

# Core Service Report

## General Legal Aid

Consumer Category:  
**Special Needs**

Primary Consumer Group:  
**Persons with Legal Issues**



February 2007

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## COMPANION REPORTS

In addition to the information included in this report, a report of the other core services (80 in total), community leader key informant interviews, United Way - First Call for Help staff focus groups, consumer snapshots, and e-survey of United Way funded executive directors, board presidents, and United Way Community Investment staff are available at <http://www.uws.org>.

## ACKNOWLEDGEMENTS

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# SNAPSHOT

**AIRS Code Level I: Criminal Justice & Legal Services**

**AIRS Code Level II: Legal Services**

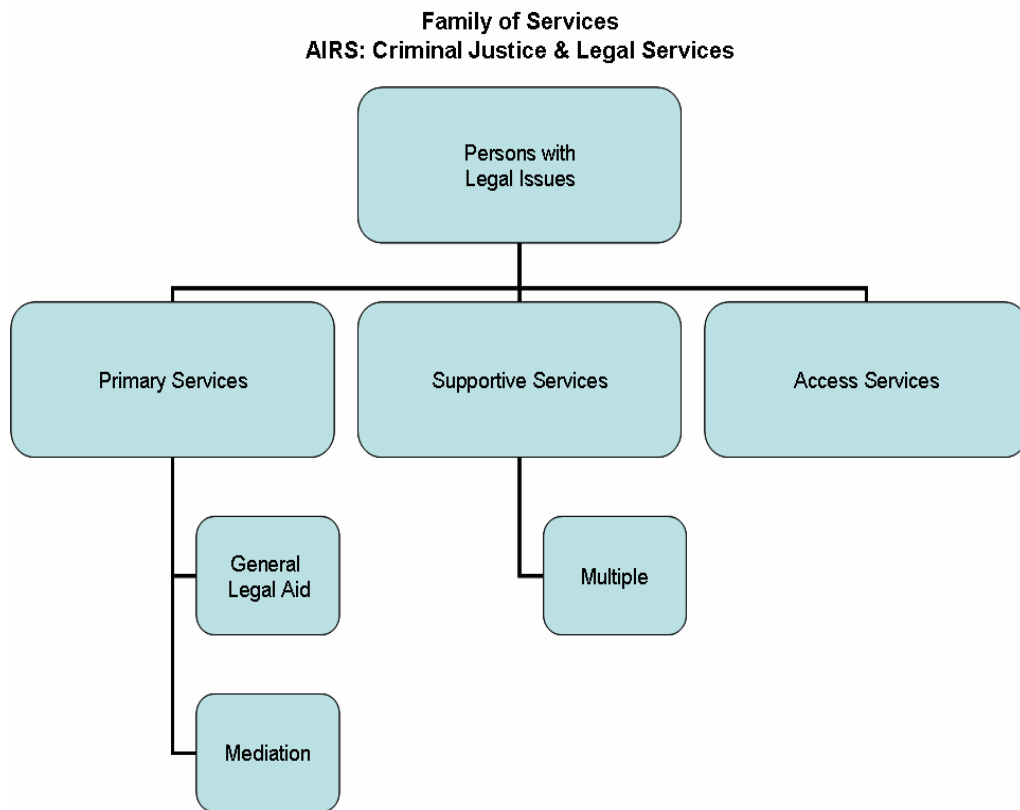
**Core Service: General Legal Aid FT-320)**

**Investment Committee: Strong Families=Successful Children Investment**

**Cluster: Basic Needs**

**AIRS Definition:** Programs that provide legal counseling and/or representation for low-income and indigent individuals who need assistance in routine legal matters, usually in the area of bankruptcy, housing, public benefits, family law, elder law, or immigration/naturalization.

General Legal Aid is one of two services in a family of services for persons with legal issues. (See figure below.)



*Core Service Environment*

Historically, legal aid has been viewed as a form of charity provided on a case-by-case basis with no effort to address the fundamental problems of poor people (National Legal Aid and Defender Society, 2004). Beginning in early 1960, a new model of legal services (as opposed to legal aid) emerged with programs located in multi-service centers, and legal services were

considered a component of the anti-poverty effort. Services would no longer be limited to criminal defense, but would address all areas of the law. Poor people and the organizations that represented them would be supported in advocating in front of the Supreme Court, administrative agencies, legislative bodies, and lower courts in order to improve conditions in such areas as income, housing, employment, working conditions, and education. As the American Bar Association summarizes, the goal of providing legal services is to accomplish “meaningful and lasting results” through resolving clients’ individual legal problems, improving laws and practices that affect low-income persons, and assisting low-income individuals in becoming economically self-sufficient (American Bar Association, 2005).

Within the past decade, many of the social programs on which low income legal aid clients have relied have undergone fundamental change (Houseman, A.W. (nd ). This includes the end of legal welfare, reduction of Food Stamp benefits, changed eligibility of SSI for severely disabled children, reductions in Medicaid and Medicare funding, development of Medicaid managed care programs, changes in federal housing programs that enable public housing authorities to serve more moderate income families, and essentially giving substantial state discretion and limited federal protections. In addition, in inner cities, there is an increasing concentration of poverty and racial isolation as well as fewer jobs, poorer schools, wretched housing and higher crime and substance abuse, all of which disproportionately affect children and minorities (Houseman, nd)

Not only will these social policy changes cause increased hardship, greater homelessness and less family stability for low-income persons, they will also fundamentally change the legal structure in which many poverty law advocates have effectively functioned in the past. There will be fewer legal rights to assert because the new Federal legislation eliminates many Federal mandates, entitlements and private rights of action, and a number of States have eliminated any State duty to provide assistance. (Houseman, nd)

The goal of providing equal access to justice for low-income persons who cannot afford legal services is the reason for the Legal Service Corporation’s (LSC) existence (LSC 2005). When Congress created LSC in 1974, it affirmed this goal and explicitly recognized in the LSC Act that: providing legal assistance to those who face an economic barrier to adequate legal counsel will best serve the ends of justice, assist in improving opportunities for low-income persons, and reaffirm faith in our government of laws.

Funding legal services for the poor remains a chronic public policy problem. The legal services system in the United States receives less funding than its counterparts in most of the other developed western nations (Houseman and Perle, 2003).

In recent years, Congress has imposed restrictions on federally funded legal services programs. Many legal services advocates believe that the restrictions, especially as they are applied to programs’ non-LSC funding, represent an unreasonable limitation on access to justice for poor people (Houseman and Perle, 2003). To secure necessary access to legal services, a partnership of federal and state governments, the private bar, and concerned private parties is needed.

*Core Service Consumers*

The target population addressed in this core service report is persons 18 or older who are below 125 percent federal poverty level in Cuyahoga County and need legal service.

Seven of the state studies explored the reasons that many people with a legal need do not seek legal help, but instead either do nothing or seek to resolve the problem on their own (LSC 2005). There were two primary reasons:

- Lack of understanding that the problem has a legal dimension and potential solution; and
- Low awareness of legal aid for civil matters.

A study of the legal needs of Ohio's poor by Spangenberg (1991) found that...

...only 17 percent of the legal need was being addressed in Ohio, with nearly 83 percent of the legal problems reported statewide going without legal attention. Utility, medical, education and discrimination problems received the most limited legal attention with only five percent of the total problems in these four categories getting legal help. Family and wills and estate problems most often received legal attention.

In 2000, 69,094 Cuyahoga County individuals 18 and older with incomes under 125 percent of poverty were considered to be in need of legal services. This population is projected to decrease through 2015 (68,806), primarily due to population shifts.

*Core Service Delivery*

The definition of the core service for this report is: programs that provide legal counseling and/or representation for low-income and indigent individuals who need assistance in routine legal matters, usually in the area of bankruptcy, housing, public benefits, family law, elder law, or immigration/naturalization. Additional services may include legal counseling, legal assistance, law clinics, individual employment issues, delinquency or custody cases, social services, professional services, consumer law, outreach and supportive services for seniors, and review of legal documents among many other services that oftentimes go unmentioned.

While the system of providing legal services includes public defenders, pro bono attorneys, university legal clinics, advice clinics, and other types of services, its foundation is the countrywide network of civil legal assistance programs funded by the Legal Service Corporation (LSC). Greater Cleveland's agency is the Legal Aid Society. In the mid-1960s, legal aid programs were part of the War on Poverty and housed in the Office of Economic Opportunities (OEO). Since the mid-1970s, LSC has been the standing entity that makes visible the need for equitable legal services for low-income persons. The Legal Services Corporation (LSC) is a private, nonprofit corporation established by Congress to seek to ensure equal access to justice for all Americans by providing civil legal assistance to those who otherwise would be unable to afford it.

The Legal Aid Society in Cleveland is currently working to preserve utility equity for the poor, to combat predatory lending practices, and to prevent unlawful evictions. Another high priority is advocating for the elderly, especially in the area of guardianships and conservatorships. It also identified welfare-to-work as one of the most important areas to address. Legal Aid wants to make certain its programs are building economic self-sufficiency, not simply reducing the welfare rolls.

Based on United Way - First Call for Help's (FCFH) database (February 2005), there are 14 providers of legal aid operating from 29 different sites, 5 of which are government and 8 are nonprofit (1 other). In FY 2004 (July 2003 to June 2004), United Way funded one of the providers. FCFH call data shows an increase in the number of total requests for legal aid assistance in the county: from 316 in 2000 to 535 in 2004 (69 percent). Over the same five-year period, FCFH had 2,349 requests for information about legal assistance. Of these requests, they were able to make referrals to 99 percent of callers.

Ohio's primary source of funding for civil legal aid is the Ohio Legal Aid Fund (OLAF). Total funding has increased from \$13.9 million in 2000 to \$20.3 million in 2005. Additional funding, from the Legal Services Corporation, decreased from \$11 million in 2000 to \$10 million in 2005 (Ohio Legal Aid Fund, 2006). Funding is expected to remain stagnant or decrease. Between calendar years 2002 and 2004, overall identified funding for general legal aid in Cuyahoga County remained relatively flat.

As of May 11, 2006, close to \$5.3 million in revenues for general legal aid programs has been identified countywide. Ninety-four percent of the revenues are from contracts or grants from government organizations. Foundations account for 4 percent of total funding reported and United way accounted for 2.5 percent from Investment Committee allocations and designations.

*What Works; What Doesn't*

Technology is increasingly being used to provide legal services. A recent international conference on legal services for low- and middle-income people found that the demand for free and low-cost legal services is growing much faster than available government funding for these services (Moore 2003). Legal services providers are responding to this economic reality by attempting to serve more people with the same resources, primarily through the innovative use of technology.

According to the Minnesota State Bar Association (2003):

When mediation does not work, legal services in the court can be used to ensure justice. Legal needs of low-income individuals often arise out of everyday problems that would be less of a burden for individuals with a greater economic cushion according to the Legal Services Corporation (LSC). By ensuring, for example, that individuals are not deprived of services for which they are entitled, more extreme outcomes can be avoided. In Minnesota, for example, legal aid to low-income individuals secured \$4 million in new child support orders, \$5 million in new federal disability benefits, and almost \$4 million in shelter costs by preventing families from being evicted or foreclosed. Additionally, legal services stabilize families in crisis, prevent abuse, prevent deprivation of basic needs, and school instability, thereby reducing risk factors for producing violent crime.

*Gap Analysis*

The estimated universe of possible consumers is 37,550 including realized (7,510) and unrealized (30,040) access.

## I. FOREWORD

### INTRODUCTION

United Way of Greater Cleveland (UW), in partnership with the Cuyahoga County Board of Commissioners, has initiated a large scale core service planning process to generate data and engage in community-wide dialogue about the community's safety net of core service and consumer needs in the Greater Cleveland area. In addition, UW envisions this process as an opportunity to better understand its role in the community and its long term capacity to improve the lives of Greater Clevelanders.

The primary goal of the Cuyahoga County core service research is to identify consumer needs and assess whether there are service gaps/duplications on a community-wide level. The findings from this research will guide future funding decisions at UW, and they will also be used to stimulate dialogue with other funders and groups in the community. United Way intends to continue to fund a broad array of "safety net" services that are important to the Greater Cleveland area. But it is hoped that the research findings will inform how UW dollars may be dispersed to have the greatest impact on current realities, needs, and priorities in the Greater Cleveland community.

### METHODOLOGY

United Way contracted with MCS Consulting Service, LLC, to conduct the core service research, which focuses on both the consumers served and services provided. (See Attachment 1 for list of members of the research team.) The research team has obtained information about each core service from multiple data sources. At the end of the research process there will be substantial information available for some services and less for others, which will provide a clearer picture of what information *is* available and where there are *significant gaps*.

