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Special Comment

LAWYER SUPPLY AND DEMAND IN KENTUCKY OVER THE NEXT DECADE

BY ALVIN L. GOLDMAN*

Projecting future needs is a painstaking and hazardous affair. Avoiding such pain, however, is even more hazardous. There is good reason to attempt to project the next decade's need for, and potential supply of, new lawyers in Kentucky. Adequate legal services are an important ingredient in orderly economic growth and an essential element in preserving a free society. On the other hand, an over-abundance of lawyers can depress the economics of the profession to the point at which its ability to sustain desired standards of ethical conduct and to attract a high caliber of new talent are both threatened. Moreover, it is a poor allocation of personal and public resources to expend the time and costs required for intensive professional training if the services of those trained are not in adequate demand.

This study attempts to analyze Kentucky's lawyer-manpower requirements over the next decade. Special emphasis is given to the impact of that projected need upon desired graduating class size at the two in-state law schools.

A number of factors must be taken into consideration in projecting state bar manpower needs. One, of course, is the expected population growth over the period for which the projection is being made. Another factor is the lawyer-population ratio and any desired changes therein. Similarly, predictions of this sort must take into account the expected loss of present man-

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power through retirement, morbidity, and loss of those who leave the profession to enter other occupations.

In weighing the findings of this study, it is important to note that there are some shortcomings in the reliability of the available data on which the study is based. Moreover, calculating these projections necessitates making a number of assumptions which by their nature cannot be more than educated guesses. Nevertheless, it is submitted that the projections do provide a meaningful and reasonably reliable basepoint for planning, and have potential value for both the bar and the law schools.

1980 Population. The starting point in estimating Kentucky's lawyer manpower needs for 1980 is to ascertain the projected population of the Commonwealth for that date. Authoritative projections are available based on the past decade's census. These latest projections were published in 1965. In examining this data, we find that no single figure is agreed upon by the experts. Depending upon the statistical presumptions being used, the expected population of the Commonwealth for 1980 has been variously estimated as 3,602,000, 3,717,000, 3,532,000 or 3,424,000.¹ For the purposes of this study, it is assumed that Kentucky's population in 1980 will be 3,424,000. This figure represents the lowest of the foregoing projections. It reflects an annual growth rate of about 0.8 percent per year. This figure is chosen rather than one of the larger estimates because the new 1970 census data reflects a growth rate for the state in the last decade of only about 0.4 percent per annum.² Thus, even this lowest estimate for 1980 represents twice the growth rate of the past decade.

Lawyer-Population Ratio. Once we have made our assumption concerning the population of the Commonwealth in 1980, it is necessary to determine the desired level of the lawyer-population ratio for the next decade. According to the latest Kentucky Bar Association figures, there are about 3,481 active lawyers in

¹U.S. Bureau of the Census, Current Population Reports—Population Estimates, Series P-25, No. 301, Feb. 26, 1965.

²The most recent figure for the 1970 census count for Kentucky is reported as 3,160,312. This represents about a 3.7% statewide increase over the 1960 census. Louisville Courier-Journal, July 9, 1970, at 1, col. 4. The 3,160,312 count for 1970 is about 68,000 short of the lowest official projection made in 1965 for 1970. See note 1, *supra*.

Kentucky.³ Using the most recent census data, we find that the present lawyer-population ratio in the Commonwealth is 1:908.⁴ But the existing lawyer-population ratio is not necessarily a satisfactory one, and what would be a satisfactory lawyer-population ratio in 1970 would not necessarily be satisfactory in 1980.

The most recent economic survey of the Kentucky bar indicated that Kentucky lawyers, in comparison with the lawyers in other states, were not earning a very favorable level of income from their practice. For example, the Kentucky bar's median income in 1966 was \$15,009.⁵ If this relatively low income level for Kentucky lawyers has persisted, it might suggest that there is an over-abundance of attorneys in the Commonwealth. However, as shown in Chart 1, below, this possibility is to some extent refuted when we compare the lawyer to population ratio in Kentucky with that of other states which have similar urban-rural population ratios and similar per capita personal or median family money incomes.

