and delivery of services strategies continue. Very specific maps allow each program to evaluate delivery strategies and prioritization issues. The use of generic maps nationwide could result in misinterpretation or the ignoring of service delivery models. For instance, not placing numerous small neighborhood offices throughout the service area may be a good thing, if it is shown that outreach through various other modalities such as a telephone hotline, clinics at various neighborhood centers and courthouses, etc. provide superior delivery of services without the fixed overhead costs of rent, utilities, etc. For instance, LASSD utilizes space, utilities, telephones, and computers, all provided by the courts for housing Legal Service employees at the courthouses to provide services to those eligible applicants. Saving on the cost of an office in that particular judicial district allows LASSD to use the fixed cost budget for personnel, increasing the number of employees available to interface with clients.

9. What lessons have you learned over the life of the project?

The first lesson LASSD has learned is that there is a high level of support and technical assistance available from the Office of Inspector General. At the outset of this project, LASSD had some reservations about how this information would be used and what affect it might have on its ability to maintain its Board of Directors' independent oversight of LASSD. Through this process, LASSD has learned that the Office of Inspector General and its contractors were willing to go "the extra mile" to address all of the issues which we raised. Thus not only have we learned about the benefits of GIS and the potentials for mapping which go far beyond this project level, but we have created a valuable relationship with the Office of Inspector General. We have also learned that it is important to raise all objections early and have the issues "vetted" prior to embarking upon a plan of action. With so many different participants, contractors and agencies involved, each person often had a different interpretation of exactly what would be accomplished, the means for that accomplishment, and the effects thereof. We learned that it is important to raise the issues and have a full and free discussion on each of them so that everyone ends up on the same page. While the project got off to a slow start, the willingness of OIG and its contractors to entertain live discussion, meetings, conference calls, etc. to get all of us to the same point of understanding resulted in the project coming together well as time progressed.

10. Are there additional maps you would find more useful, other ways of analyzing data that would be more useful or changes in the process that was used that you would recommend?

Yes. Additional maps would include closed cases by point of service, zoomed in to localized geographic locations, (to test our delivery model at the courthouses in relationship to local populations), maps delineating close cases by the hotline by substantive area countywide to see the scope of service provided in different areas of law that callers request. Although we have been told that it is the "model T" of GIS technology, we believe that the use of acetate overlays for various subcategories of services for delivery models with the 125%, 185% and 125%-185% maps would give us the ability to see the cumulative affects of adding each level of service on top of the prior service for the geographical area. By "flipping" the acetate overlays or recombining them with other overlays, we could start to see the incremental affects of small changes or modifications to our delivery systems and/or priorities.

11. Are you interested in adopting mapping as an ongoing management support tool? What are the next steps to adoption? What roles could LSC play in that adoption?

Greg Knoll: "We have shared (Dennis Holz and Greg Knoll) over time, concerns that if we are to get some value out of this project there ought to be some continued support from LSC for at least the 2003 data, and we are hopeful that will occur". Additionally: Mapping can play a major ongoing management support tool and we are definitely interested in adopting it. The next steps are as follows: 1) Have a training for computer

responsible people in each program to convert annual data into a GIS format. 2) Training of computer responsible people to use ArcServe to produce needed or desired maps by the program. 3) A LSC intervention for the nationwide purchase of GIS software at a reduced rate or contributed for free to LSPs. GIS software is expensive, and most programs won't be able to afford the cost of it for a management tool. ESRI has offered free and low cost software. However, the hurdles that have to be jumped through and the barriers to communication and obtaining the software are frustrating and do not produce timely support. The free software provided by ESRI at this point, does not really perform the mapping functions at a level consistent with what has been provided through this OIG program. Therefore another level of training must occur. Alternatively, a contractor could provide data disks as done previously and mapping based upon certain variables. However, it seems that in order to maximize the use of the data, local programs need to be able to create their own sets of variables and work with them to see what is effective and what is not. To some degree this is a trial and error process. Going directly to contractors will reduce the flexibility, re-engineering of data maps, trying new and different modalities, etc. all of which are necessary to fine tune the system to meet management and funder's needs. 4) Support must be ongoing for at least a 5-year cycle. LSC support for this period of time would institutionalize the process, create a sufficient backlog of data and maps from each year to compare against each other, and allow for course corrections from prior year mapping to refine and objectify strategies so that the process would take hold and have ultimate value. 5) LSC would negotiate with other governmental agencies, private resources, etc. either directly or through contractors or consultants to develop a huge easily accessible database of all available information in proper format. Identifying sources of information and leaving it up to each program to access those sources is slow, cumbersome, and may not be effective in the long run. Creating an institutionalized and secure website with database links to all available data that can be sourced, available only to programs that make a commitment to GIS mapping would be the first step in institutionalizing and grounding GIS work into most LSPs. This data "mining" would also allow LSC to develop the enviable position of control of knowledge regarding poverty populations throughout all regions, states and cities of the United States. This data source could become a source of revenue from non-LSPs interested in obtaining the data quickly and easily. In other words, the value would lay in the ease of accessibility at one website with links, instructions and caveats on the data available at each linked site. Additional non-web based data could be configured and maintained at the site.

12. Are there any other observations about the maps or the project you would like to share?

No.

13. In what circumstances have you used the maps to explain your organization or an issue?

We have used the maps with our Board of Directors to show the correlation between services provided and poverty population. Since we are awaiting our trophy maps, we have not proceeded with the books at this point. We will use the trophy maps in meetings with various funders and staff.