The questions addressed are:

- Including public policies, what are the environmental influences that are impacting both service consumers and the capacity for service delivery?
- Who are the service consumers? What are the factors that lead to a need for services? How many consumers are there? How many have there been in the past several years and what factors influenced the historic trend line? What are the projected numbers for the future? What is their demographic profile? Where do they reside? How many are receiving services funded by government and/or United Way?
- What is the philosophy that drives service delivery? Has it changed? What does the service consist of? Who provides the service?
- What are the funding sources? What are the annual revenues from government sources, federated fund raising organizations, foundations, and United Way of Greater Cleveland? What are the historic government funding trends and what is projected for the future? What is the reimbursement amount?
- What works and what doesn't work in service delivery?
- Are there service gaps, duplication, under-utilization?

The primary information sources used for this report are:

- Results of 20 focus groups with 159 direct service staff of United Way member agencies and non-members, and key informant interviews with 93 experts in the respective service areas (February 2005). Participants were asked about consumer populations that are increasing and those with unmet needs; they provided insight about specific service gaps and duplication, as well as services they perceive to be outdated or under-utilized.
- United Way Program Report data for FY 2004 (July 2003 to June 2004). Each year United Way member agencies submit information to their respective investment committees on each funded core service they provide. Among other things, this information includes a demographic profile of the consumers served, the zip codes where the consumers reside, and all revenue sources that support the service. The research team has aggregated this information for each core service.
- United Way - First Call for Help call data (2000 to 2004) - United Way - First Call for Help provides a 24/7 information and referral service through its 211 telephone line. The research team analyzed data from its large database, which includes the names of service providers for most core services, the activities they provide and the zip codes in which they and those they serve are located, the number of calls received, and whether the need was met or unmet. Unmet needs are those for which there was no resource to reference.
- Literature reviews on service trends and issues as well as best practices (i.e., what works/ what doesn't work in service delivery), including impact on the individual/family and on the community.
- Searches for information on public policies that are currently impacting consumers or service delivery.
- U.S. Census and American Community Survey data for various time periods.
- Data from funders on actual consumer populations and funding levels.

(See Attachment 2 for technical notes on the research methodology as well as limitations of the data.)

## II. THE CORE SERVICE ENVIRONMENT

### CORE SERVICE ENVIRONMENT

Within the past decade, many of the social programs on which low income legal aid clients have relied have undergone fundamental change (Houseman, A.W. (nd ). This includes the end of legal welfare, reduction of Food Stamp benefits, changed eligibility of SSI for severely disabled children, reductions in Medicaid and Medicare funding, development of Medicaid managed care programs, changes in federal housing programs that enable public housing authorities to serve more moderate income families, and essentially giving substantial state discretion and limited federal protections. In addition, in inner cities, there is an increasing concentration of poverty and racial isolation as well as fewer jobs, poorer schools, wretched housing and higher crime and substance abuse, all of which disproportionately affect children and minorities (Houseman, nd)

Not only will these social policy changes cause increased hardship, greater homelessness and less family stability for low-income persons, they will also fundamentally change the legal structure in which many poverty law advocates have effectively functioned in the past. There will be fewer legal rights to assert because the new Federal legislation eliminates many Federal mandates, entitlements and private rights of action, and a number of States have eliminated any State duty to provide assistance. (Houseman, nd)

In the context of these changing public policies that are dramatically impacting the lives of low income families and individuals, a recent report by the Center for Law and Social Policy (Houseman, 2005) spells out the goals of the civil legal assistance system. It should have the capacity to:

- Educate and inform low-income persons of their legal rights and responsibilities;
- Inform low-income persons about the options and services available to solve their legal problems, protect their legal rights, and promote their legal interests; and,
- Ensure that all low-income persons, including individuals and groups who are politically or socially disfavored or have distinct and disproportionately experienced legal needs, have meaningful access to high-quality legal assistance providers when they have chosen options that require legal advice and representation.

In the United States, unlike most other developed countries, this capacity will be developed and implemented within each of the 50 states, the District of Columbia, Puerto Rico, and the territories. Within many states, progress is being made to achieve these three broad capacities, but the progress varies widely among states. This is primarily because of the huge funding differences among states, but it is also because states differ in how they are organizing their civil legal assistance systems and in the level of leadership and commitment by key stakeholders.

There are some broad generalizations that can be made about the U.S. system, but these generalizations do not apply to all states. For example, we are seeing new innovations in how providers intake clients and deliver legal assistance, increased involvement of legal aid providers in addressing the problems of self-help participants in the judicial system and a range of creative uses of the Internet and websites to provide legal information and coordinate advocacy. Funding is expanding for the overall legal aid system, with virtually all of the additional funds coming from state government and private sources. Moreover, many states are attempting to create comprehensive, integrated, statewide systems of delivery, which include a range of providers, many of which do not receive Legal Services Corporation (LSC) funds. LSC is a private, nonprofit corporation that provides government funding for legal services organizations in the United States. A number of states now have State Access to Justice Commissions often set up by state Supreme Courts and which involve a range of key stakeholders. However, many states have no concrete overall entity to oversee civil legal aid development.

Other changes affecting the civil legal aid systems are also occurring. State court systems, for example, are continuing to struggle with the large number of litigants who are not represented by a lawyer, particularly in the domestic relations area, and are beginning to develop innovative and systematic approaches to addressing this problem. Client legal problems are changing as U.S. social programs evolve, or to be more precise, devolve from the federal to state levels, and legal protections and entitlements are being eliminated or modified. And the demographics of low-income clients differ in significant ways from those who have been historically assisted by legal aid providers. Courts—particularly federal courts—are continuing to impose a host of restrictions, denying access to increasing numbers of litigants and refusing to consider legal issues under a variety of gate-keeping doctrines. These and many other developments outside of, but related to, the legal aid system are helping shape the civil legal aid system of today and that of the future.

The legal needs of the poor are different in several respects from those of middle and upper income Americans. According to LSC (2005) “civil legal needs of low-income people involve essential human needs, such as protection from abusive relationships, safe and habitable housing, access to necessary health care, disability payments to help lead independent lives, family law issues including child support and custody actions, and relief from financial exploitation.”

Jointly commissioned by the Ohio State Bar Association and the Ohio Metropolitan Bar Leaders Conference, the Spangenberg Report (1991) studied legal services for low-income persons in Ohio and distinguished among different services needed by the general population and the poor. It noted that...

...some legal problems like drafting a will or securing a divorce are not unique to the poor; others are “exacerbated by poverty, like a housing conditions problem when little affordable housing exists and the alternative may be homelessness, or a public utility problem where the

choice to pay an electric bill may mean foregoing a rent payment or the purchase of a needed prescription drug.

Still other problems are unique to the poor and relate to the increasingly complex bureaucracy that regulates their lives. At risk are basic human needs including food, shelter, and health care. The approval or denial of public benefits, for example, may be the critical element in a family's ability to survive as a unit; for children to attend school and have some hope for the future; for basic nutrition, shelter and health care to be maintained; and for people to undertake training and ultimately secure meaningful work.... The basic relationship of the poor to public bureaucracies is dependence, and this relationship is governed by law and regulation. It is often an adversarial relationship: benefits rarely are dispensed gratuitously nor are rights granted automatically. Even information on the rules can be difficult to obtain.

Historically, legal aid has been viewed as a form of charity provided on a case-by-case basis with no effort to address the fundamental problems of poor people (National Legal Aid and Defender Society, 2004). Beginning in early 1960, a new model of legal services (as opposed to legal aid) emerged with programs located in multi-service centers, and legal services were considered a component of the anti-poverty effort. Services would no longer be limited to criminal defense but would address all areas of the law. Poor people and the organizations that represented them would be supported in advocating in front of the Supreme Court, administrative agencies, legislative bodies, and lower courts in order to improve conditions in such areas as income, housing, employment, working conditions, and education. Advocacy for change of laws and policies that affect poor people would also be considered an important component of this philosophy (National Legal Aid and Defender Society, 2004). As the American Bar Association summarizes, the goal of providing legal services is to accomplish “meaningful and lasting results” through resolving clients’ individual legal problems, improving laws and practices that affect low-income persons, and assisting low-income individuals in becoming economically self-sufficient (American Bar Association, 2005).

Based on this history, the terms that describe legal services have also changed. According to the Center for Law and Social Policy, the term “legal aid” refers to programs that provided legal assistance to low-income persons prior to the federal funding in the mid-1960s (Houseman and Perle, 2003). The term “legal services” describes programs that were established after federal funding was instituted in 1965. “Legal assistance” is a generic term used to identify efforts to provide legal assistance to low-income community members; it is sometimes used interchangeably with the other two terms.

According to a recent study by LSC (2005), there have been changes in the legal service delivery system over the past decade. For example, state bars and state courts have become increasingly involved in supporting civil legal assistance. Interest on Lawyers Trust Accounts (IOLTA) has expanded and survived constitutional challenges. There are now non-LSC-funded providers and there are more requirements for documenting non-federal funding levels. Part of the study included an analysis of nine recent state studies (LSC, 2005). The analysis found:

- The nine state studies found that low-income households experience a per-household average of legal needs ranging up to more than three legal needs per year.

- All nine recent state studies found that only a very small percentage of the legal problems experienced by low-income people (fewer than one in five) is addressed with the assistance of a private or legal aid lawyer.
- Taken together, the recent state studies indicate that a large percentage of low-income people experiencing a problem with a legal dimension do not understand that there may be a legal solution.
- The recent state studies show that a majority of low-income people either do not know about the availability of free legal services or do not understand that they are financially eligible for them.
- Finally, analysis of these studies shows that even if the problems considered are limited to those considered to be “very important” by the household experiencing them and understood by the household to call for legal help, a large majority of the problems are not addressed with the help of a lawyer.

Increasingly, states have joined with the federal government in providing financial resources for low-income persons in need of legal assistance and have developed their respective administrative bodies to implement the state policies. The fundamental restructuring in the legal services delivery system that has begun over the last several years is likely to continue and may accelerate (Houseman and Perle, 2003).

Many states are committed to developing comprehensive, integrated systems of legal services delivery. The majority of states are working to develop effective state support capacities to ensure that issues affecting large numbers of clients are addressed at a statewide level. In many states, formerly separate LSC grantees have merged to form statewide or regional programs. In virtually every other state, staff members from different programs collaborate on substantive issues through task forces, co-counseling arrangements, e-mail lists, and other vehicles. Many have adopted statewide systems to coordinate client outreach and community legal education to increase the awareness of members of the low-income community about their legal rights and to prevent legal problems from arising. Most states are working to develop and implement technologically advanced systems for client intake and to provide advice and brief services. In many states, programs are working together to raise non-LSC resources.

The difference between the current level of legal assistance and the level which is necessary to meet the needs of low-income Americans is the “Justice Gap.” (LSC, 2005) LSC’s research reveals...

...a very serious shortage of civil legal assistance—an urgent justice gap—in the United States:

- The research continues to demonstrate that many who need the help of lawyers do not seek it, for a variety of reasons. Even for this very-reduced group who *do* seek assistance, only half of those who get so far as to seek help from an LSC-funded provider will actually receive assistance, and a significant part of the time it will be less assistance than they need.

- The recent state legal needs studies confirm earlier research and reveal that conservatively less than one in five—20 percent—of those requiring civil legal assistance actually receive it.
- “Nationally, on the average, every legal aid attorney (including those funded by all sources) serves 6,861 people. In comparison, there is one private attorney providing personal services for every 525 people in the general population.

In 2001, a conference sponsored by the Legal Services Corporation (LSC) on client-centered legal services developed the following as emerging legal issues for the poor.

- Work-related issues—transportation, wages and hours, working conditions (especially for undocumented aliens); unemployment compensation.
- Welfare-to-work issues—the goals should be building economic self-sufficiency, not reducing the welfare rolls.
- Schools—problems in responding to non-English speaking people.
- Health care issues—especially for children, low-wage workers.
- Lack of affordable housing.
- Consumer issues—predatory lending, fraud targeted to immigrants, foreclosures, utilities (large increase in utility costs).
- Children of working families—child care issues; increase in neglect and dependency proceedings.
- Problems of low-income fathers—increased prosecution of child support offenders with no funds for their defense—consequences can include loss of driver’s license and resulting loss of job.
- Problems of elderly, many without family—conservatorship, health issues.
- Family problems of undocumented immigrants—e.g. domestic violence (for which it is very hard to find attorneys).