As just noted, in Chart 1 Kentucky's lawyer-population ratio is compared with states which have similar urban-rural and income level characteristics.⁶ The choice of these factors for selecting states with which to make comparisons should be readily apparent. As discussed below, there seems to be a greater need for legal services amongst urban populations as compared with rural populations and, similarly, legal services tend to be used more frequently by people of higher income than by low income persons. Of course, making comparisons with other states assumes that present lawyer-population ratios elsewhere approach an optimum situation—a debatable assumption.

The source for ascertaining the lawyer-population ratios in Chart 1 is the most recent statistical report of the American Bar

³ Kentucky Bar Association [hereinafter cited as KBA], based on membership data as of March 24, 1970.

⁴ See note 2, *supra*.

⁵ Care, *Survey of the Economics of Law Practice of Kentucky Lawyers* 7 (1966). (KBA study published in 1967). Because economic surveys of the bar have tended to use quite different reporting standards from state to state, comparisons are difficult. However, *see, e.g.,* Weil, *Economic Facts for Lawyers*, 9 LAW OFFICE ECONOMIC AND MANAGEMENT REV. 320-21 (1969); Weil, *A Survey of Florida Law Practice*, 7 LAW OFFICE ECONOMIC AND MANAGEMENT REV. 397, 398-99 (1967); BUREAU OF LABOR STATISTICS, U.S. DEP'T. OF LABOR, NAT'L. SURVEY OF PROFESSIONAL PAY, at 78-79 (1970).

⁶ *See*, U.S. BUREAU OF THE CENSUS, STATISTICAL ABSTRACT OF THE UNITED STATES, at 17, 320, 324 (1969).

Foundation. This data is based on 1966 statistics. It is the most current published data available for this purpose.⁷ According to this data, the 1966 lawyer-population ratio in Kentucky was 1:895.⁸ That figure is highly inaccurate. In arriving at it the report assumed a 1966 lawyer population in Kentucky of 3,555 whereas the 1967 Kentucky Bar Directory listed 2,573 active lawyers in the Commonwealth. The correct figure was probably somewhere in between. Similarly, the report assumed a population of 3,183,000, whereas the actual population in 1966 was closer to 3,112,000. In using this report data, therefore, we must recognize that it may be as inaccurate for other states as it is for Kentucky. With this warning in mind, the 1966 data for states with comparable rural-urban ratios and income levels is shown below.

CHART I

STATE	LAWYER: POPULATION RATIO (1966 DATA)	COMPARI- SON BASED ON SIMILAR URBAN- RURAL RATIO	COMPARI- SON BASED ON SIMILAR MEDIAN FAMILY MONEY INCOME	COMPARI- SON BASED ON SIMILAR PERSONAL INCOME
Alabama	1:1157		X	X
Arkansas	1:1015	X		X
Georgia	1:816		X	X
Idaho	1:902	X		X
Louisiana	1:747		X	X
Montana	1:724	X		
North Carolina	1:1168	X	X	X
South Carolina	1:1235	X	X	X
South Dakota	1:860		X	
KENTUCKY	1:895 (1966-ABF)* 1:1210 (1967-KBA)** 1:908 (1970-KBA)**			

* Based on A.B.F. data

** Based on K.B.A. data

⁷ AMERICAN BAR FOUNDATION, [hereinafter cited as ABF], 1967 LAWYER STATISTICAL REPORT. The basic source of data compiled in this report is information received for the MARTINDALE-HUBBELL LAW DIRECTORY [hereinafter cited as MARTINDALE-HUBBELL] (99th ed. 1967).

⁸ The figure used for the number of Kentucky lawyers was listed variously as 3555 and 3353. There is considerable discrepancy between these figures and the KBA figures. The latter source is clearly more reliable and where available the KBA data is used herein in preference to the ABF statistics.

