

Economic Impact of Civil Legal Aid Organizations in Tennessee

*Civil Justice for Low-Income People Produces Ripple Effects
That Benefit Every Segment of the Community.*

Prepared for:

**The Tennessee Bar Association's Access to Justice Committee
and the Corporate Counsel Pro Bono Initiative**

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The Resource for Great Programs, Inc.

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Preface

The primary mission of Tennessee's civil legal aid organizations is to provide access to our civil justice system for people in poverty who lack the means to hire a lawyer. Representation by civil legal aid advocates fulfills one of our society's most basic promises: *Equal Justice Under Law*.

Yet this mission also produces economic outcomes that ripple outward to benefit many other segments of society. For example, by helping people with disabilities qualify for federal benefit programs, legal aid brings a stream of federal dollars into the state that benefits local economies throughout Tennessee. Legal aid advocates save dollars for everyone by keeping families in their homes, by helping women and children escape domestic violence, and by making public programs and our court system work better.

The following package of data tables and graphs quantifies the principal economic results that civil legal aid programs in Tennessee provide, including the following:

- **Direct benefits and savings for low-income families**, including income to pay for daily necessities such as food, rent, electricity and transportation; for access to medical care; and for relief from debt that threatens to drag them further into poverty.
- **Cost savings for taxpayers** from legal aid's success in reducing problems that are costly for everyone – problems such as homelessness and domestic violence.
- **Economic impacts on local economies**, including an economic multiplier effect resulting from federal dollars coming into the state each year that otherwise would be lost to communities across Tennessee.
- **Economic benefits for health care providers**, including Medicaid reimbursements for costs of providing emergency care to uninsured low-income people that would otherwise have to be written off.

The estimates of economic impacts described in this data package are based on outcome and case statistics from the year 2013 compiled by the following civil legal aid organizations in Tennessee:

- The four federally-funded regional programs:
 - Legal Aid of Eastern Tennessee
 - West Tennessee Legal Services
 - Memphis Area Legal Services
 - Legal Aid Society of Middle Tennessee and the Cumberland
- Southeast Tennessee Legal Services
- Community Legal Center
- Tennessee Justice for Our Neighbors
- Disability Rights Tennessee
- Tennessee Justice Center

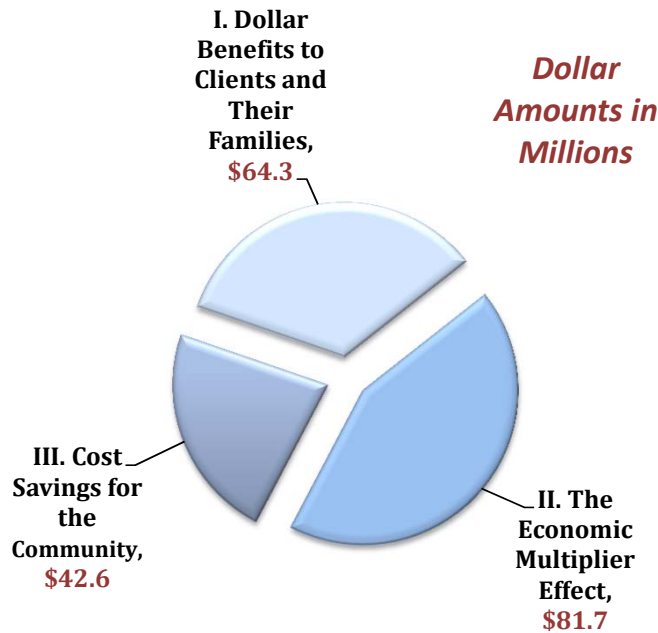
The analysis was performed by The Resource for Great Programs, with funding provided through the Tennessee Bar Association, the Corporate Counsel Pro Bono Initiative, and Tennessee's four federally-funded regional legal aid providers.¹ The data provided by the programs were supplemented with information from relevant studies that quantify the dollar benefits and cost savings that flow from outcomes such as prevention of homelessness or protection from domestic violence. The data sources, assumptions, and computations used in estimating the results described in this package are documented in footnotes accompanying each data table.

¹ The Resource for Great Programs is a national corporation dedicated to providing strategic support to civil justice programs that seek to expand access to justice for low-income people. Details about The Resource may be obtained at www.GreatPrograms.org.

**Summary: Economic Impact
of Legal Assistance Programs in Tennessee**

\$188.6 Million in Benefits and Savings

\$11.21 Impact per Dollar of Program Funding **



Summary of Economic Benefits and Savings	Total Impact, Millions	Exhibit # For Details
I. Dollar Benefits to Clients and Their Families	\$64.3	
<i>A. Child and Spousal Support</i>	\$2.7	1
<i>B. Social Security Disability Income / Supplemental Security Income</i>	\$26.0	2
<i>C. Medicare / Medicaid</i>	\$17.2	3
<i>D. Income Maintenance Benefits Other Than Above</i>	\$3.0	4
<i>E. Wage Impacts of Immigrant Authorization</i>	\$1.9	5
<i>F. Other Benefits</i>	\$13.5	6
II. The Economic Multiplier Effect	\$81.7	7
III. Cost Savings for the Community	\$42.6	
<i>A. Avoidance of Emergency Shelter</i>	\$1.30	8
<i>B. Prevention of Foreclosure</i>	\$33.8	9
<i>C. Prevention of Domestic Violence</i>	\$7.5	10
Total Economic Impact (Sum of Lines I through III)	\$188.6 Million	

****See Exhibit 11 for details.** The "Impact per Dollar of Program Funding" figure shown above was computed by dividing the total economic impact of the organizations included in the study by the total funding they received in 2013 for the provision of civil legal services to low-income people. In many ways, the impact per dollar of funding is a very conservative calculation because the total funding figure used in the denominator includes funding to support legal assistance services in subject areas such as consumer rights, advanced care planning, community legal education, etc. that did not produce economic impacts of the types quantified by this report.