## PUBLIC POLICY ISSUES

### **NATIONAL**

#### *Legal Service Corporation*

The goal of providing equal access to justice for low-income persons who cannot afford legal services is the reason for the Legal Service Corporation’s (LSC) existence (LSC 2005). When Congress created LSC in 1974, it affirmed this goal and explicitly recognized in the LSC Act that:

...providing legal assistance to those who face an economic barrier to adequate legal counsel will serve best the ends of justice, assist in improving opportunities for low-income persons, reaffirm faith in our government of laws.

Funding legal services for the poor remains a chronic public policy problem. The legal services system in the United States receives less funding than its counterparts in most of the other developed western nations (Houseman and Perle, 2003).

In the United States, the annual per capita government expenditures for civil legal assistance is \$2.25, while the equivalent figure for England is \$32. Federal funding for legal services has declined in purchasing power over the last 20 years and is a far smaller share of the overall funding for civil legal assistance ... Although LSC has made substantial gains in developing a much stronger bipartisan consensus in Congress in support of continued funding, the political leadership of the United States remains deeply divided about whether there should be a federally funded legal services program, and, if so, how it should be structured.

In recent years, Congress has imposed restrictions on federally funded legal services programs. Many legal services advocates believe that the restrictions, especially as they are applied to programs' non-LSC funding, represent an unreasonable limitation on access to justice for poor people (Houseman and Perle, 2003).

To secure necessary access to legal services, a partnership of federal and state governments, the private bar, and concerned private parties is needed. According to LSC (2005):

The federal contribution has lagged badly over the past two decades. Compared to its high water mark of \$321,300,000 in FY 1981—\$687,063,000 adjusted for inflation—the FY 2005 appropriation of \$330,803,705 represented only 49 percent of the earlier amount. By contrast, the contributions from state government, the private bar and other partners to LSC-funded programs have increased approximately three and one-half times over the same period. Notwithstanding this strong support in a significant number of states, the real dollar decline in the federal contribution means that in large portions of the country the justice gap is wider than it was twenty-five years ago.

The LSC (2005) report goes on to say:

While the available attorney comparison suggests there may be a much deeper problem, the more conservative “one-in-five-require-help” data from the scientific legal needs studies appears to be the best benchmark to gauge the current size of the justice gap, and suggest what necessary access will require. Assuming that the other partners at least maintain their proportionate levels of effort as the nation moves toward necessary access, the one-in-five measure suggests that the federal baseline share must be at least five times greater than it is now, or \$1.6 billion.... As an initial critical step, there must at least be enough funding to serve all of those currently requesting help from LSC grantees.

Houseman and Perle (2003) note that...

...since the 1996 reductions in LSC funding, many programs successfully secured substantial additional new funding to support civil legal services. Legal services programs have received non-LSC federal funding from the Department of Justice under the Violence Against Women Act, the Department of Housing and Urban Development, the Internal Revenue Service, and other federal agencies. Funds also have come from general state or local government appropriations and from contracts with state or

local agencies to assist them in establishing eligibility of individuals for federal benefits, including Supplemental Security Income/Social Security Disability Insurance programs and Medicaid. In addition, programs have received funding from court filing fee surcharges; attorney registration fees or state bar dues assessments, check-offs, or add-ons; state abandoned property funds; punitive damage awards; and various other state and local government initiatives. Since 1982, funding for civil legal aid derived from state and local governments has increased from a few million dollars to over \$215 million per year. However, the exact amount of state funding for civil legal assistance has not been fully documented, because much of this funding has gone to non-LSC-funded programs that do not have to report to any central funding source, unlike LSC-funded programs.

LSC-funded legal services programs have also been successful in securing substantial increases in funding from private sources, including foundation and corporate gifts, donations from individual philanthropists, United Way campaigns, special events, grants from religious institutions, fee-for-service projects, private bar fundraising campaigns, grants from bar associations, voluntary bar dues check-offs or add-ons, *cy pres* awards, and awards from attorneys' fees pursuant to fee-shifting statutes where permitted under the LSC restrictions.

In essence, when Congress passed the LSC appropriation riders in April 1996, it determined that federal funds should go only to those legal services programs that focused on individual representation and concentrated on clients' day-to-day legal problems, while broader efforts to address the more general systemic problems of the client community and to ameliorate poverty should be left to those entities that did not receive LSC funds. Along with the new restrictions came a major reduction in funding. The LSC appropriation was cut by 30 percent, from \$400 million for FY 1995 to \$278 million for FY 1996. Final 1996 statistics revealed the staggering cost of the funding cuts: the number of cases that were closed fell from 1.7 million in 1995 to 1.4 million in 1996; during the same period, the number of attorneys working in LSC-funded programs nationwide fell by 900, and 300 local program offices closed. (Houseman and Perle, 2003)

### III. THE CORE SERVICE CONSUMERS

#### DEFINITION OF TARGET POPULATION

The target population addressed in this core service summary is persons 18 or older below 125 percent federal poverty level in Cuyahoga County who are considered to be in need of legal services. The AIRS definition targets the core services to “low-income and indigent individuals who need assistance, legal counseling and/or representation in routine legal matters, usually in the area of bankruptcy, housing, public benefits, family law, elder law, or immigration/naturalization.” The American Bar Association projects the need to be 47 percent of this population in a given year. While children may also be in need of legal services, it is assumed that their parents or guardians will be acting in their behalf and thus the focus on adults.

#### DEMOGRAPHIC CHARACTERISTICS

The Center for Law and Social Policy recently reported on the trends of the low-income consumers of legal assistance services and the legal problems that could arise from them (Houseman, 2001). As a result of welfare reform policies, many consumers will be working or attempting to join the work force. This can affect children of single mothers who may encounter more severe problems because their mothers are working and not available to provide supervision. Legal service providers will also be representing more immigrants and more Hispanics than previously, as well as more elderly persons who may possibly have more severe health and long-term care problems than previous cohorts. The result is an agenda for legal services that crosses many service areas:

- Providers of legal assistance will be handling more pre-employment and post-employment issues, including removing barriers to employment.
- Arrest or conviction records will need to be expunged.
- Homeless persons will need housing before they can be employed.
- Persons who have had their driver’s licenses suspended or their car impounded (if arrested when the license is suspended) will need assistance.
- Once employed, consumers will have issues related to the employment of low-income persons in low-wage work. For example, they may need assistance to obtain wages, improve working conditions, and remedy employment discrimination in regard to job advancement or termination.
- Even though employed, consumers will need government supports such as food stamps, child care, transportation, and supplementary cash assistance because of their low wages. They may also work in jobs where health insurance is unavailable or too expensive. Others may be eligible for Medicaid or the State Child Health Insurance Program but not know that they can receive these benefits.
- Single parents will need to obtain child support to make ends meet. They may also need access to effective education and skill training programs.
- There will be need for advocacy to promote increases in wages and maintenance or development of programs to increase low-wage families’ access to effective post-secondary education programs. There may be increased need for representation so that low-wage workers obtain unemployment insurance.

- There is likely to be myriad consumer problems associated with low-wage workers, such as predatory lending practices, new issues of credit, and car purchases and repossessions.
- Some potential wage earners may need publicly supported employment because they are not able to participate in the private labor force because of low skills, substance abuse, mental health problems, learning or physical disability, language barriers, or the impact of domestic violence.
- The civil legal assistance system will also need to develop strategies to protect clients from eviction or loss of a home, and remedy fraudulent land and home purchases.
- Assistance providers will have to determine how they can improve the education system to ensure that all children, including racial minorities, immigrants, and those with language needs receive an effective education.
- The civil legal assistance system must protect low-income children from unfair truancy laws, discriminatory expulsion policies, and unrealistic zero-tolerance policies and work to ensure alternative education programs for children who are expelled.
- Family law is another area of need for representation in domestic violence and child welfare cases and to determine how to assist grandparents who are raising their grand children.

The LSC study (2005) found that LSC programs were unable to service approximately one million people seeking legal help in 2005. In comparison, slightly under a million people were served by LSC-funded programs in 2004, demonstrating that for every client served by an LSC-funded program, at least one eligible person seeking help will be turned down. Legal assistance agencies were primarily unable to serve persons with family problems followed by housing and consumer issues.

Seven of the state studies explored the reasons that many people with a legal need do not seek legal help, but instead either do nothing or seek to resolve the problem on their own (LSC 2005). There were two primary reasons:

- Lack of understanding that the problem has a legal dimension and potential solution; and
- Low awareness of legal aid for civil matters.

According to the National Legal Aid and Defender Society (2004), causes and risk factors for needing legal services are:

- Being indigent;
- Housing instability;
- Lack of financial planning skills and financial insecurity;
- Victim of domestic violence;
- Grandparents as caregiver;
- Being vulnerable to predatory lending (often targeting elderly or unsophisticated consumers);
- Having a mental illness; and
- Receiving public assistance.

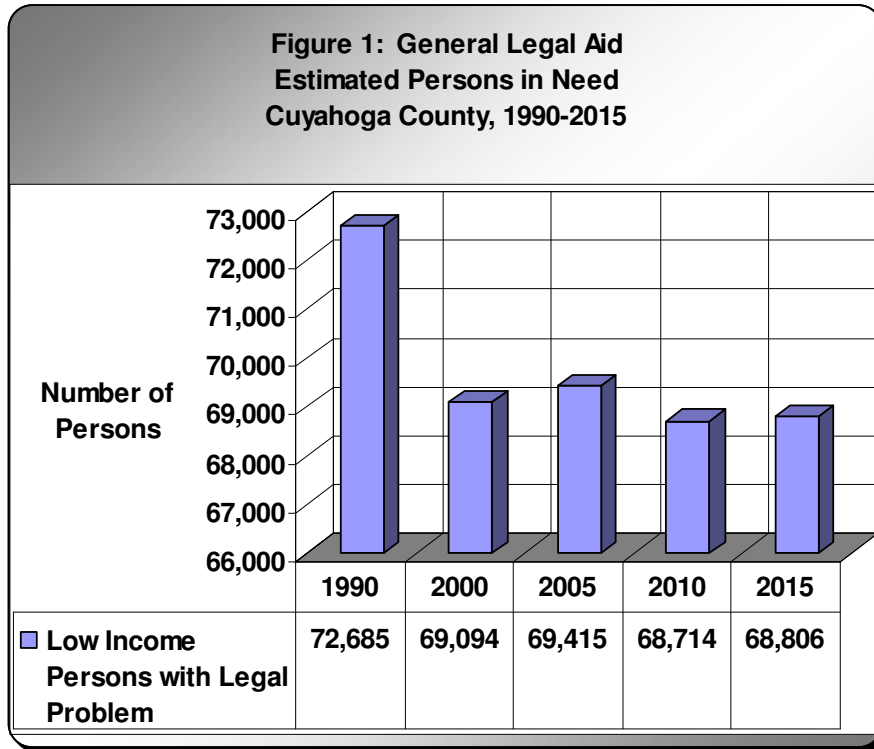
According to an American Bar Association study conducted in 1994, categories of needs reported most often were personal finances and consumer issues (13 percent) and matters pertaining to housing and real property (also 13 percent).

A study of the legal needs of Ohio's poor by Spangenberg (1991) found the following:

- Ohio's low-income households experienced close to one million civil legal problems during the 10 year study period.
- The four most frequently mentioned categories of civil legal need reported statewide by telephone survey respondents (in descending order of frequency) were: consumer; housing; medical; and family problems.
- Only 17 percent of the legal need was being addressed in Ohio, with nearly 83 percent of the legal problems reported statewide going without legal attention. Utility, medical, education and discrimination problems received the most limited legal attention with only five percent of the total problems in these four categories getting legal help. Family and wills and estate problems most often received legal attention. Only about half the problems in both these latter categories, however, received legal help.
- Twenty percent of the low-income households surveyed said that free legal services were available to them. Sixty-six percent categorically said that no free legal services were available, while 15 percent said they did not know whether free legal services were available. Since, theoretically, free legal services are available throughout Ohio, the telephone survey results indicate low awareness of such services.
- Low-income members of certain special population groups had legal needs which often went unserved because of the unique barriers they faced in accessing the legal system. The special populations most often highlighted during site visits included the elderly, farmworkers, children, the homeless, veterans, and people with disabilities.