As seen in the above chart, using the American Bar Foundation figures, Kentucky's concentration of lawyers was about in the middle of a ranking of all of the states used for comparison and similarly about in the middle of those which are being compared on the basis of income. Kentucky had the second highest concentration of lawyers amongst those states which are being compared on the basis of similar urban-population ratios. And, Kentucky had the highest lawyer concentration of the three states (Kentucky and two Carolinas) which are generally comparable with respect to both population distribution and income. Assuming for a moment the reliability of the A.B.F. data, these latter two factors plus the need to improve professional income in the Commonwealth would suggest that future planning should be in the direction of achieving a high lawyer-population ratio in Kentucky—i.e., a lower concentration of lawyers in the Commonwealth.

At least one predictable change in the structure of the legal profession similarly indicates that the profession should seek to reduce the level of concentration (i.e., raise the lawyer-population ratio) over the next decade. That factor is the prospective increased utilization of para-legal subprofessionals to promote greater efficiency in the employment of lawyer manpower. Much has been written in the past decade concerning the need for developing para-professional manpower to aid lawyers.⁹ The coming decade may well see some of the rhetoric transformed into results.

On the other hand, if the Kentucky Bar Association data for 1967 is substituted in analyzing the information in Chart 1, it would appear that Kentucky had a rather low concentration of lawyers (i.e., a high lawyer-population ratio) in relation to comparable states. Using the chart's current lawyer-population figure for Kentucky shows that there has already been considerable increase in Kentucky's lawyer concentration if the 1967 KBA data is used, but little change if the 1966 ABF figure is accepted.

Comparisons with other states aside, there are a number of

⁹ See, e.g., Holme, *Paralegals and Sublegals*, 46 DENVER L.J. 392 (1969); Turner, *Effective Use of Lay Personnel in the Law Office*, 40 MISS. L.J. 474 (1969); REPORT, ADMINISTRATION OF JUSTICE PROGRAM, NEW CAREERS IN LAW [hereinafter cited as REPORT], at i-ii, 21-22, 75-80 (1969).

reasons for projecting a need for greater concentration of trained lawyers in the Commonwealth over the next decade. Two of those factors are implicit in the above chart. Populations have been moving, and probably will continue to move, in the direction of increased urban and suburban distribution and decreased rural population.

For example, the latest census figures show that whereas population decreased by 8 percent in rural southeastern Kentucky and by 11.5 percent in rural eastern Kentucky from 1960 to 1970, in the same period it increased by 13 percent in urban Jefferson County, by 24.3 percent in urban Fayette County and by 6.4 percent in suburban Kenton County.¹⁰ With the continued urbanization of our society will come greater need for legal services. The urban and suburban environment brings the individual into more frequent contact with other individuals and involves a greater interdependency upon others for economic and environmental well being. As a result, there is increased likelihood of conflict and consequently a greater prospect that legal advice will be needed. Preliminary indications are that Kentucky's 1970 urban-rural population distribution will be similar to that of Alabama, Georgia, Iowa, Nebraska, Virginia and Wyoming in the 1960's. The lawyer-population ratios of those states, according to the 1967 A.B.F. report, were respectively: 1:1157, 1:816, 1:721, 1:577, 1:777, and 1:712. The median ratio for that group of states being about 1:750.

Similarly, we can anticipate that over the next decade the median money income of families and per capita personal income will increase. This can result either through a continued growth in gross national product with a smaller percentage growth in population, or as a result of redistribution of the pattern of income allocation, or both. Such increased income will likely be accompanied by increased need for legal services. The greater the individual's wealth, the greater the prospect that the individual will become involved in more frequent and more complicated financial transactions requiring legal counsel. In addition, increased wealth results in an increased ability to

¹⁰ Louisville Courier-Journal, *supra* note 2.

secure the benefit of legal advice in resolving one's problems. Accordingly, with the increase in urbanization and the increase in the median personal income will probably come a greater demand for lawyers in the Commonwealth and a consequent need for a higher concentration than that which would represent the present satisfactory level of lawyer-population ratio for Kentucky.¹¹