Exhibit 1: Economic Impacts of Child and Spousal Support

	Total Benefits
A. Extended Representation Cases	
1. Number of Divorce, Custody, Support, and/or DV cases closed by Extended Representation (see Note 1):	1,909
2. Percentage of above cases in which child or spousal support was obtained (see Note 2):	8.4%
3. Number of extended representation cases producing the above outcomes ("1" x "2"):	160
B. Total Benefits Achieved	
1. Total cases in which clients achieved the above outcomes:	160
2. Average dollar impact per successful case in which the above outcomes were achieved (see Note 3):	
a. Average one-time payment:	\$0
b. Average monthly support payment:	\$272
3. Total impact	
a. Duration of monthly payments in months (see Note 4):	108
b. Total net present value of monthly payment stream ("1" x "2.b" x "3.a"), \$M:	\$4.7
c. Impact of one-time payments ("1" x "2.a"), \$M:	\$0.0
d. Total impact ("3.b" + "3.c")	\$4.7
4. Average percentage of ordered amounts actually recieved by clients (see Note 5):	58%
5. Net present value of support payment stream ("3.d" x "4")	\$2.7
Total Net Present Value of Child Support Received by Clients (\$M):	
	\$2.7

Note 1: Source: programs' case tracking data system.

Note 2: The number in this line is the estimated percentage of the cases in the specific Family Law case types indicated in line A.1 in which child support was included among the outcomes achieved for the client. (Other outcomes may have been achieved as well, so this percentage should NOT be construed as a measure of effectiveness.) This figure is a weighted average derived from two sources: (1) for those legal service providers in the study area whose case tracking systems include contemporaneous outcomes tracking, we used their MEASURED number of cases having the specified outcome; and (2) for those programs in the study area that do NOT have contemporaneous outcomes tracking systems in place, we applied a "DEFAULT" value of the Outcomes-to-Cases Ratio. In this study, the default was the average value of this measure for all general civil legal aid programs in New York and Virginia, whose case outcomes are reported annually to the IOLTA funders in those states on a mandatory basis as a condition of their funding.

Note 3: Estimate by The Resource based on Census figure for U.S. average child support amount received per household in the study period. We adjusted this figure for income by multiplying it by the ratio of the income of an individual at 200 percent of the federal poverty level to the median income for an individual in the study area across all income groups. Source of Census figure: <http://www.census.gov/prod/2013pubs/p60-246.pdf>

Note 4: Assumed duration of child and spousal support: 9 years. This is the average time elapsed from the average age of children at divorce (9 years) to the age of majority (18 years). Source of figure for average age of children at divorce: Liu, Shirley H., "The Effect Parental Divorce and Its Timing on Child Educational Attainment: A Dynamic Approach," page 17; available at http://moya.bus.miami.edu/~sliu/Research_files/divorcetiming.pdf.

Note 5: Source of this figure: U.S. Department of Health and Human Services, Administration for Children & Families, Office of Child Support Enforcement; "Box Score for Tennessee," available on the web at: <http://www.acf.hhs.gov/programs/css/resource/fy2012-preliminary-report>.

Exhibit 2: Economic Impacts of Social Security Disability Income / Supplemental Security Income

A. SSI and SSD BRIEF REPRESENTATION Cases	
1. Cases Closed by brief representation (see Note 1):	459
2. Estimated percentage of cases for which SSI/SSD Benefits were Obtained (see Note 2):	41%
3. Estimated Successful Cases ("1" x "2"):	190
B. SSI and SSD EXTENDED REPRESENTATION Cases	
1. Cases Closed (see Note 1):	387
2. Estimated percentage of cases for which SSI/SSD Benefits were Obtained (see Note 3):	48%
3. Estimated Successful Cases ("1" x "2"):	187
C. SSI and SSD Cases (LIMITED and EXTENDED)	
1. Total Estimated Successful Cases ("A.3" + "B.3"):	377
2. Estimated back awards per successful case (see Note 4):	\$8,235
3. Total back awards ("1" x "2"), \$M:	\$3.1
4. Estimated monthly award per successful case (see Note 4):	\$523
5. Total monthly benefits ("1" x "4"):	\$197,014
6. Assumed duration of monthly benefit in months (See Note 4):	116
7. Net present value of monthly benefits ("5" x "6"), \$M:	\$22.9
8. Total projected impact ("3" + "7"):	\$26.0
Total Projected Benefits (\$M):	
	\$26.0

Note 1: Source: programs' case tracking data system.