*Estimated Persons in Need*

In 2000, 69,094 Cuyahoga County individuals 18 and older with incomes under 125 percent of poverty were considered to be in need of legal services. This is based on an American Bar Association study conducted in 1994, which found that 47 percent of low-income households have a legal need during a year. This population is projected to decrease through 2015 (68,806) primarily due to population shifts. (See Figure 1.)



Sources:

\* U.S. Census: 2000, SF3 (PCT50). Other years use 2000 rate of 14.4 percent of population 18+.

\*\* An American Bar Association Study (1994) estimates that 47 percent of the low income population has a legal issue in a given year. This was applied to the Census figure for persons 18+ under 125 percent of poverty.

It is recognized that this is a conservative estimate of persons in need of general legal aid because persons over the 125 percent of federal poverty, especially the working poor, also potentially could need general legal aid. However, it is a number that begins to offer some clarity about the extent of need in Cuyahoga County.

## REALIZED ACCESS TO SERVICE

Realized access to service is represented by the numbers of consumers actually served. It includes the actual number of consumers reported by agencies funded by United Way of Greater Cleveland and by government funders from which it was possible to obtain data. Thus, it is an underestimate of actual numbers of consumers receiving service.

In FY2004, United Way of Greater Cleveland funded 6,282 Cuyahoga County residents 18 years and older for general legal aid. The Western Reserve Area Agency on Aging (WRAAA) funded 1,228 in CY 2004. (See Attachment 3.)

Forty-six percent of the county's total 18+ population is male and 54 percent female. Both United Way of Greater Cleveland and WRAAA served close to one quarter male and three quarters female.

In 2000, according to the U.S. Census, 45 percent of the county's total 18+ population under 125 percent of poverty was Caucasian, 48 percent African American, and 2 percent Asian. Consumers funded by United Way of Greater Cleveland were 27 percent Caucasian, 60 percent African-American, and 1 percent Asian. Only 7 percent of data concerning racial aspects were unreported. WRAAA served 58 percent Caucasian, 40 percent African American, and 0.2 percent Asian.

While 5.5 percent of the county's total 18+ population under 125 percent of poverty was Hispanic, 7 percent of United Way funded consumers and 2 percent of WRAAA funded consumers were Hispanic.

Sixty-one percent of those funded by United Way reported an annual household income between \$10-14,999, 21 percent reported an annual household income of \$15,000-\$19,999, 11 percent reported an annual household income of \$20,000-\$29,999, and 6 percent reported an annual household income of \$30,000 and above. Financial data was not available for WRAAA funded consumers.

Fifty-seven percent of the county's population 18 years and older under 125 percent of poverty reside in Cleveland while 43 percent are in suburb. Sixty-three percent of consumers funded by United Way resided in Cleveland and 36 percent in suburbs. No data was available for WRAAA consumers. (See Attachment 4.)

## IV. CORE SERVICE DELIVERY

### CORE SERVICE DEFINITION

The definition of the core service is: programs that provide legal counseling and/or representation for low-income and indigent individuals who need assistance in routine legal matters, usually in the area of bankruptcy, housing, public benefits, family law, elder law, or immigration/naturalization. Additional services may include legal counseling, legal assistance, law clinics, individual employment issues, delinquency or custody cases, social services, professional services, consumer law, outreach and supportive services for seniors, and review of legal documents as well as many other services that often go unmentioned.

### BACKGROUND ON CORE SERVICE

By 1970, the basic structure of the legal services program was in place (Houseman and Perle, 2003).

It was differentiated from traditional legal aid by five principal elements:

- The notion of responsibility to all poor people as a “client community.” Local legal services programs attempted to serve, as a whole, the community of poor people who resided in their geographic service area, not simply the individual clients who happened to be indigent and who sought assistance with their particular problems.
- The right of clients to control decisions about the priorities that programs would pursue to address their problems. The legal services program was a tool for poor people to use, rather than simply an agency to provide services to those poor people who sought help.
- A commitment to redress historic inadequacies in the enforcement of legal rights of poor people caused by lack of access to those institutions that were intended to protect those rights. Thus, “law reform” was a principal goal for the legal services program during the early years.
- Responsiveness to legal need rather than to demand. Through community education, outreach efforts, and physical presence in the community, legal services programs were able to help clients identify critical needs, set priorities for the use of limited resources, and fashion appropriate legal responses, rather than simply respond to the demands of those individuals who happened to walk into the office.
- Legal services programs were designed to provide a full range of service and advocacy tools to the low-income community. Thus, poor people were to have at their disposal as full a range of services and advocacy tools as affluent clients who hired private attorneys.

With the growth of the legal services program came significant changes in the ways in which poverty advocacy was conducted and in the manner in which services were delivered, along with changes in the role of LSC. At the local and state level, advocates became more specialized. Separate units for “law reform” work that had been the hallmark of the

Office of Equal Opportunities-funded legal services programs were incorporated into the general framework of the program, and efforts were made to better integrate law reform and basic service work. Local program staff received more and better training, and coordination between programs increased. New fields of poverty law emerged, such as advocacy for persons with disabilities, veterans, nursing home residents, the institutionalized, and other groups with special problems of access to legal services. Paralegals developed into full-fledged advocates and included among their numbers many former clients, as well as former social workers and community activists.

Perhaps most important, legal services lawyers were able, through sustained and effective advocacy, to fundamentally change the way public and private entities dealt with the poor. Legal services representation helped alter the court system by simplifying court procedures and rules so that they could be understood by, and made more accessible to, low-income people with limited education. Legal services were also on the forefront of community legal education and self-help initiatives. As a result of legal services representation, welfare and public housing bureaucracies, social service agencies, schools, and hospitals began to act in accordance with established rules and to treat poor people more equitably and in a manner more sensitive to their needs. Legal services programs were on the forefront of the efforts to assist women who were victims of domestic violence and to ensure that police and prosecutors took their complaints seriously and treated them as victims of criminal acts by their abusers rather than simply as parties to domestic squabbles. (Houseman and Perle, 2003)

While the system of providing legal services includes public defenders, pro bono attorneys, university legal clinics, advice clinics, and other types of services, its foundation is the countrywide network of civil legal assistance programs funded by the Legal Service Corporation. Greater Cleveland's agency is the Legal Aid Society. In the mid-1960s legal aid programs were part of the War on Poverty and housed in the Office of Economic Opportunities (OEO). Since the mid-1970s, LSC has been the standing entity that makes visible the need for equitable legal services for low-income persons. The Legal Services Corporation (LSC) is a private, nonprofit corporation established by Congress to seek to ensure equal access to justice for all Americans by providing civil legal assistance to those who otherwise would be unable to afford it.

LSC is headed by an 11-member bipartisan board of directors appointed by the president and confirmed by the Senate. LSC does not provide legal services directly. Rather, it provides grants to independent local programs selected through a competitive system. In 2002, LSC funded 179 local programs. Together it serves every county and congressional district in the nation, as well as the U.S. territories.

Over the past several decades, LSC and its network of providers across the county have effectively represented...

...low-income persons and has achieved many significant results for the low-income community from the courts, administrative agencies, and legislative bodies. Without civil legal assistance programs, there would be virtually no access to civil justice for low-income persons in the United

States, and the goal of equal justice for all would be only a distant dream.  
(Houseman and Perle, 2003)

The civil legal assistance delivery system is undergoing a fundamental change according to the Center for Law and Social Policy (Houseman, 2001). It is...

...changing from a system of local providers with responsibility for service in one geographic area to comprehensive, integrated statewide systems of delivery – state justice communities - that involve a number of civil legal assistance providers (not all of which are funded by LSC). In some states, this new system is coordinated or even managed by a broadly representative access to justice commission. State justice communities seek to involve a single point of entry for all clients, integrate all institutional and individual providers and partners, and seek to provide access to a range of services for all eligible clients no matter where they live, the language they speak or the ethnic or cultural group of which they are a member.

The newly emerging state systems are being designed to reach three fundamental objectives of a client-centered civil legal assistance delivery system: first, to increase awareness of rights, options and services; second, to facilitate access to legal assistance so that no one is left out; and third, to provide a full range of civil legal assistance and related services to enable low-income persons to anticipate and prevent legal problems from arising, resolve their legal problems efficiently and effectively protect their legal rights, promote their legal interests, enforce and reform laws and improve their opportunities and quality of life.

### Ohio and Cuyahoga County

The Ohio Legal Assistance Foundation (OLAF) is a statutorily created nonprofit organization committed to equal access to justice. Among the 35-plus foundation board members are appointees from the governor, the attorney general, the chief justice, the state treasurer, the state public defender, the speaker of the Ohio House of Representatives and the Ohio Senate president. The OLAF was created as a result of the 1991 Spangenberg Report. The report, a statewide assessment of the legal needs of the poor, revealed that 83 percent of the civil legal needs of the poor received no attention.

OLAF is charged with administering state funds for Ohio's legal aid societies and maintains responsibility for disbursing proceeds from civil filing fee surcharges and revenues from the "Interest on Lawyers Trust Accounts" (IOLTA) and "Interest on Trust Accounts" (IOTA) programs.

State funds for civil legal services to the poor are distributed to legal aid societies throughout the state. Every county is served by a legal aid society. The state funds are distributed by a statutory formula based on the poverty population in each county. This ensures that the money goes where the poor people—and the legal problems—are located.

Ohio State Legal Services Association is a nonprofit law firm founded in 1966 by the Ohio State Bar Association. It has a direct service component (Southeastern Ohio Legal Services) and a state support center. The administrative offices and the state support unit are located in

Columbus. The direct service offices are located throughout central and southeastern Ohio, covering 30 counties.

The Legal Aid Society in Cleveland is currently working to preserve utility equity for the poor, to combat predatory lending practices, and to prevent unlawful evictions. Another high priority is advocating for the elderly, especially in the area of guardianships and conservatorships. It also identified welfare to work as one of the most important areas to address. Legal aid wants to make certain that the program's goals are building economic self-sufficiency, not simply reducing the welfare rolls. In 2004, the Legal Aid Society of Cleveland's 39 attorneys handled more than 8,500 cases in the five counties it serves: Cuyahoga, Lorain, Lake, Geauga and Ashtabula.

In addition to these formal structures for providing legal services to low-income persons, some attorneys volunteer through clinics sponsored by various organizations. Depending on an individual client's situation, a volunteer attorney may offer brief advice, may refer the client to an agency or program that can assist the client, or may consider representing the client on an ongoing basis.

In the November/December 2005 issue of *Ohio Lawyer* and the first national survey of pro bono activity, 66 percent of the responding attorneys reported providing free legal services to persons of limited means or to organizations that support such individuals. The ABA's (American Bar Association) goal to have its membership provide at least 50 hours per year of pro bono work was met by 46 percent of those responding. A total of 1,100 attorneys were surveyed with 81 percent from private practice, 9 percent from corporate council, 9 percent from government, and 1 percent from academia. The reasons they reported for serving the needs of the poor were 70 percent do so as the result of a personal sense of responsibility and personal satisfaction while another 34 percent recognize the needs of the poor. The OSBA (Ohio State Bar Association) recommends the 50 hours of pro bono service or a \$500 contribution annually to organizations that provide legal services to the poor.

The Spangenberg (1991) study found the following about cases in Ohio:

- The majority of cases handled by LSC-funded staff programs in Ohio were family law cases, with housing and consumer cases also receiving significant attention from providers.
- Clients with problems in the areas of education, employment, juvenile, health, and individual rights rarely received the assistance of a legal services attorney.
- In 1989, LSC staff programs handled approximately 51,000 cases.
- As a result of resource limitations and staff reductions, more than three-quarters of the LSC funded staff programs had to cut back on the types of cases handled since 1981 and a majority had to limit intake to emergencies only at some point during the past year.
- Caseload estimates indicate that law school clinical programs in Ohio handled a tiny percentage of the legal needs of the poor. Clinical programs uniformly did not see themselves as a potential source of high-volume legal services to the poor. Rather, their orientation was primarily on the educational value of a particular case experience.
- On a statewide basis, the total number of private attorneys involved in organized pro bono efforts was small; participation was particularly low in the rural areas of the state. Certain urban pro bono programs, however, were making a significant contribution by handling a substantial portion of their local staff program's total caseload. Nevertheless, the private bar in Ohio was handling less than one percent of the poor's documented

legal needs through organized pro bono projects. These efforts were focused on the family law area, particularly on divorces.

- The LSC sponsored or coordinated pro bono projects handled approximately 6,500 civil legal problems for low-income people in Ohio in 1989.
- Just under half of the private attorneys surveyed indicated that they had provided informal pro bono services directly to low-income persons during the past year. Only a small percentage of private attorneys surveyed, however, made financial contributions to legal services programs, and those in nominal amounts.