Further, the Bar is becoming increasingly cognizant of the fact that many Americans under-utilize the legal profession because of ignorance concerning their need for legal advice. Devices such as the annual legal check-up are designed to make people more aware of their needs for legal services and will probably have some impact over the next decade in increasing the demand for lawyers. Also, the past decade has witnessed an awakening to the fact that many Americans who are in dire need of legal services go without for want of the ability to pay. Legal aid and legal defender programs, as well as experimental concepts such as legal-care and prepaid group legal services, are attempting to meet some of these needs. However, it is estimated that "probably not over 20 percent of the [legal] needs of the poor are being met."¹² The effort to provide basic legal services for all Americans will probably continue to grow during the next decade with a resulting growth in the need for trained lawyers.

For the purposes of this study it is necessary to make a judgment concerning the desired level of the lawyer-population ratio during the next decade. As illustrated above, some factors indicate that the lawyer-population ratio should be increased; others indicate that it should be decreased. Weighing these competing factors, it is the author's judgment that in the next decade Kentucky will require a higher concentration of lawyers (i.e., a lower lawyer-population ratio) than that provided by the present lawyer-population ratio. Recognizing the subjective quality of this stated judgment, the projections in this study utilize four lawyer-population ratios: a lawyer-population ratio of 1:1000, a ratio of 1:900, a lawyer population ratio of 1:800 and a ratio of 1:700. The resulting projections are separately reported below.

¹¹ See generally, REPORT, *supra* note 9, at 24-7, 29-30.

¹² *Id.* at i.

Replacing Manpower Losses. Estimating the need for lawyer manpower in the next decade must also take into account the various forms of professional attrition. Many present members of the bar will retire or become relatively inactive in the profession over the next decade. Based on a random sample taken of the lawyers listed in the 1970 Martindale-Hubbell directory, and Kentucky Bar Association data, it can be estimated that there are presently approximately 696 lawyers in Kentucky in the age category of 55 to 64 years.¹³ Although some of these lawyers will not retire until past age 65, or will enter upon a phase of gradual retirement, their number will presumably be offset by the eventual retirement of those 592 members of the bar who are presently over the age of 65 and who are listed among those who are professionally active.

Morbidity will also account for a need to replace some lawyers who are now in the below 55 age group. For the purpose of making this estimate it is assumed that the approximately 63 percent of the Kentucky Bar under age 55 will be subject to mortality loss in accordance with the following schedule of known ten year survival probabilities per 1,000 Kentucky lawyers: at age 30: 971; at age 35: 961; at age 40: 941; at age 45: 910; at age 50: 863 at age 55: 798.¹⁴ Applying this expected mortality rate to the approximately 2193 Kentucky lawyers presently below age 55, we can estimate that over the next decade about 204 lawyers will be needed to replace those in the below 55 group who will be lost by morbidity.¹⁵

¹³ The random sample used information on 8 of the 68 pages devoted to Kentucky lawyers. The sample was structured so as to be sure that appropriate weight was given to the Louisville and Lexington listings. The sampling showed 18% of the bar as 65 or older and 20.5% between the ages of 55 and 64. The KBA data is based on an analysis of the entire membership, including out-of-state and retired or inactive members. It shows 16.2% as 65 or older and 19% as 55-64. For the purpose of making age distribution estimates, it is assumed that 17% of the Kentucky Bar is 65 or older and 20% are 55-64.

¹⁴ Letter from Northwestern National Life Ins. Co., Aug. 20, 1970.

¹⁵ Taking the average of the mortality figures in the text at note 14 and applying it to the total lawyer population under 55 results in a projected mortality loss of 204. Applying the table by five year age groupings with the size of those groupings estimated on the basis of a weighted random sampling of the Martindale-Hubbell directory listing for Kentucky, results in a projected mortality loss of either 133 or 224. The 133 figure is arrived at if each mortality figure is separately applied to those who have attained the stated age or an age up to four years more than the stated age. The 224 figure is arrived at by applying each mortality figure to those who are in the five year grouping immediately below the stated attained age. Within this range, then, the 204 figure represents a conservative estimate of the probable mortality loss.