Note 2: The assumed "Outcomes-to-Cases Ratio" for brief representation (advice or brief services) cases was based on a scientific survey by The Resource in which 400 legal aid clients in Pennsylvania were randomly sampled from all who had received brief representation services in the latter half of 2011. The 400 clients in this random sample were interviewed by phone to determine the outcomes of their cases. The Outcomes-to-Cases Ratio was derived as the percentage of all the sampled brief representation clients in that survey having the indicated legal problem type who achieved the outcomes indicated above. We applied that scientifically-derived percentage as a "best available," default assumption for estimating the results achieved by the program(s) in the present study.

Note 3: The number in this line is the "Outcomes-to-Cases Ratio," that is, the estimated percentage of total cases closed during the study period of this/these specific legal problem type(s) that produced the indicated outcomes. The Outcomes-to-Cases Ratio is a weighted average derived from two sources: (1) for those legal service providers in the study area whose case tracking systems include contemporaneous outcomes tracking, we used their MEASURED number of cases having the specified outcome; and (2) for those programs in the study area that do NOT have contemporaneous outcomes tracking systems in place, we applied a "DEFAULT" value of the Outcomes-to-Cases Ratio. In this study, the default was the average value of this measure for all general civil legal aid programs in New York and Virginia, whose case outcomes are reported annually to the IOLTA funders in those states on a mandatory basis as a condition of their funding.

Note 4: Source of data: dollar benefits and outcomes data collected by Memphis Area Legal Aid (MALS). MALS collects outcomes data contemporaneously on all cases closed. Its outcomes data fell within the same range as observed for general civil legal aid programs in New York and Virginia, whose case outcomes are reported annually to the IOLTA funders in those states on a mandatory basis as a condition of their funding. Other programs in TN either did not provide outcomes data or the data they did provide produced average values significantly below the range reported by NY and VA programs, leading us to believe that the outcomes data were not collected consistently for all cases. We believe the figures derived from MALS data serve as reasonable proxies for estimating the impacts of programs for which we did not have consistent outcomes data.

Note 5: Assumed average duration of SSI benefits: 9.7 years, and of SSD benefits: 10.5 years. See Kalman Rupp and Charles G. Scott, "Trends in the Characteristics of DI and SSI Disability Awardees and Duration of Program Participation," Social Security Administration, 1996. We assumed the shorter duration since SSI and SSD are combined in the legal problem coding scheme used by the program.

Exhibit 3: Economic Impacts of Medicaid Benefits into Service Area

A. Benefits from Successful Medicaid Cases	
1. LIMITED REPRESENTATION Medicaid Cases	
(1) Total limited representation Medicaid cases closed (see Note 1):	646
(2) Estimated percentage of cases for which Medicaid benefits were successfully obtained or preserved (see Note 2):	14%
(3) Estimated number of cases in which Medicaid benefits were obtained or preserved = (1) x (2):	88
(4) Average monthly benefit (see Note 3):	\$496
(5) Assumed duration of monthly benefits in months (see Note 4):	9
(6) Projected benefit = (3) x (4) x (5), \$M:	\$0.4
Projected Total Benefit, Limited Representation Cases, \$M:	\$0.4
2. EXTENDED REPRESENTATION Medicaid Cases	
(1) Total extended representation cases (see Note 1):	242
(2) Estimated percentage of cases for which Medicaid benefits were successfully obtained or preserved (see Note 5):	78%
(3) Estimated number of cases in which Medicaid benefits were obtained or preserved = (1) x (2):	188
(4) Estimated one-time benefits resulting from extended representation, per case (see Note 3):	\$0
(5) Estimated monthly benefits resulting from extended representation, per case (see Note 3):	\$496
(6) Assumed duration of monthly benefits in months (see Note 4):	9
(7) Projected benefits from extended representation = (4) + (5) x (6), per case	\$4,500
Projected Total Benefit, Extended Representation Cases = (3) x (7), \$M:	\$0.8
Total Estimated Benefit from MEDICAID Cases, Millions:	\$0.8
B. Medicaid Benefits From Successful SSI Cases for Which Clients Also Achieved Medicaid Eligibility	
1. Total estimated successful SSI/SSDI cases that produced benefits (from SSI/SSDI table):	364
2. Percentage of the above that carry Medicaid eligibility according to rules of this state regarding SSDI:	77%
3. Cases eligible for Medicaid = "1" x "2":	282
4. Average Annual Benefit (see Note 3):	\$496
5. Assumed duration of benefits in months (see Note 6):	116
6. Waiting period before Medicaid eligibility begins in this jurisdiction (months)	0
7. Duration of benefits after waiting period ends (months) = "3" minus "4":	116
8. Projected total benefit per case = "2" x "5":	\$58,000
Total Estimated Benefit from SSI/SSDI Cases = "3 x "8" (\$M):	\$16.4
Total Estimated Medicaid Benefits (Sum of "A" and "B" Above), \$M:	\$17.2
Federal Share (FMAP) in This State (see Note 7):	66%
Total Federal Medicaid Dollars Produced, \$M:	\$11.4

Note 1: Source: programs' case tracking systems.