Currently, the Cleveland Bar Association is striving to get more law firms to commit a specific number of hours for pro bono legal work. The goal is to get 50 law firms to commit to 100,000 hours with about 2,500 lawyers. The initiative also will create a new task force that will look at better coordination of the area's pro bono work.

The Cleveland Homeless Legal Assistance Program (CHLAP) is a joint project between NEOCH (Northeast Ohio Coalition for the Homeless) and the Cleveland Bar Association. It is designed to provide legal assistance to indigent people who are homeless, in danger of becoming homeless, or have been homeless in the recent past. Many people who attend the intake sessions are not homeless; however, they are poor and unable to hire an attorney. CHLAP provides assistance to them as well. The program sponsors intake sessions at various Cleveland locations and volunteer attorneys staff the intake sites. These attorneys provide legal advice and assistance on a variety of legal issues—family law, housing, expungements, and public benefits comprise the majority of cases. The program does not represent individuals charged with crimes. Those clients are referred to the Cuyahoga County Public Defender's office to receive representation.

#### *United Way – First Call for Help Call Data*

Based on United Way - First Call for Help's (FCFH) database (February 2005), there are 14 providers of legal aid operating from 29 different sites, 5 of which are government and 8 are nonprofit (1 other). In FY 2004 (July 2003 to June 2004), United Way of Greater Cleveland funded one of the providers. (See Attachment 5 and 6.)

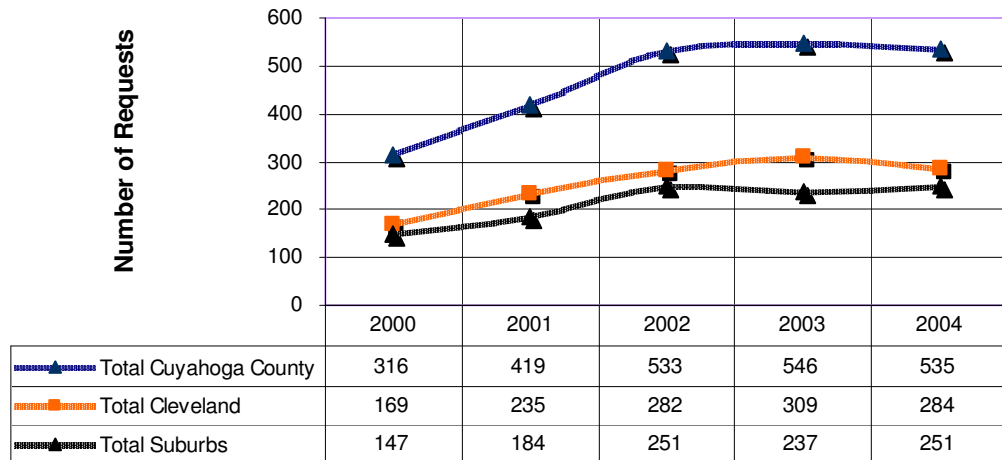
United Way - First Call for Help call data shows an increase in the number of total requests for legal aid assistance in the county: from 316 in 2000 to 535 in 2004 (69 percent) with a 68 percent increase in Cleveland (169 to 284 requests) and a 71 percent in the suburbs (147 to 251 requests). (See Figure 2.)

Calls came from about one-fourth of Cuyahoga County zip codes with the following experiencing the highest average number of calls from 2000-2004:

- 44102 (Cleveland/Brooklyn) – 44;
- 44108 (Cleveland/Bratenahl)- 41; and
- 44105 (Cleveland/Newburgh Hts/Garfield Hts) – 40.

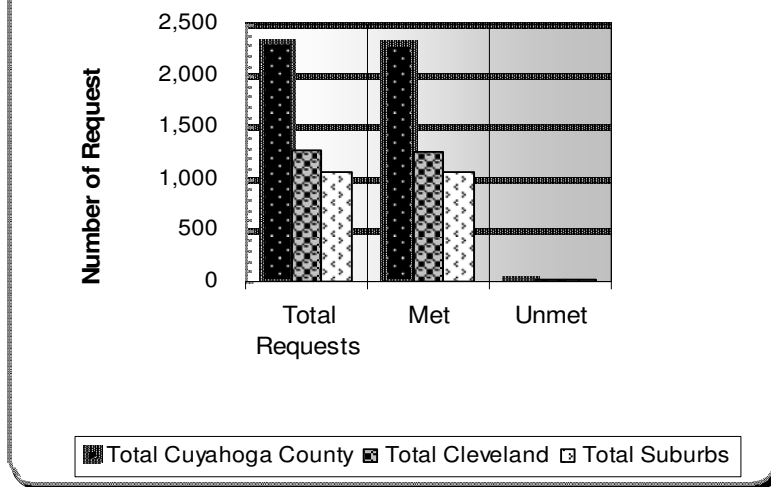
(See Attachment 7.)

**Figure 2: General Legal Aid  
United Way - First Call for Help Requests 2000-2004  
Greatest Increase/(Greatest Decrease)**



Over the same five-year period, United Way - First Call for Help had 2,349 requests for information about legal aid. Of these requests, they were able to make referrals to 99 percent of callers; however, 1 percent of all Cuyahoga County callers (31) had an unmet need, meaning there was no agency to which to refer the caller. Callers from the City of Cleveland had a 1 percent unmet need rate and from the suburbs, 1 percent. (See Figure 3 and Attachment 8.)

**Figure 3: General Legal Aid  
United Way - First Call for Help Requests 2000-2004  
(TOTAL REQUESTS: n=2,349, TOTAL UNMET NEED: n=31)**



## FUNDING OF CORE SERVICES

According to a Legal Services Corporation study conducted in 2005, 50 percent of people who are eligible for legal services in America are turned away because of lack of funding. The Legal Aid Society of Cleveland relies heavily on the Ohio Legal Assistance Foundation (OLAF) and federal Legal Services Corporation (LSC) funding: about half of its \$5.5 million annual budget comes from OLAF and another 40 percent from the LSC. Given the political climate for funding social services at the federal level, funding is expected to remain stagnant or decrease.

### *Major Government Funders*

The major sources of government funding for general legal aid are:

- Legal Services Corporation;
- Older Americans Act (OAA); and
- Ohio Legal Assistance Foundation (OLAF).

Below are further descriptions of major government funders.

### **NATIONAL**

#### Legal Services Corporation

As described in Section II, the Legal Services Corporation is an important source of funding for general legal aid services. Federal funding from the Legal Services Corporation (as appropriated by Congress) decreased from \$11 million in 2000 to \$10 million in 2005 (Ohio Legal Aid Fund, 2006).

#### Older Americans Act (OAA)

The Older Americans Act (OAA) created the primary vehicle for organizing, coordinating, and providing community-based services and opportunities for older Americans and their families. All individuals 60 years of age and older are eligible for services under the OAA, although priority attention is given to those who are in greatest need. The OAA established a network, headed by the U.S. Administration on Aging, comprised of state units on aging, area agencies on aging, tribal organizations, local service providers, and volunteers. For over 35 years, the aging network has worked cooperatively to implement a variety of programs aimed at meeting the needs of older Americans in the communities they serve. The Western Reserve Area Agency on Aging is the local entity in Cuyahoga County that administers most OAA funds. Additionally, the OAA has appropriations for several supportive services for older adults, including legal assistance. Legal services help older persons experiencing problems in civil matters to obtain advice, counseling, information or representation. Services are provided either by a licensed attorney or trained paralegal. Matters for which help is typically sought include health care, income, public benefits (Social Security, Medicare, Medicaid, SSI, food stamps), employment, consumer complaints, nursing home resident rights, utilities, guardianship/conservatorship, and wills and estates (Administration on Aging, n.d.).

### **STATE**

#### Ohio Legal Assistance Foundation (OLAF)

Ohio's primary source of funding for civil legal aid is the Ohio Legal Aid Fund (OLAF). The Ohio Legal Assistance Foundation administers this fund, which consists of interest proceeds from Interest on Lawyers' Trust Accounts (IOLTA) and Interest on Trust Accounts (IOTA) and from

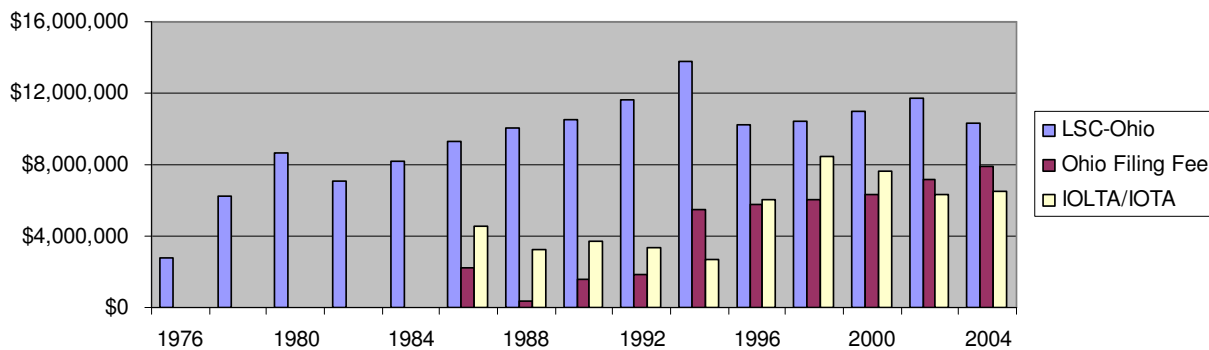
filing fee surcharges on civil cases filed in municipal, county, and common pleas courts (Ohio Legal Assistance Foundation, n.d.). Total funding from these two state sources has increased from \$13.9 million in 2000 to \$20.3 million in 2005 due to rate increases for the trust accounts and an increase in the filing fees. The Ohio Legal Assistance Foundation (OLAF) administers distributions from the legal aid fund to ten legal aid providers that collectively serve the legal aid needs of the entire state. In addition to OLAF funds, legal aid societies rely on numerous other public and private funders for support. In 2001, with the financial support of OLAF and other organizations, the state’s legal aid providers assisted over 148,000 low-income individuals with their civil legal needs.

Ohio’s total funding from LSC for the year 2000 was \$10,951,850 and for 2005 was \$10,130,310—a decline of \$821,540 or minus 7.5 percent in dollars alone (not including the diminished value attributable to inflationary pressures). In 2000, funding from the Ohio Legal Assistance Foundation matched an additional \$21.5 million in private (e.g., United Way, foundations, and individual donations) and other public (e.g., Legal Services Corporation and other federal and state discretionary grants) dollars for the delivery of legal services in Ohio. OLAF allocated \$14.6 million from the Ohio Legal Aid Fund to local legal service providers. A total of over \$36 million supported the critical work of local legal aid societies.

While other states have had an adversarial relationship with the Legal Services Corporation—to the point of working actively and openly to terminate the funding for this program—the State of Ohio has been very balanced in its method of funding legal services for low-income people.

The graph below provides a trend line of funding for Ohio’s legal services.

**Ohio Legal Services Funding Summary (1976 to 2004)**



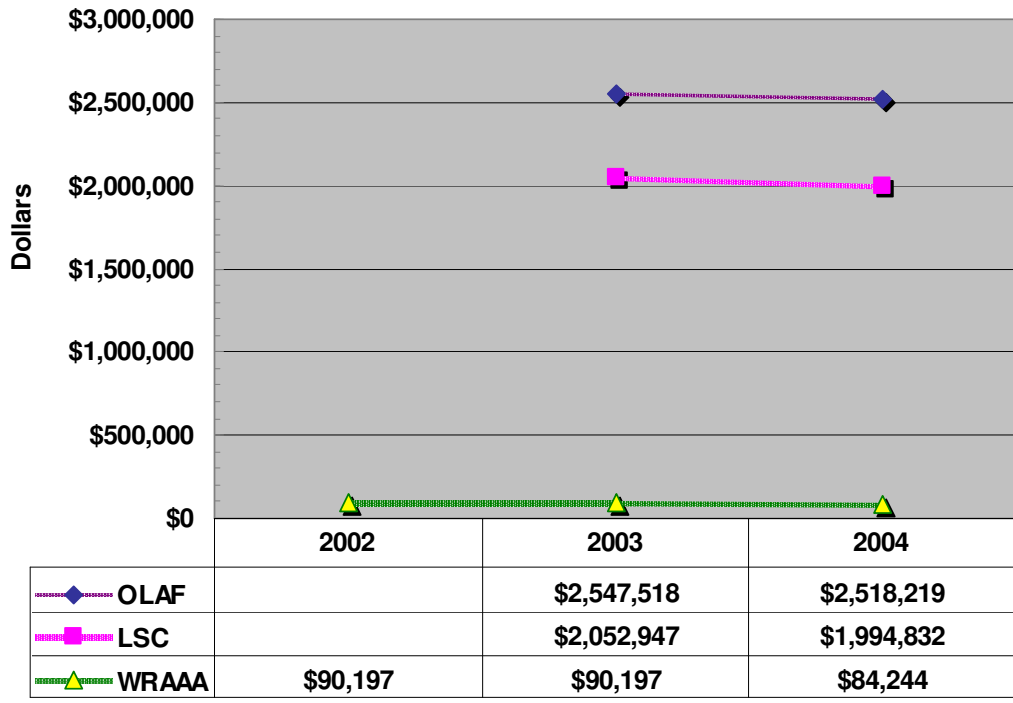
Updated March 2005

- Source :
- 1 - Provided by Legal Services Corporation, Office of Information Management; federal fiscal year figures.
  - 2 - Total of Ohio's IOLTA/IOTA filing fees and interest revenue.