No reliable figures were found to use as a guideline in predicting the percentage of active bar members who, during the next decade, will leave the profession for other occupations. However, in making the projections below, this factor is taken into account in another fashion. A recent study conducted by a committee of the American Association of Law Schools which surveyed the graduates of six law schools indicated that approximately 16 percent of the graduates of those schools are no longer working as lawyers.¹⁶ This figure is consistent with the author's general impressions concerning the extent to which lawyers leave the profession. However, there is a good deal of talk to the effect that more students are coming to law school these days with non-career intentions. Accordingly, in projecting the desired number of graduates from the law schools over the next decade, it is assumed in this study that sixteen to twenty-five percent of those graduates will leave the profession and therefore will be unavailable to meet the manpower needs of the Kentucky Bar.

Source of Manpower. In the previous discussion, there has been an underlying assumption that the state law schools are designed solely to serve the manpower needs of the Kentucky Bar. This is a rather narrow, naive, and probably irresponsible viewpoint. Certainly one must recognize that we live in an age of expanding population mobility. Although lawyers are somewhat less mobile than members of such professions as engineering and university teaching, nevertheless there is considerable geographic mobility in the profession. Further, with public higher education playing an ever more important role in our national educational system, each locality becomes responsible for providing educational services not only with respect to its own direct visible needs, but also with respect to the needs of other areas of our highly integrated national, economic, political and social system.

Of course, a primary mission of a state law school is to make a significant contribution to the supply of trained lawyers available to that state; gauging its program by the ability of institu-

¹⁶ Amer. Ass'n of Law Schools, Proceedings Part I § 2 Annual Meeting at 37 (1969). (This figure is extrapolated from the data presented therein).

tional resources to provide high quality training at a given student body level, and by the ability of the local profession to absorb its graduates. On the other hand, a state law school should not attempt to become the sole manpower resource in its jurisdiction. The bar benefits when it draws young lawyers from a variety of quality training backgrounds. Indeed, the value of such diversity within the active bar plus the value to the state schools of having a sense of national competition as educational institutions, probably dictate against state law schools attempting to become even the dominant source of local professional training. And, in fact, Kentucky draws a significant portion of its lawyers from educational institutions located outside of the Commonwealth.

Similarly, any good law school will draw, and should draw, part of its student body from out-of-state. This is an important protection against intellectual provincialism. Most of those out-of-state students will leave the state after graduation. A portion of a state law school's in-state students will similarly leave upon, or within a few years after, graduation. Indeed, to the extent that the Commonwealth is equipping young Kentuckians with valuable skills, it is to be expected that some will choose to practice those skills elsewhere.

In making the projections in this study, past experience provides the main criteria concerning the portion of Kentucky law school graduates who will eventually leave the Commonwealth. In the case of the University of Kentucky, that figure is 23.3 percent.¹⁷ The comparable figure for the University of Louisville is not yet available but there is no reason to expect it to be dramatically different.

Closer examination of a sampling of individual U.K. classes indicates that the percentage loss of graduates from the state is greater as time goes on. The sampling showed that of the class of '34, 31% work out of state; of the class of '38, 33% are out of state; of the class of '50, 26% are out of state; of the class of '54, 36% are out of state; of the class of '60, 27% are out of state; of the class of '65, 28% are out of state; and of the class of '66, 20% are out of state. Professor Viles of the U.K. College of Law has

¹⁷ The U.K. College of Law address records show 1690 living alumni. Of this group 394 live out of state.

surveyed by questionnaire the classes of 1964-1969 to ascertain their present employment status. He received a 42% response and the information supplied showed 17% working outside of Kentucky. Since the more recent classes have been much larger than earlier ones, the above figure for all U.K. law alumni is biased in the direction of showing fewer graduates leaving the state than that to be anticipated. Thus, for long term impact, a higher attrition figure probably should be used in making our projections. In addition, law placement activities are improving at the law schools and in the profession, with the result that we can anticipate an increase in professional mobility. Accordingly, for projection purposes both the present 23.3 percent figure and a figure reflecting a 20 percent increase are separately used to account for predicted loss of Kentucky law graduates to other parts of the country.