Note 2: The assumed "Outcomes Ratio" for brief representation (advice or brief services) cases was based on a scientific survey by The Resource in which 400 legal aid clients in Pennsylvania were randomly sampled from all who had received brief representation services in the latter half of 2011. The 400 clients in this random sample were interviewed by phone to determine the outcomes of their cases. The Outcomes Ratio was derived as the percentage of all the sampled brief representation clients in that survey having the indicated legal problem type who achieved the positive outcomes indicated above. We applied that scientifically-derived percentage as a "best available," default assumption for estimating the results achieved by the program(s) in the present study.

Note 3: Source: J. Kaiser Foundation at <http://kff.org/state-category/Medicaid-chip/Medicaid-spending/>. For data applicable to the study area see table at <http://kff.org/Medicaid/state-indicator/Medicaid-payments-per-enrollee/>.

Note 4: Source: U.S. Dept. of Health and Human Services, Health Care Financing Administration, "A Profile of Medicaid" (2000, p.12).

Note 5: The number in this line is the "Outcomes-to-Cases Ratio," that is, the estimated percentage of total cases closed during the study period of this/these specific legal problem type(s) that produced the indicated outcomes. The Outcomes-to-Cases Ratio is a weighted average derived from two sources: (1) for those legal service providers in the study area whose case tracking systems include contemporaneous outcomes tracking, we used their MEASURED number of cases having the specified outcome; and (2) for those programs in the study area that do NOT have contemporaneous outcomes tracking systems in place, we applied a "DEFAULT" value of the Outcomes-to-Cases Ratio. In this study, the default was the average value of this measure for all general civil legal aid programs in New York and Virginia, whose case outcomes are reported annually to the IOLTA funders in those states on a mandatory basis as a condition of their funding.

Note 6: Assumed average duration of SSI benefits: 9.7 years. See Kalman Rupp and Charles G. Scott, "Trends in the Characteristics of DI and SSI Disability Awardees and Duration of Program Participation," Social Security Administration, 1996.

Note 7: Source: U.S. Dept. of Health and Human Services, Assistant Secretary for Planning and Evaluation, <http://aspe.hhs.gov/health/reports/2013/FMAP2013/fmap2013.cfm>

Exhibit 4: Economic Impacts of INCOME MAINTENANCE Benefits OTHER Than SSI/SSDI

A. Food Stamp (SNAP) Cases	
1. Cases Closed (see Note 1):	233
2. Estimated percentage of cases for which benefits were obtained or preserved (see Note 2):	55%
3. Estimated successful cases ("1" x "2"):	128
4. Estimated back awards per successful case (see Note 3):	\$0
5. Total back awards ("3" x "4"):	\$0
6. Estimated monthly award per successful case (see Note 3):	\$268
7. Total monthly benefits ("3" x "6"):	\$34,000
8. Assumed duration of monthly benefit in months (See Note 4):	84
9. Net present value of monthly benefits ("7" x "8"), \$M:	\$2,856,000
10. Total projected impact ("5" + "9"):	\$2,856,000
11. Total Projected Benefits (\$M):	\$2.9
B. TANF or Other Public Benefits Cases (Other Than SSI/SSDI)	
1. Cases Closed by extended representation (see Note 1):	19
2. Estimated percentage of cases for which benefits were obtained or preserved (see Note 2):	53%
3. Estimated successful cases ("1" x "2"):	10
4. Estimated back awards per successful case (see Note 5):	\$0
5. Total back awards ("3" x "4"):	\$0
6. Estimated monthly award per successful case (see Note 5):	\$185
7. Total monthly benefits ("3" x "6"):	\$1,850
8. Assumed duration of monthly benefit in months (See Note 6):	37
9. Net present value of monthly benefits ("7" x "8"), \$M:	\$68,000
10. Total projected impact ("5" + "9"):	\$68,000
11. Total Projected Benefits (\$M):	\$0.1
Total Projected Benefits = A.11 + B.11 (\$M):	\$3.0

Note 1: Source: programs' case tracking data system.

Note 2: The number in this line is the "Outcomes-to-Cases Ratio," that is, the estimated percentage of total cases closed during the study period of this/these specific legal problem type(s) that produced the indicated outcomes. The Outcomes-to-Cases Ratio is a weighted average derived from two sources: (1) for those legal service providers in the study area whose case tracking systems include contemporaneous outcomes tracking, we used their MEASURED number of cases having the specified outcome; and (2) for those programs in the study area that do NOT have contemporaneous outcomes tracking systems in place, we applied a "DEFAULT" value of the Outcomes-to-Cases Ratio. In this study, the default was the average value of this measure for the two programs in the study area that DO have contemporaneous outcomes tracking systems in place.

Note 3: Source of these figures: US Department of Agriculture, Food and Nutrition Service, at [http://www.fns.usda.gov/sites/default/files/pd/19SNAPavg\\$HH.pdf](http://www.fns.usda.gov/sites/default/files/pd/19SNAPavg$HH.pdf).

Note 4: According to the USDA, the median length of participation in the SNAP program in the mid-2000s was 7 years. Source: USDA, Office of Research and Analysis, 2011, available at: http://www.fns.usda.gov/sites/default/files/DynamicsMid2000_Summary.pdf.