*Trends of Identified Government Funders in Cuyahoga County*

Between calendar years 2002 and 2004, identified funding for general legal aid remained relatively flat. Note that WRAAA administers Older Americans’ Act funds. This funding supports persons of all ages. (See Figure 4.)

**Figure 4: Identified Government Funding for General Legal Aid Cuyahoga County, CY 2002-2004**



Source: Ohio Legal Assistance Foundation, Legal Services Corp., Western Reserve Area Agency on Aging

## IDENTIFIED REVENUES

As of May 11, 2006, close to \$5.3 million in revenues for general legal aid programs has been identified countywide. (See Table 1.) This includes information from foundations; federated fundraising organizations; regional, county, and municipal government; and United Way of Greater Cleveland.

Nearly ninety-four percent of the revenues are from contracts or grants from government organizations. The Ohio Legal Assistance Foundation and Legal Services Corporation, a body created by the U.S. Congress, are primary funders of the service. Foundations are also significant funders and account for nearly 4 percent of total reported funding. United Way's proportion was 2.5 percent.

**Table 1: Annual Revenue for Core Services: Countywide and United Way of Greater Cleveland General Legal Aid Programs, 2003/2004.**

Funder	Period	A		B	
		Identifiable Total Dollars Countywide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
<b>Total - Contributions and dues (less UW designations)</b>			<b>0.00%</b>	<b>4,053</b>	<b>0.11%</b>
Bruening Foundation, Eva L. and Joseph M.		130,000			
Cleveland Foundation, The		28,000			
Deaconess Community Foundation		10,000			
Gund Foundation, The George		15,000			
Murphy Foundation, The John P		5,000			
Wean Foundation, The Raymond John		12,500			
Other Private Foundations - Not Elsewhere Classified				26,975	
<b>Total - Foundations &amp; Trusts</b>		<b>200,500</b>	<b>3.78%</b>	<b>26,975</b>	<b>0.71%</b>
Legal Services Commission	2004	1,994,832		1,517,889	
Other Federal Funders - Not Elsewhere Classified				62,000	
<b>Subtotal Federal Government</b>		<b>1,994,832</b>	<b>37.64%</b>	<b>1,579,889</b>	<b>41.73%</b>
Ohio Legal Assistance Foundation	2004	2,518,219		1,948,408	
<b>Subtotal State of Ohio</b>		<b>2,518,219</b>	<b>47.51%</b>	<b>1,948,408</b>	<b>51.47%</b>
Western Reserve Area Agency on Aging (WRAAA)	2004	84,244		90,197	
<b>Subtotal Regional Funding Sources</b>		<b>84,244</b>	<b>1.59%</b>	<b>90,197</b>	<b>2.38%</b>
All Other Funding - Not Elsewhere Classified		369,952			
<b>Subtotal Other Govt Funding Sources</b>		<b>369,952</b>	<b>6.98%</b>	<b>0</b>	<b>0.00%</b>
<b>Total - Contracts/grants from government organizations</b>		<b>4,967,247</b>	<b>93.72%</b>	<b>3,618,494</b>	<b>95.58%</b>
<b>Total - All Other Revenue</b>			<b>0.00%</b>	<b>4,000</b>	<b>0.11%</b>
<b>Subtotal Non - UWGrCle Support</b>		<b>5,167,747</b>	<b>97.50%</b>	<b>3,653,522</b>	<b>96.50%</b>
<b>Total - UWGrCle designations applied to program</b>		<b>16,000</b>	<b>0.30%</b>	<b>16,000</b>	<b>0.42%</b>
<b>Total - UWGrCle investment committee allocation</b>		<b>116,361</b>	<b>2.20%</b>	<b>116,361</b>	<b>3.07%</b>
<b>Subtotal UWGrCle Support - 4001, 4701 &amp; 4703</b>		<b>132,361</b>	<b>2.50%</b>	<b>132,361</b>	<b>3.50%</b>
<b>Total Support/Revenue</b>		<b>5,300,108</b>	<b>100%</b>	<b>3,785,883</b>	<b>100%</b>

**REIMBURSEMENT/COST**

Cost varies based on client eligibility and type of case.

## V. WHAT WORKS; WHAT DOESN'T

### IMPACT ON INDIVIDUALS/FAMILIES

#### *What Works*

The Legal Services Associations of Ohio have collaborated to write a uniform plan that outlines best practices for local legal services corporations. It was published in a report entitled "Ohio State Plan: Towards Achieving a Comprehensive Integrated Legal Services Delivery System." The plan covers the time frame between 2003 to 2007 and is a specific, inclusive, timely, and practice-based plan.

This best practice plan begins with a statement of the two primary goals. They are:

- **First**, to ensure the quality, impact, effectiveness, scope, and uniformity of service to low-income clients in Ohio;
- **Second**, to provide legal services programs in Ohio practice and performance criteria and expectations that all programs should meet or exceed.

The first standard category is **INTAKE SYSTEMS PRACTICE** standards. Within this standard are a number of categorical practice standards. Among them are:

- Coordinate regional intake.
- Act with courtesy and professionalism.
- Provide at least six continuous hours of operation per day.
- Minimize time on hold and in waiting room.
- Collect information about the applicant's problem.
- Determine eligibility for services.
- Determine whether the issues presented are within priorities.
- Determine whether there are other issues to address.
- Assess merits, strengths, and weaknesses of the applicant's claims.
- Advise the applicant of the anticipated schedule and process the program will use to determine whether to accept his/her case.
- Whether the program accepts the case or not, the applicant should be given community education materials and other information relevant to his/her case.
- If the program does not accept the case, it should refer applicants to other providers and provide pro se materials.
- Provide notice about a grievance process.
- Provide staff training and supervision.
- Offer same day advice, in the case of some types of service.
- Provide inter-program referrals.
- Make requests for assistance from persons residing outside Ohio.

The second service category is **CLIENT COMMUNICATION** standards.

- An advocate should conduct a thorough initial interview with the client using language and vocabulary the client can understand.

- Advocates should ensure that each client signs a retainer agreement. This process should involve a discussion about the retainer agreement's contents. The client should clearly understand his/her rights and responsibilities under the retainer agreement. The retainer agreement should state the specific actions the office intends to take in the case. The client should be given a copy of the retainer.
- The client should sign all other documents necessary to further the investigation and development of the case. The advocate should ensure that the client signs any applicable releases of information.
- The advocate should ensure that the client understands the attorney-client privilege and be encouraged to freely discuss matters in the case. An advocate should preserve a client's confidences consistent with the advocate's ethical obligations.
- The advocate should ensure no confidential information is inadvertently disclosed. Advocates are encouraged to discuss issues with other legal services staff for case development and strategizing (e.g. list services, task force meetings). During those discussions, the advocate should protect the identity and confidences of the client.
- The advocate must communicate with the client during the pendency of the case and should ensure that the client understands his/her responsibility to tell the advocate about issues or events related to his/her case.
- It is important that the advocate have current contact information from the client. The advocate should obtain current and alternative means to contact the client. The advocate should ask the client to provide the best times to contact the client. The client should be asked to inform the advocate if his/her contact information changes.
- Advocates should elicit from the client the objectives the client envisions. Subject to the limitations imposed by law and by ethical obligations, the advocate must abide by the client's decision on those objectives. The advocate should consult with the client on the means to accomplish the objectives.
- It is important to keep the client informed about developments in his/her case. This information should be thorough and given to the client in a timely manner. The client should be sent copies of correspondence and pleadings. The client should be informed of filings so he/she may request a copy of filed documents.
- At each, stage an advocate should explain options consequences to the client so that he/she can participate in the case by understanding the advantages, disadvantages, and risks of each option.
- Advocates and programs should take added care to assure appropriate communication with clients with special needs or communication difficulties.
- Programs should ensure that intake workers and advocates are trained in communicating effectively with angry, difficult, or mentally impaired clients.
- A closing letter should be sent to the client when representation has ended. Information about grievance rights and procedures should be included in the closing letter. All original documents should be returned to the client with the closing letter. All efforts should be made to try to return to the client any money remaining in the client trust account. The closing letter should also inform the client about the office's file destruction policy.

The third service category is **CASE MANAGEMENT AND ZEALOUS ADVOCACY** standards.

The fourth service category is the **APPEAL** standard. An appeal first requires the client's consent. The decision to appeal or defend an appeal will be based on the following criteria:

- Legal merit of the appeal;

- Probability of success;
- Importance to the client;
- Potential benefit and risk to the client;
- Importance to other clients;
- Program resources involved in appeal; and
- Relationship of the issue[s] to program priorities.

The fifth service category is the **CASE CLOSURE** standard.

- All cases should be closed promptly.
- Office policy should be followed in withdrawal from representation.
- Additional legal problems should be identified and addressed.
- Office policy regarding closing procedures should be followed.
- A closing letter should be sent to the client.
- Supervisors should review all cases and applications for service before final closing.
- Client satisfaction surveys should be administered.

The sixth service category is the **SUPERVISION** standard.

#### Use of Technology in Provision of Legal Services

A recent international conference on legal services for low- and middle-income people found that the demand for free and low-cost legal services is growing much faster than available government funding for these services (Moore 2003). Legal services providers are responding to this economic reality by attempting to serve more people with the same resources, primarily through the innovative use of technology.

Many developed countries (e.g., France, Germany, Canada, Netherlands, New Zealand, Australia, and England) spend two to twelve times more money per capita than the US on ensuring access to justice for low- and middle-income people. Due to budgetary constraints and the advances in digital services in recent years, however, Canada, Australia, and the United States are leading the shift to more cost-effective delivery systems without compromising quality. For example, Queensland, Australia provides legal services by offering telephone help lines for legal questions, local legal access points, and free-standing kiosks. Other countries are catching up technologically as demand continues to grow and funding remains static. Thus, what is beginning to emerge in the developed world are totally new approaches to delivering legal services. Some of these include:

- **Telephone advice:** Legal services programs are shifting from face-to-face advice to telephone advice. Canada and Australia have found significant savings with this approach and AARP is a leader of this trend in the United States. AARP and the AARP Foundation developed and tested the first free, statewide telephone advice line in the US in 1985. Since then, 23 states, Washington DC, and Puerto Rico have launched statewide legal advice lines for older people. Based on data collected by AARP, it can cost 75 percent less to deliver legal advice by telephone than face-to-face, when one considers the cost of scheduling in-person appointments and experiencing occasional no-shows.

- **Websites:** Many routine legal problems and questions can be addressed by posting information and self-help packets on the Internet. Document generators can be added to these websites to allow a lay person to draft many legal documents and court pleadings, simply by answering a series of questions. In the US, AARP is pioneering a version of this approach for low-income and other older people who do not have access to or know how to use the Internet. AARP arranges for legal services access points in agencies or churches that serve the target population. Staff and non-attorney volunteers at these access points are then trained to navigate a specially created website to find information and generate the documents that the clients need. The volunteers consult with attorneys on the telephone advice lines to ensure they deliver what the client requires. Queensland, Australia also uses local access points in communities to provide cost-effective legal advice.
- **Kiosks:** These are stand-alone, multimedia work stations where a client can follow written and verbal instructions to locate information or generate the court pleadings they need.
- **Video conferencing:** When face-to-face services are required and the client cannot travel, services can be delivered at legal access points in a community from a remote location in a neighboring city using video conferencing. The client and legal staff can see each other and staff can read the client's documents using a video camera attached to a personal computer.
- **Brief Services Unit:** AARP has had positive results with its delivery system called the Brief Services Unit, which receives all of its cases from the legal advice line or the community access points. The purpose of this unit is to resolve routine legal problems that are too complex to be dispensed with by the advice line or community access points, but not complex enough to require attorney services. The Brief Services Unit is staffed by paid paralegals and non-attorney volunteers and is supervised by an attorney.

