

Mr. JOHNSON. That is correct. In most instances the legal services program is a delegate agency of the community action agency, has its own board and it does have considerable independence. It was felt it had to have at least enough independence so that a legal services lawyer would be free to represent someone against the community action agency as well as against anyone else.

Mr. GOODELL. I understand it's the lawyers' viewpoint and the bar associations, that this program should not be a social welfare type program, that it should be a professional program handled in a professional way, controlled by, or at least greatly influenced by, the local bar association with the representation of the poor also on the board.

Are you in accord with that approach?

Mr. JOHNSON. That's part of our guidelines, in effect, of our program—

Mr. GOODELL. You don't believe that there should be what they call—I don't know whether it is just a bogeyman or not, a social welfare approach as distinct from a professional legal approach?

Mr. JOHNSON. In one sense the whole community action program in OEO is against the traditional social welfare approach. The legal services program looks upon itself, the lawyers look upon themselves as advocates, professional law advocates for the poor.

Mr. GOODELL. Let me ask you with reference to this experiment of judicare in Wisconsin. Initial reports were that 84 percent of the cases there were divorces. This was a situation, was it not, where you issued a "credit," card in effect, to poor who qualified and they could go to any lawyer they wanted to, for any type of legal services?

Mr. JOHNSON. Well, for any kind of civil case.

Mr. GOODELL. Any kind of civil case?

Mr. JOHNSON. That's right.

Mr. GOODELL. Has the experience over a period of time reduced the percentage from the original 84 percent that was reported in divorce cases?

Mr. JOHNSON. In the Wisconsin judicare program?

Mr. GOODELL. Yes.

Mr. JOHNSON. As you recall, that was the first 2 months. It was based on a total of 85 cases. The percentage is now down even in that program to somewhere in the neighborhood of 50 percent. As I indicated, based on the first 200,000 cases we have had nationwide, the percentage of people we have had coming in seeking divorce and annulment is only 15 percent.

Mr. GOODELL. Legal care in England, as such, conforms to that pattern. When they started out, about 80 percent of the cases were divorce cases. As I understand it, legal care has been in operation for about 17 years in England and the rate is now down to about 40 percent of the cases. Would your own experience adhere to that trend?

Mr. JOHNSON. That is correct.

There is another thing that probably bears on this area. The American Bar Foundation, in connection with a survey it is running for us, did a survey of the poor and what the poor perceive to be legal problems in Peoria, Ill.

One thing they found out, all the poor recognize domestic relations as something you went to a lawyer about. But only one recognized what