Note 5: Source: Center on Budget and Policy Priorities, Appendix 1; available at: <http://www.cbpp.org/cms/?fa=view&id=4034>.

Note 6: U.S. Dept. of Health & Human Services, Office of Family Assistance, "Ninth Report to Congress," available at: <http://www.acf.hhs.gov/programs/ofa/resource/ninth-report-to-congress>.

Exhibit 5: Estimated Wage Impacts of Authorization

1. Number of program clients who achieved authorization as a result of programs' legal assistance <i>(see Note 1)</i>	
A. Through family based permanent resident filings:	52
B. Through U visa filings:	76
C. Through renewals of Temporary Protected Status (TPS):	16
D. Total who received authorization ("1.A" + "1.B" + "1.C"):	144
2. Impact on Working Immigrant Women	
A. Number of the total in "1.D" who were female (see Note 2):	118
B. Percentage of authorized immigrant women who are employed (see Note 3):	100%
C. Number of employed women who received authorization ("2.A" x "2.B"):	118
D. Assumed differential in average annual wages between unauthorized and authorized female immigrant workers (see Note 4):	\$1,278
E. Estimated annual wage impact for women ("2.C" x "2.D"), millions:	\$0.15
3. Impact on Working Immigrant Men	
A. Number of the total in line 1.d who were male ("1.D" minus "2.A"):	26
B. Percentage of authorized immigrant men who are employed (see Note 5):	94%
C. Number of employed men who received authorization ("3.A" x "3.B"):	25
D. Assumed differential in average annual wages between unauthorized and authorized male immigrant workers (see Note 4):	\$1,435
E. Estimated annual wage impact for men ("3.C" x "3.D"), millions:	\$0.04
4. Total Estimated Annual Wage Impact ("2.E" + "3.E"), Millions:	\$0.19
5. Assumed Duration of Wage Impact in Years (see Note 6):	10
Estimated Net Present Value of Wage Impact ("4" x "5"), Millions:	\$1.9

Note 1: The programs' case tracking data system was used to determine the actual number of applications that were filed by the program on behalf of clients. Based on the intake experience and professional judgment of program advocates in other immigration legal services programs we have analyzed, we assume that the rate of acceptance by the U.S. Citizenship and Immigration Services (USCIS) was 85 percent for family LPR applications filed by clients who received legal assistance and 100 percent for U-Visa applications filed by clients who received extended representation.

Note 2: For this analysis, we assumed that 51 percent of clients were female, based on data found in Furtuny, Capps and Passel, "The Characteristics of Unauthorized Immigrants in California, Los Angeles County, and the United States; The Urban Institute, 2007; Table 9. This table shows the characteristics of foreign-born citizens, legal non-citizens and unauthorized immigrants.

Note 3: Based on information received from legal advocates in other immigration legal services programs we have analyzed, we have assumed here that all female clients were employed.

Note 4: Source: Pastor, Scoggins, Tran and Ortiz, "The Economic Benefits of Immigrant Authorization in California", 2012. That study found an average wage differential between unauthorized and authorized immigrant workers to be 9.5 percent controlling for human capital and other characteristics. To estimate the impact for men we applied the differential to the average wage for unauthorized Latino immigrants working in California's "Building Maintenance and Groundskeeping" industry. To estimate the wage impact for women we applied the differential to the average wage for unauthorized Latino immigrants working in California's "Personal Care and Service" industry. We assumed the workers were employed 35 hours per week, 50 weeks per year, or 1,750 hours per year. The figures are in 2009 dollars and were not adjusted for inflation.

Note 5: Source: Furtuny, Capps and Passel, Table 9 - see Note 2 above.

Note 6: The duration of the wage impact of authorization was assumed to be ten years. This is a conservative assumption considering that at least one author has argued that a time horizon of 20 years should be applied, based on the fact that most unauthorized immigrant workers are young and are likely to stay in the United States throughout their working lives once achieving authorized status.

Exhibit 6: Economic Impacts of OTHER Direct Dollar Benefits for Clients

	One-Time Payments (See Note 1)	Monthly Benefits (See Note 1)	Expected Duration of Monthly Benefits (See Note 2)	Monthly Benefits (Annualized)	Total Benefits
1. Consumer Case Outcomes	\$3,944,000	\$2,000	12	\$24,000	\$3,968,000
2. Education Case Outcomes	\$0	\$0	12	\$0	\$0
3. Employment Case Outcomes	\$3,675,000	\$0	12	\$0	\$3,675,000
4. Family Case Outcomes Other Than Those Included in "Support" Model	\$752,000	\$2,000	12	\$24,000	\$776,000
5. Health Cases Outcomes Other Than Those Included in Medicaid/Medicare Model	\$0	\$0	12	\$0	\$0
6. Income Maintenance Case Outcomes OTHER than Those Included in SSI/SSDI Model and/or Public Benefits-Other Model	\$1,787,000	\$195,000	12	\$2,340,000	\$4,127,000
7. Individual Rights Case Outcomes OTHER Than Those Included in Immigration Model	\$0	\$0	12	\$0	\$0
8. Juvenile Case Outcomes	\$0	\$0	12	\$0	\$0
9. Other Case Outcomes - None of the Above	\$601,000	\$22,000	12	\$264,000	\$865,000
Total Benefits:	\$10,759,000	\$220,000		\$2,652,000	\$13,411,000
Total Benefits (\$M):	\$10.8			\$2.7	\$13.5

Note 1: Source: Programs' case tracking systems.