Role of Individual Schools as a Manpower Resource. The final statistical ingredient in projecting lawyer manpower with respect to particular law schools has been partially discussed above. That ingredient involves determining the portion of the state bar which will be trained at a particular state school. Approximately 2.5 percent of Kentucky's lawyers do not hold a law degree from any school.¹⁸ A random sample survey of the 1970 Martindale-Hubbell listings, structured to assure appropriate representation for Louisville and Lexington, revealed that of those attorneys in the state holding law degrees, about 36 percent hold one from U.K. and about 30 percent have a U. of L. law degree.¹⁹ In making the projections below, these experience figures have been used for estimating the portion of new lawyers in Kentucky who will receive their law degrees from the two state supported schools.

Student Body Size and Quality Training. A rather special factor, unrelated to changes in patterns of demand or distribution

¹⁸ The law degree has been required for admission since 1945. The 1966 ABF data showed about 14% of the Kentucky Bar as not holding such a degree. The 2.5% figure was ascertained by taking a weighted sample survey of the May 7, 1970, MARTINDALE-HUBBELL listings.

¹⁹ See footnote 17, *supra*. Also, letter from Dean Merritt, May 7, 1970, stating that U. of L. has about 1,118 living alumni in the Commonwealth. Not all of these alumni, of course, are still in the profession.

The random sampling consisted of data on 8 of the 68 pages devoted to Kentucky in the directory.

of legal services, must be considered when projecting student body size for any law school. That factor is the impact of student body size upon program opportunities. For example, during the Second World War, the student body at the University of Kentucky College of Law was barely adequate to staff the *Law Journal*, even if all of the students were occupied in this effort. In contrast, the University of Kentucky College of Law presently operates over a score of practical experience type training programs, including a variety of legal aid internships, a legal documents drafting seminar, juvenile probationary officer internships, a negotiations seminar with practicum sessions, two student edited publications, a government contracts seminar with practicum experience, a Supreme Court litigation seminar with practicum dimensions, plus the extensive moot court and practice court programs. If student body size were to be substantially reduced at the University of Kentucky College of Law, the competition among the above programs for student manpower would require a reduction in their scope and variety. On the other hand, were the size of the student body to increase substantially, and were there to be a comparable expansion in faculty size and physical resources, the U.K. law school would be able to expand the practical experience offerings, as well as its traditional type courses, to include even greater depth and scope. It is not surprising, therefore, that in ranking the quality of a law school's resources, legal educators weigh the size of the student body as a separate factor with the highest rating on this item going to law schools with over 950 students.²⁰ Accordingly, to the extent that a law school can influence any of the factors shaping future demand for and distribution of lawyers, educational considerations will cause that school to work toward maintaining the student body at a size which is large enough to permit the continuation or expansion of valuable training programs such as those listed above. In a sense, the projections below pose ways in which student body size can be maintained or enlarged, within reasonable limits, to meet the above needs. As the preceding discussion indicates, this can be accomplished by assuming that a lower lawyer-population ratio will be needed in Kentucky in the

²⁰ *Supra* note 16, at 8-9.

next decade; that there will be an increase in the portion of law graduates leaving the profession; or that there will be an increase in the portion of Kentucky lawyers receiving their legal education inside the state.