Since 2000, the Legal Services Corporation has been investing in technology to help underfunded legal aid programs maximize existing resources through its Technology Initiative Grant (TIG) program (Cox, 2004). TIG developed a statewide website initiative that helped fund comprehensive statewide legal aid websites in 44 states. These websites serve as a portal to legal assistance for clients and pro bono attorneys on a statewide basis. It provides a template to minimize the cost of website creation. This allows each program to spend funding on content rather than format. Public libraries play a major role in bridging the digital divide, especially for low-income families. The Georgia Legal Services program has staff visit public libraries in rural Georgia to educate and assist low-income people locate legal answers through a one-on-one tutorial on how to find whatever help they require on Georgia's statewide legal services website. The Internet-accessible terminal at the public library offers access to the forms and legal materials. The State of Maine's legal service website increased its visits from 69,000 to 105,000 on a one-year period. Clients like the anonymity the website and that they can get needed information independently.

The proliferation of legal services websites has helped resource-starved programs and pro bono attorneys who wish to volunteer their time (Cox, 2004). ProBono.net initiated in 1998 allows attorneys who want to volunteer their services to access an online one-stop resource center to find clients who need their help.

## IMPACT ON COMMUNITY

According to the Minnesota State Bar Association (2003):

When mediation does not work, legal services in the court can be used to ensure justice. Legal needs of low-income individuals often arise out of everyday problems that would be less of a burden for individuals with a greater economic cushion -- matters relating to family law, housing, employment, government benefits or consumer problems, according to the Legal Services Corporation (LSC). By ensuring, for example, that individuals are not deprived of services for which they are entitled, more extreme outcomes can be avoided. In Minnesota, for example, legal aid to low-income individuals secured \$4 million in new child support orders, \$5 million in new federal disability benefits, and almost \$4 million in shelter costs by preventing families from being evicted or foreclosed. Additionally, legal services stabilize families in crisis, prevent abuse, prevent deprivation of basic needs, and school instability, thereby reducing risk factors for producing violent crime.

## ACCREDITATIONS/STANDARDS/CERTIFICATIONS

The Ohio Supreme Court licenses attorneys to practice law through a required competitive test.

Lawyers, subject to their state's rules, may represent themselves as being certified by an American Bar Association-accredited specialty certification program. In Ohio, the certifying entities can be either private organizations or the Ohio State Bar Association Programs. In Ohio, the following areas of specialty are available:

- Business Bankruptcy;
- Consumer Bankruptcy;
- Civil Trial Advocacy;
- Criminal Trial Advocacy;
- Creditors Rights/Debt Collection;
- Elder Law; and
- Family Law Advocacy.

Content areas covered by the Ohio State Bar Association programs:

- Estate Planning, Trust & Probate;
- Family Relations;
- Federal Taxation;
- Labor & Employment;
- Real Property - Business, Commercial & Industrial;
- Real Property – Residential; and

- Ohio Workers' Compensation.

At this time, there are no accreditation standards specific to providing services through a legal aid program.

In August of 2006, the American Bar Association adopted a revised set of standards for the provision of civil legal aid. The standards focus on both the responsibilities of legal aid providers as organizations which serve the civil legal needs of low income persons and the role of practitioners who represent low income clients under the aegis of such an organization. A complete copy of the standards is available on-line at <http://www.abanet.org/legalservices/sclaid/civilstandards.html>.

The American Bar Association has also adopted standards that apply specifically to pro bono programs and provide more detailed guidance to those providers. These standards can be found on-line at <http://www.abanet.org/legalservices/probono/standards.html>.

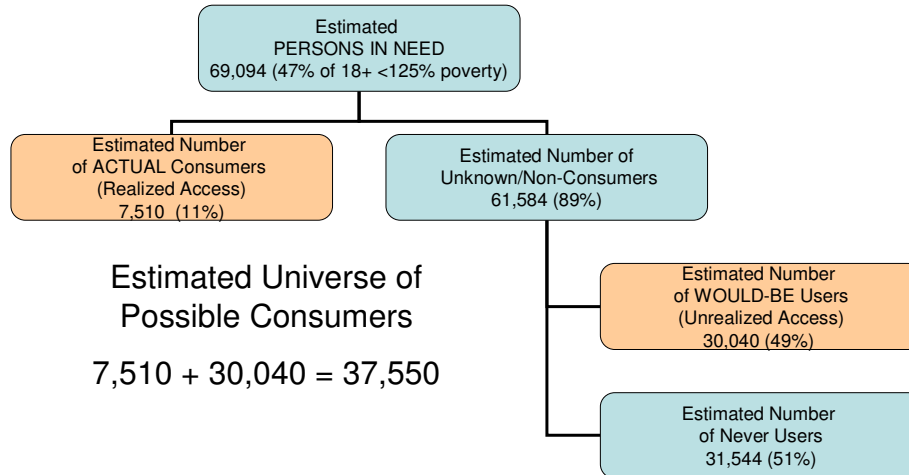
The Legal Services Commission has a set of regulations for employees, the staff of LSC-funded programs, and other interested parties. The regulations are extensive and cover such areas as financial eligibility for clients to receive service, fee-generating cases, class action, priorities in use of resources, and other issues. These regulations can be found on-line at <http://www.lsc.gov/laws/regulations.php>.

## VI. GAP ANALYSIS

The following is the formula for arriving at the estimated universe of possible consumers for General Legal Aid:

- An estimated 69,094 persons need general legal aid, or 47 percent of persons 18 and older below 125 percent federal poverty level in Cuyahoga County. This is based on an American Bar Association study (1994) that found that 47 percent of low-income persons have a legal problem in a given year.
- Based on available information about actual consumers, approximately 7,510 persons 18 and older have realized access to general legal aid programs. This is the sum of residents estimated to receive general legal aid from United Way of Greater Cleveland (6,282) and the number served by WRAAA (1,228).
- This leaves a net estimate of 61,584 persons who are either receiving services from unaccounted-for sources or are not receiving general legal aid. ( $69,094 - 7,510 = 61,584$ )
- A conservative estimated universe of possible consumers for general legal aid programs is 37,550 persons 18+. This is based on applying the result of LSC's research (2005) that conservatively less than one in five – 20 percent – of those requiring civil legal assistance actually require it. ( $7,510 \times 5 = 37,550$ )
- The number of those with unrealized access is 30,040 determined by subtracting those with realized access (7,510) from the estimated universe of possible consumers (37,550). ( $37,550 - 7,510 = 30,040$ ). These are would-be consumers; that is, would use the service if there were sufficient supply, if they knew about it, and if they could afford it.
- In summary the estimated universe of possible consumers is 37,550 including realized (7,510) and unrealized (30,040) access. (See Figure 5.)

## Figure 5 - Consumer Estimates: General Legal Aid



### *Service Site Index*

Countywide, there are 29 service sites for general legal aid programs. This is a ratio of 1,295 possible consumers (estimated 37,550 total) per service site countywide. Service providers report to United Way - First Call for Help which zip codes are included in their respective service areas. Service providers report to United Way - First Call for Help which zip codes are included in their respective service areas. The Service Site Index in Attachment 9 lists the number of sites located in each zip code, and the number of service sites that report serving a particular zip code. Dividing the estimated number of possible consumers in each zip code by the number of service sites that could serve that zip code provides a ratio of consumers to service sites for each zip code. This is a measure of potential service accessibility by possible universe of service consumers per zip code area. Note that this measure does not include the capacity of providers to offer the service, for example, the number of persons that can receive legal services on a daily, weekly, or monthly basis. It is only capturing whether there is a possibility of being a client. The lower the ratio, the greater is the chance of receiving the service.

The ratios on the Service Site Index range from a high of 101:1 in zip code 44102 (Cleveland/Brooklyn) to a low of 0:1 in zip code 44040 (Gates Mills/Mayfield Village). In addition to 44102, 4 other zip codes have ratios greater than 70 consumers to one service site. All are high minority areas.

- 44105 (Cleveland/Newburgh Hts/Garfield Hts) – 88:1;
- 44106 (Cleveland/Cleveland Hts) – 76:1;
- 44104 (Cleveland) – 76:1; and
- 44108 (Cleveland/Bratenahl) – 74:1.

(See Attachment 10 for map.)

### *Service Capacity*

The Comprehensive Legal Needs Study funded by the American Bar Association (ABA) was released in 1994. It was conducted by the Institute for Survey Research at Temple University, which interviewed a randomly selected sample of 3,000 low- and moderate-income Americans. The study found that nationally, on average, low-income households experienced approximately one civil legal need per year with few resulting in legal help of any type. Help was received from a legal aid provider or the private bar for roughly one in five of all problems identified. The ABA study remains the most recent *national* study of the legal needs of low-income Americans and the extent to which they are or are not met.

A more recent study on the current unmet civil legal needs of low-income Americans conducted by the Legal Service Corporation (LSC) (2005) confirmed the existence of a major gap between the legal needs of low-income people and the legal help they receive. For every client served by an LSC-funded program, at least one person who sought help was turned away because of insufficient resources. Only a very small percentage of the legal problems experienced by low-income people (one in five or less) are addressed with either a private attorney's (pro bono or paid) or a legal aid lawyer's assistance. Despite the changes in legal aid delivery over the last decade, a majority of legal aid lawyers still work in LSC-funded programs. The per capita ratio of legal aid attorneys funded by all sources to the low-income population is a tiny fraction of the ratio of private attorneys providing personal civil legal services to the general population.

The LSC report concludes that provision of necessary access to civil legal assistance for low-income persons would require increasing the nation's capacity to *five times* its current capacity. This will take effort on the part of federal, state, and local governments as well as the private sector. The report recommends that the Legal Services Corporation "lead the way by drawing attention to the justice gap, identifying the goal of eliminating it, and beginning to move toward it in firm, measured strides."

## VII. SUMMARY

The following are the major findings from this research:

- Historically, legal aid has been viewed as a form of charity provided on a case-by-case basis with no effort to address the fundamental problems of poor people. Beginning in early 1960, a new model of legal services (as opposed to legal aid) emerged with programs located in multi-service centers, and legal services were considered a component of the anti-poverty effort.
- As the American Bar Association summarizes, the goal of providing legal services is to accomplish “meaningful and lasting results” through resolving clients’ individual legal problems, improving laws and practices that affect low-income persons, and assisting low-income individuals in becoming economically self-sufficient.
- The goal of providing equal access to justice for low-income persons who cannot afford legal services is the reason for the Legal Service Corporation’s (LSC) existence.
- Funding legal services for the poor remains a chronic public policy problem.
- In recent years, Congress has imposed restrictions on federally funded legal services programs. Many legal services advocates believe that the restrictions, especially as they are applied to programs’ non-LSC funding, represent an unreasonable limitation on access to justice for poor people.
- Between calendar years 2002 and 2004, identified funding for general legal aid remained relatively flat.
- As of May 11, 2006, close to \$5.3 million in revenues for general legal aid programs has been identified countywide.
- Technology is increasingly being used to provide legal services. Legal services providers are responding to the growing demand for free and low-cost legal services by attempting to serve more people with the same resources, primarily through the innovative use of technology.
- When mediation does not work, legal services in the court can be used to ensure justice.
- The estimated universe of possible consumers is 37,550 including realized (7,510) and unrealized (30,040) access.
- Countywide, according to United Way - First Call for Help (February 2005), there are 29 service sites for general legal aid programs. This is a ratio of 1,295 possible consumers (estimated 37,550 total) per service site countywide.

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## ATTACHMENTS

### Attachment 1: Researcher List

# MCS

## CONSULTING SERVICE

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Thanks to **The Center for Community Solutions** for providing multiple sources of information.

## Attachment 2: Technical Notes

### Technical Notes: Methodology, Caveats, Limitations of Data

The following provides descriptions, definitions, methodologies, caveats, or limitations of data for the following components of the core service reports:

- Unit of Analysis
- First Call for Help Data
- Funding Information for Core Services
- Consumer and Financial Data: Caveats
- Gap Analysis Methodology & Limitations
- Service Site Index

#### Unit of Analysis

The core service is the unit of analysis. United Way of Greater Cleveland either funds or could fund 80 core services. These are the object and subject of the research, specific to Cuyahoga County. A separate report has been developed for each service. It must be noted that the aggregate of any quantifiable data across all of the reports does not comprise a picture of the totality of health and human services in Cuyahoga County because there are many more than 80 services that comprise the community's safety net.