Note 2: The assumption of 12 months' duration for these benefits is conservative. For example, most income maintenance benefits, such as state cash assistance, flow for an average of two years or more, but since the amounts in this section combine benefits from several different sources, it was not possible to parse them into individual programs for purposes of determining duration more precisely. Our standard procedure in such cases is to err on the side of caution.

Exhibit 7: Economic Impacts of Economic Multiplier Effect

I. Funds Brought Into Service Area From Outside in the Form of Direct Benefits for Clients	Total
A. Federal benefits	
1. SSI/SSD benefits (See Exhibit 2), in \$M:	\$26.0
2. Medicare/Medicaid benefits - federal share (See Exhibit 3), in \$M:	\$11.4
B. Funding for legal services programs	
Total funding for the legal services program from outside the service area (\$M):	\$9.0
C. Total funds brought into service area from outside (A + B), \$M:	\$46.4
II. Economic Multiplier Effect	
A. Multiplier (per U.S. Dept. of Commerce "RIMS II" Model - see Note 1):	1.76
B. Economic Multiplier Effect (Line I.C x Line II.A), \$M:	\$81.7
C. Jobs factor, number of jobs created per \$1 million in funds coming in from outside state (per U.S. Dept. of Commerce RIMS II Model - see Note 1):	13.34
D. Total jobs ("I.C" x "II.C"):	619

Note 1: Values derived by The Resource for Tennessee in 2013 using U.S. Dept. of Commerce RIMS II regional economic multiplier model.

Exhibit 8: Cost Savings - Avoidance of Emergency Shelter

A. Brief Representation Cases	
1. Number of Housing cases closed by Brief Representation (see Note 1):	2,942
2. Assumed success rate: Percentage of above cases in which one or more of the following outcomes was achieved: avoided eviction, obtained additional time, or avoided foreclosure (see Note 2):	11%
3. Estimated number of limited representation cases in which clients avoided eviction, obtained additional time, or avoided foreclosure ("1" x "2"):	332
B. Extended Representation Cases	
1. Number of Housing cases closed by Extended Representation (see Note 1):	1,515
2. Assumed Outcomes-to-Cases Ratio: Percentage of above cases in which one or more of the following outcomes was achieved: avoided eviction, obtained additional time, or avoided foreclosure (see Note 3):	51%
3. Estimated number of extended representation cases in which clients avoided eviction, obtained additional time, or avoided foreclosure: ("1" x "2")	773
C. Cost Savings Achieved	
1. Total cases in which clients avoided eviction, obtained additional time, or avoided foreclosure (sum of "A.3" and "B.3" above):	1,105
2. Assumed "Emergency Shelter Avoidance Rate" (see Note 4):	31%
3. Number of families saved from needing emergency shelter ("1" x "2"):	343
4. Average annual cost of emergency shelter for one family (see Note 5):	\$3,864
5. Estimated Cost Savings (C.3 X C.4):	\$1.30
6. Average number of people per case who avoided eviction, obtained additional time, or avoided foreclosure (see Note 6):	2.65
7. Estimated total number of people who avoided emergency shelter ("3" x "6"):	909

Note 1: Source: programs' case tracking data system.

Note 2: The assumed "Outcomes Ratio" for brief representation (advice or brief services) cases was based on a scientific survey by The Resource in which 400 legal aid clients in Pennsylvania were randomly sampled from all who had received brief representation services the latter half of 2011. The 400 clients in this random sample were interviewed by phone to determine the outcomes of their cases. The Outcomes Ratio was derived as the percentage of all the sampled brief representation clients in that survey having the indicated legal problem type who achieved the positive outcomes indicated above. We applied that scientifically-derived percentage as a "best available" default assumption for estimating the results achieved by the program(s) in the present study.

Note 3: The number in this line is the estimated percentage of the cases in the specific Housing Law case types indicated in line A.1 in which the following outcomes were included among the outcomes achieved for the client: avoided eviction, obtained additional time, or avoided foreclosure. (Other outcomes may have been achieved as well, so this percentage should NOT be construed as a measure of effectiveness.) The Outcomes-to-Cases Ratio is a weighted average derived from two sources: (1) for those legal service providers in the study area whose case tracking systems include contemporaneous outcomes tracking, we used their MEASURED number of cases having the specified outcome; and (2) for those programs in the study area that do NOT have contemporaneous outcomes tracking systems in place, we applied a "DEFAULT" value of the Outcomes-to-Cases Ratio. In this study, the default was the average value of that measure for all general civil legal aid programs in New York and Virginia, whose case outcomes are reported annually to the IOLTA funders in those states on a mandatory basis as a condition of their funding.

Note 4: The "Emergency Shelter Avoidance Rate" is the percentage of evicted or foreclosed households that would have utilized emergency shelter if not kept in their homes as an outcome of legal assistance. The assumed value of 31 percent is based on a detailed study of eviction prevention, the results of which are described in "The Homelessness Prevention Program: Outcomes and Effectiveness" New York State Dept. of Social Services, 1990 (see in particular, Table 3.2).