Projections. The above analysis provides three sets of variables: the lawyer-population ratio; the expected exodus from the profession; and the expected exodus from the Commonwealth. Applying these variables and the fixed assumptions previously described, Chart 2 summarizes the resulting projections in terms of the required number of graduates from the two in-

CHART 2

ASSUMED RATIO	PORTION LEAVING KENTUCKY	PORTION LEAVING PROFESSION	REQUIRED NUMBER OF U.K. GRADUATES	REQUIRED NUMBER OF U. OF L. GRADUATES	
1:1000	23.3%	16%	= 470	393	
		25%	= 527	440	
	27.9%	16%	= 500	418	
		25%	= 560	468	
	1:900	23.3%	16%	= 683	570
			25%	= 765	638
27.9%		16%	= 727	606	
1:800	23.3%	25%	= 814	679	
		16%	= 950	792	
	27.9%	25%	= 1,064	887	
16%		= 1,011	842		
1:700	23.3%	25%	= 1,132	943	
		16%	= 1,291	1,076	
	27.9%	25%	= 1,446	1,205	
		16%	= 1,374	1,142	
		25%	= 1,539	1,281	

state law schools. These projections were arrived at by dividing the projected 1980 population by the desired lawyer-population ratio. That quotient is the total number of practicing lawyers needed in Kentucky by 1980. That quotient is, respectively: 3,424 lawyers at a 1:1000 ratio, 3,804 at a 1:900 ratio; 4,280 at a 1:800 ratio; and 4,891 lawyers at a 1:700 ratio. The next step is to determine the extent to which this need will be met by present

manpower. To calculate this, from the present lawyer population of 3,481 we subtract the expected retirement loss of 696 and the expected morbidity loss for the younger lawyers of 204. The result is 2,581 lawyers available from present manpower. This figure is then subtracted from the estimated 1980 lawyer manpower requirement to determine the number of new lawyers needed by 1980. So that, at the 1:1000 ratio, 843 new lawyers will be needed; at the 1:900 ratio, 1,223 new lawyers will be needed; at the 1:800 ratio, 1,699 new lawyers; and 2,310 new lawyers at the 1:700 ratio. Next the number of new Kentucky lawyers needed from each state school is calculated by multiplying the number of new lawyers needed by the percentage of that school's traditional contribution to the Kentucky Bar. The resulting sum is then divided by the assumed percentage of that school's graduates who will remain in Kentucky and the quotient is then divided by the assumed percentage of law graduates remaining in the profession. The final quotient gives us the number of graduates required by that school over the decade of the 1970's to meet its local manpower output responsibility by 1980.

Conclusion. As of the most recent published report, the University of Kentucky had 436 full time and 9 part time law students; the University of Louisville had 250 full time and 157 part time law students.²¹ If that level of enrollment is maintained it would be reasonable to expect the U.K. law school to graduate about 1,400 and the U. of L. Law School about 1,100 lawyers in the decade of the 70's. It is clear from Chart 2, above, that in light of the relationship of the present in-state law school enrollment to projected manpower needs, enrollments should be at least moderately reduced over the next decade unless it is realistic to expect a very substantial reduction in the lawyer-population ratio—a reduction in the order of 23%. It would appear that the economic status of the lawyers in the Commonwealth makes such an expectation a very high risk for the bar.

Accordingly, there is good cause for both schools to reduce student body levels in the 1970's from those of the past few years.

²¹ Ass'n. of Amer. Law Schools & Law School Admission Test Council, *Pre-Law Handbook*, at Table IV-A, (1969-70).

For example, an average class size of 110 for the University of Kentucky College of Law would probably be in order. While an even larger reduction is justifiable based on the projections in this study, as previously noted, the desirability of maintaining existing program and curriculum opportunities dictates against enrollment reductions of such gross proportions. On the other hand, because the profession cannot, under existing patterns of manpower demand and distribution, absorb the new lawyers who will enter practice even if there is a moderate reduction in the level of student enrollment, it is evident that the Kentucky Bar and the law schools have a responsibility to plan ways to alter those patterns of demand and distribution. These efforts should involve promoting increased demand for lawyer skills and assistance in bringing local lawyers in contact with employment opportunities elsewhere. Without efforts to both alter those patterns and reduce enrollments, there is a strong prospect that in the near future, the legal profession in Kentucky will suffer the serious consequences of excessive manpower.