Note 5: The assumed "average cost of emergency shelter for one family" was the product of: (1) average number of days spent in emergency shelter by a homeless family in Memphis and (2) assumed average cost per day of providing that shelter. Item "1" (average length of stay) was computed at 92 days for Memphis, using a model developed by The Resource in combination with data on average length of stay in emergency and transitional housing in this location from the Homelessness Management Information System (HMIS) of the U.S. Department of Housing and Urban Development, 2011 Annual Homeless Assessment Report to Congress. Regional Reports available at: <http://www.hudhdx.info/PublicReports.aspx>. Item "2" (average cost per day) was assumed to be the lowest nightly cost of a hotel listed on Travelocity.com for this location at the end of the period covered in this study.

Note 6: This figure is the average number of people directly affected by legal aid housing cases in New York and Virginia for which eviction or foreclosure were prevented. This measure was derived by The Resource from outcomes data measured for all general civil legal aid programs in New York and Virginia, whose case outcomes are reported annually to the IOLTA funders in those states on a mandatory basis as a condition of their funding.

Exhibit 9: Cost Savings - Prevention of Foreclosure

Estimated Cost Savings - Prevention of Foreclosure	
A. Foreclosures Avoided	
1. Total extended representation cases in which legal problem was Foreclosure(see Note 1):	657
2. Assumed "Outcomes-to-Cases Ratio" (see Note 2):	61%
3. Total cases in which clients avoided foreclosure ("A.1" x "A.2"):	398
B. Cost Savings for Homeowners	
1. Assumed average value of home before foreclosure (see Note 3):	\$71,071
2. Average reduction in value per foreclosure (see Note 4):	43%
3. Savings per foreclosure avoided ("B.1" x "B.2"):	\$30,269
4. Estimated total savings over study period ("A.3" x "B.3"), millions:	\$12.00
C. Cost Savings for Neighboring Property Owners	
1. Assumed number of neighboring properties affected per foreclosure(see Note 5):	5
2. Assumed average value of homes in neighborhood(see Note 3):	\$71,071
3. Total value of neighboring homes that would have been affected by foreclosure of Program client's home ("C.1" x "C.2"):	\$355,356
4. Average reduction in property value of homes in neighborhood(see Note 6):	9%
5. Savings per foreclosure prevented ("C.3" x "C.4"):	\$31,982
6. Estimated total savings over study period ("A.3" x "C.5"), millions:	\$12.7
D. Cost Savings for Lenders	
1. Cost to lender, percent of loan on foreclosed property(see Note 7):	30%
2. Assumed average value of home before foreclosure (see Note 3):	\$71,071
3. Assumed loan-to-value ratio:	80%
4. Loss avoided by lender ("D.1" x "D.2" x "D.3"):	\$17,057
5. Estimated total savings over study period ("A.3" x "D.4"), millions:	\$6.80
E. Cost Savings for Local Governments	
1. Avoided loss in market value of Program client's home ("B.3" above):	\$30,269
2. Avoided loss in market value of neighboring properties ("C.5" above):	\$31,982
3. Total avoided loss in market value per avoided foreclosure ("E.1" + "E.2"):	\$62,251
4. Assessed value as percentage of market value in service area(see Note 8):	25%
5. Avoided loss in assessed value per avoided foreclosure ("E.3" x "E.4"):	\$15,563
6. Tax rate per \$100 in assessed value in service area(see Note 8):	\$4.02
7. Avoided loss in property tax revenues per avoided foreclosure ("A.3" x "E.5" x "E.6"):	\$626
8. Avoided loss in property tax revenues ("A.3" x "E.7"), millions:	\$0.20
9. Avoided cost/home in maintaining and policing vacant, foreclosed properties(see Note 9):	\$5,400
10. Total avoided cost of maintenance and policing ("A.3" x "E.9"), millions:	\$2.10
Total Estimated Cost Savings (Sum of B.4, C.6, D.5, E.8 and E.10), Millions:	\$33.8

Note 1: Source: programs' case tracking system.

Note 2: The number in this line is the "Outcomes-to-Cases Ratio," that is, the estimated percentage of total cases closed during the study period of this/the specific legal problem type(s) that produced the indicated outcomes. The Outcomes-to-Cases Ratio is a weighted average derived from two sources: (1) for those legal service providers in the study area whose case tracking systems include contemporaneous outcomes tracking, we used their MEASURED numl cases having the specified outcome; and (2) for those programs in the study area that do NOT have contemporaneous outcomes tracking systems in place, applied a "DEFAULT" value of the Outcomes-to-Cases Ratio. In this study, the default was the average value of this measure for all general civil legal aid programs in New York and Virginia, whose case outcomes are reported annually to the IOLTA funders in those states on a mandatory basis as a condition of their funding.

Note 3: Data were not available for the actual home values involved in the foreclosure cases handled by the legal aid programs in the study. For purposes of above estimates, we applied the conservative assumption that the average home value was the "Low Quartile Median" for the service area of the programs (Low Quartile Median is defined as the mid-point between the lowest value and the median value in an array of numbers.) To determine the home values in the service area, we consulted City-Data.com, at <http://www.city-data.com/housing>. The figure in line D.2 is the weighted average of the values for the geographic area served by the legal services programs. The weighting variable was the number of cases each helped to save from foreclosure.

Note 4: Source: Derived by the authors from data provided in Schloemer, Li, Ernst and Keest, "Losing Ground: Foreclosures in the Subprime Market and The Cost to Homeowners," Center for Responsible Lending, 2006; Table 6.

Note 5: For purposes of this computation, we assumed that only the homes adjacent to, or across the street from, a house undergoing foreclosure would be affected, amounting to 5 properties.

Note 6: Source: Schloemer, Li, Ernst and Keest, *ibid*, page 24.

Note 7: An article in Politifact.com reviews a variety of sources that indicate lender losses could be 30 percent, or even more. (See "Thaddeus McCotter says lenders lose 30 percent on foreclosures," Politifact.com, August 23, 2011).

Note 8: Source: <http://memphis.about.com/od/midsouthliving/qt/propertytax.htm> - "In Tennessee, property taxes are only applied to 25% of the appraised value of your home and property." The tax rate shown was for Memphis.

Note 9: Source: Schloemer, Li, Ernst and Keest, *ibid*, page 24. This is the lower bound of the range estimated by the Homeowner Preservation Fund for the costs of house inspections, additional policing of vacant properties, sheriff sales, etc., based on a study of Chicago-area foreclosures.

Exhibit 10: Cost Savings - Prevention of Domestic Violence

	Total Benefits
A. Extended Representation Cases	
1. Number of Divorce, Custody, Support, and/or DV Cases Closed by Extended Representation (see Note 1):	1911
2. Percentage of above cases in which (a) DV was involved and (b) DV was prevented (see Note 2):	36%
3. Number of cases for which client received protection from DV ("1" x "2")	680
B. Cost Savings Achieved	
1. Total cases in which clients received protection from DV ("A.3" above):	709
2. Average cost per year of medical treatment, counseling, police protection and other support per DV victim (see Note 3):	\$10,620
3. Annual savings from prevention of DV ("1" x "2"), \$M:	\$7.50
Total Savings from Prevention of Domestic Violence (\$M):	\$7.5

Note 1: Source: programs' case tracking data system

Note 2: The number in this line is the estimated percentage of the cases in the specific Family Law case types indicated in line A.1 in which (a) domestic violence was involved and (b) an Order of Protection was included among the outcomes achieved for the client. (Other outcomes may have been achieved as well, so this percentage should NOT be construed as a measure of effectiveness.) The percentage shown is a weighted average derived from two sources: (1) for those legal service providers in the study area whose case tracking systems include contemporaneous outcomes tracking, we used their MEASURED number of cases having the specified outcome; and (2) for those programs in the study area that do NOT have contemporaneous outcomes tracking systems in place, we applied a "DEFAULT" value of the Outcomes-to-Cases Ratio. In this study, the default was the value achieved by Memphis Area Legal Services, the program whose outcomes data in our judgement were the most complete and consistent, and therefore most reliable, among the general civil legal aid programs included in the study.

Note 3: The number in this line is the estimated cost savings per case in which clients avoided domestic violence as an outcome of legal assistance provided by the programs in the study. This measure was estimated using a model developed by The Resource that applies per-incident cost figures presented in the report, "The Economic Impact of Violence Against Women in Tennessee, 2013," by the Tennessee Economic Council on Women, summarized on pages 39 and 40 (http://www.tn.gov/sos/ecw/20131023_domestic_violence.pdf). The per-incident costs that are covered by this computation include only quantifiable factors such as workplace productivity and wages lost, medical and mental health treatment, social services, law enforcement, and judicial system costs. The annual savings per successful case are conservatively assumed to be the avoided cost of 3.1 episodes of domestic violence, the average number that occur during one year according to the National Violence Against Women Survey ("NVAWS") funded by the National Institute of Justice ("NIJ") and the Centers for Disease Control. The avoided costs of future episodes that might also have been prevented were not included in the savings calculated in the study, nor were intangibles included such as the impact of domestic violence on the quality of life of victims or their children.

Exhibit 11: Economic Impact per Dollar of Funding for Legal Services

	Total
1. Total Economic Impacts of Legal Services Providers in the Study (see Summary), \$M:	\$188.6
2. Total Funding for Civil Legal Services to Low-Income People (see Note below), \$M	\$16.83
Economic Impact per Dollar of Funding, "A.1" divided by "A.2":	\$11.21

Note: The number in this line is the the total funding received by the organizations included in the study for the provision of civil legal services to low-income people. The only exception was that less than full funding for Disability Rights Tennessee (DRT) was included because DRT's \$2.7 million budget covers a vast array of services for people with disabilities, only a relatively small part of which is direct legal assistance for low-income people. Inasmuch as the portion of that program's work that we were able to identify as contributing the kinds of impacts quantified by our study amounted to just 16 SSDI cases, we used those cases in computing economic impacts and accounted for their cost by conservatively assuming each of those 16 cases received \$1,000 of DR TN's funding.