The unit of analysis for estimates of service consumers is the individual, the family, or the household.

#### United Way - First Call for Help Data

For most core services, United Way First Call for Help (FCFH), the community's resource and referral service data, was used in tables that show the number of service providers and service sites, the geographic location of service providers by zip code, the service area by zip code as reported by providers of the respective services, and to show unmet need and greatest increase/decrease in calls received by FCFH for a particular core service.

It is important to remember that FCFH receives calls from a variety of sources that include people calling on behalf of a prospective consumer such as social workers, provider agencies, relatives, etc. Not all calls come directly from a prospective consumer, so some of the zip codes are for hospitals and business addresses, although the numbers for these zip codes are relatively small.

Calls also may be from people who are not interested in receiving a service, but wish instead to make a contribution to a program such as clothing, household items, food, books, crafts supplies, etc.

Because, in many instances, FCFH codes its data with a different level of core services than the 80 core services identified by the United Way Community Investment staff as fundable services, it was necessary to develop a crosswalk. This crosswalk was used for a number of services,

however, seven services did not have a match in the FCFH database. The staff of United Way - First Call for Help gave explanations which follow each core service):

- Adolescent/Youth Counseling: A caller asking about help with their troubled teenager would be referred by the type of counseling rather than age. (Example: counseling for drugs, family, sexual abuse, etc.)
- Advocacy: FCFH does not receive calls from people about advocacy.
- Child Care: Calls are directed to Starting Point.
- Condition Specific Rehabilitation Services: FCFH would refer caller back to their primary care physician for a referral.
- Early Intervention for Mental Illness: FCFH does not receive calls for this, but if they did, they would refer to the county's Help Me Grow program.
- Family Support Centers: FCFH defines data by specific service rather than type of agency. Depending on the call, the caller may be referred to General Counseling or Early Intervention for Infants and Toddlers with Disabilities, and so on.
- Preschools: Calls are directed to Starting Point.

A different match was used for other services that had no crosswalk.

- Medical Transportation and Senior Ride: FCFH uses "Paratransit" as they do not differentiate between senior transportation, medical transportation, and transportation for the disabled.
- Outpatient Mental Health Facilities: FCFH uses "Mental Health Drop-in Centers."

It must also be noted that, for the most part, the FCFH database does not include for-profit agencies. In the case of home health care providers, we contacted the Long Term Care Ombudsman for a more complete list of provider agencies which includes for-profit organizations.

There were several instances where the FCFH database did not code a United Way-funded agency with the core service for which they were receiving funding. In these instances, the agency was added manually to the Service Provider Table along with their site locations. The core services with the respective United Way of Greater Cleveland agencies that were added are:

- Case/Care Management – Care Alliance, Cystic Fibrosis, Epilepsy Foundation, Golden Age Centers
- Comprehensive Outpatient Substance Abuse Treatment – The Covenant
- Disease/Disability Information – The Muscular Disease Society of Northeastern Ohio
- Early Intervention for Infants and Toddlers with Disabilities – United Cerebral Palsy
- Medical Expense Assistance – North Coast Health Ministry
- Medical Transportation (Paratransit in FCFH) – Kidney Foundation of Ohio
- Senior Centers – Catholic Charities Services Corporation, Jewish Community Center of Cleveland, Jewish Family Service Association of Cleveland, University Settlement House.
- Volunteer Development – Neighborhood Leadership Institute

It must also be noted that when numbers are low for trend data reported, the high percentages are slightly exaggerated.

## Funding Information for Core Services

We collected financial information for each core service on a countywide level from multiple sources including major government funders, foundations, federated fund raising organizations, and United Way of Greater Cleveland. While we were successful in gathering a substantial amount of data, there is much that has not been collected. It must also be noted that even if we had all major public and private funding gathered, this would not create a total picture of health and human service funding in Cuyahoga County because there are more than 80 core services provided. The following provide highlights of data collected and some of the limitations for each source. It is important to note that funding in each source is changing and represents point in time amounts. The typical period for trend data, when available, is 2002, 2003, and 2004. Note: some services are funded by private insurance or other self-pay arrangements.

### *Foundation Funding*

We attempted to obtain foundation funding amounts for each core service from the latest annual report or 990 PF (foundation tax return to the IRS) of each major foundation that funds social services in Greater Cleveland. Wherever a description of the grant purpose was given, we used our best judgment to match the grant to the appropriate core service. If the grant fell within more than one core service area, it was not listed. When no description was given, the grant was treated like a general operating grant and assigned to a core service only when the mission of the grant recipient fell mainly within one particular core service. In-kind donations, grants for capital and equipment expenses and administrative salaries were not used. When grants were \$10,000 or greater, they were listed by name of the foundation. All others were placed under Other Foundations and not listed. Typically, we did not attempt to provide trend financial data for foundation funding of core services because of the changing nature of funded programs from year to year.

### *Federated Funding Sources*

We approached the major federated funders of core services in Greater Cleveland for funding and consumer information. Some data provided was for a single point in time; others provided three years of trend data. We often had to do a cross walk of United Way of Greater Cleveland funded core services against those funded by federated agencies to agree on the services.

### *Government Funding*

We approached every major government funder for funding amounts for each core service and also did Internet searches for some federal government sources. Due to the constant state of change in government funding, it is important to note that the data provided is a snapshot in time and that many of the programs funded in 2004 have changed definition, are funded through different revenue sources, or no longer exist at all due to a lack of funding. This is particularly true of Community Development Block Grant dollars which have decreased due to shifting federal priorities.

Every effort was made to appropriately match government funding data to the correct core service area; however, this was not always possible as frequently the service definitions were not a one-to-one match. It was necessary, in some instances, to take the closest match or use the sore service which represented a majority of the services being provided.

In other cases, it was not possible to select a specific core service. An example is Medicaid in which Medicaid-defined services crossed over more than four core services in some instances. In cases where Medicaid is a significant source of revenue, the data was entered as an

aggregate total at the appropriate AIRS level. These aggregates are footnoted under the appropriate funding table.

Every effort was made to include data from municipalities. However, many did not respond after repeated requests for information. We would like to thank those who took the time to help with this project.

*Medicaid Funding*

A significant portion of Medicaid funding was NOT entered under the countywide total in the core service reports for two reasons: first, because many of the Medicaid services are not a one-to-one match with United Way core services, and second because some Medicaid services fall into more than one AIRS Level 1 categories. In the first instance, Medicaid funding was entered as an aggregate total at the AIRS 1 level, and in the second instance Medicaid funding was entered as an aggregate total under Third Party Payee/Direct Bill in the combined Master Revenue file of funding across all nine AIRS Levels. They are as follows:

**Entered as Aggregate Total Under Appropriate AIRS Level**

- Medicaid Service - Home Care (\$17,787,703 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: daily living aids and home health care.
- Medicaid Service - CADAS (\$8,522,183 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: comprehensive outpatient substance abuse treatment, residential substance abuse treatment programs, substance abuse education and prevention.
- Medicaid Service - Therapy (\$2,257,394 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: condition specific rehabilitation, and speech & hearing.
- Medicaid Service - CMH (\$67,773,487 in 2004) - Falls into AIRS 1 Mental Health Care & Counseling and includes the following core services: supportive therapies, adolescent/youth counseling, children's residential treatment facilities, early intervention for mental illness, general counseling services (outpatient mental health facilities), and psychiatric day treatment.

**Entered as Aggregate Total Under Third Party Payee/Direct Bill**

- Medicaid Service - Inpatient Hospital (\$188,329,269 in 2004) - Falls into two different AIRS 1 categories: Basic needs and health care. It includes the following core services: condition specific rehabilitation and medical expense assistance.
- Medicaid Service - Waiver (\$128,921,354 in 2004) – This category included all PASSPORT services. Since we reported PASSPORT separately, in order to avoid duplication, we deducted the PASSPORT total of \$52,676,048 from this number and reported the remaining \$76,245,306. This total falls into AIRS 1 Basic Needs, Health Care and Individual & Family Life and includes the following core services: adult day care, home-delivered meals, home health care and in-home assistance.
- Medicaid Service - Habilitation (\$55,550,307 in 2004) - Falls into AIRS 1 Health Care and Individual & Family Life and includes the following core services: condition specific rehabilitation services, early intervention for infants and toddlers with disabilities/delays, and residential living options for people with disabilities.

*United Way of Greater Cleveland Funding*

Financial data for core services funded by United Way of Greater Cleveland was for FY 2004 (July 2003 to June 2004). It included allocations through the community investment committees

and donor designations that United Way funded agencies applied to the respective core services. It is important to note that not all United Way funded agencies applied donor designated gifts, which are unrestricted, to the core service for which they receive United Way funding. It did not include donor designations that non-United Way funded agencies used for any of the 80 core services.

#### *United Way Agency Revenues*

Annually United Way-funded agencies submit revenue budgets to United Way for each funded core service. This information for FY 2004 is reported. However, all of the agency data may not be included in the countywide data as agencies may have assigned dollars from unrestricted grants to a specific core service, or allocated a portion of grant monies that fell within two or more core service areas. It was not always possible to match countywide government or foundation funding with that reported by the agencies and that gathered from other funding sources.

### **Consumer and Financial Data: Caveats**

The following applies to revenue sources on tables and graphs and their corresponding consumer data used in the consumer demographics and zip code tables.

#### *All Core Services*

Data was self-verified by the funder/provider. Whenever data provided by a funder appeared to be inconsistent or incorrect, an attempt was made to contact the funder. If the funder responded, the data was either adjusted according to their instructions, or the reason for discrepancies footnoted. If they did not respond, or if they said it was correct, the data was left as submitted.

Demographic and zip code data provided by the funder/provider is frequently taken from consumer intake forms which may have missing or incomplete data, or from provider agency databases which contain data entry errors or incomplete consumer intake forms. Whenever possible, the funder was asked for corrected data. In cases where a correction was not possible, the data was counted as either unknown or missing. The usage of these terms is footnoted at the bottom of each table and is explained more fully in the Gap Analysis section of this attachment.

It was not always possible to get information in the format requested as each funder tracks data differently, using different service definitions, terminology and variables. Wherever possible, data was matched to a consistent report format.

When a funder could not provide consumer demographics, but could provide an estimated percentage of consumers by category, we took the total number of consumers and applied the percentages to come up with estimated numbers for the consumer tables. For example, Medicaid tracks individual recipients throughout the year, entering new data if there is a change, each time a claim occurs. Thus, a consumer who has a birthday between claims will appear in the system for that year with two different ages.

To resolve this, the percentage of consumers in each age range was determined for the total number of duplicated consumer ages. Those percentages were then applied to the total number of unduplicated consumers for the year in order to reach a total number of unduplicated consumers for each age range.

The time periods for both revenue and consumers vary by funder/provider. United Way Program Report data is for FY 2004 (July 2003 to June 2004). Other funder/provider data is for either a January to December or July to June fiscal year.

### **Gap Analysis Methodology & Limitations**

Based on Anderson's (1964) seminal needs assessment model, realized access is defined as the number of consumers who receive service while unrealized access is the estimated number of consumers who need and would utilize a service, but are not currently receiving it. This could be considered the service gap. Unrealized consumer access to services drives the need for change in the social service delivery system. Ensuring unrealized consumer access to services requires new models of service delivery related to access, effective use of resources, data management, and funding. There were multiple steps used to conduct a gap analysis:

- *Estimate of persons in need of the service:* Unless local research was conducted to determine need for a given service, this estimate was obtained by either using U.S. Census data for Cuyahoga County or applying percentages from national studies and reports to the census data. All references and percentages are footnoted in the respective graphs or tables. In most cases this percentage was also applied to actual 1990 Census figures and population projections 2005 through 2015 that were done by the Ohio Department of Development.
- *Estimate of number of ACTUAL consumers in the public systems (realized access):* Data submitted to United Way by funded agencies was aggregated to determine the number of consumers for each core service. The period was FY 2004, which is July 2003 through July 2004.
  - In some cases data was "unknown," defined as data not collected by agency because no tracking system was available or the type of service delivered made it difficult (i.e., group presentations, telephone information and referral, and drop-ins). This also represents data not completed by consumers either deliberately or inadvertently on intake forms.
  - In other cases, data was missing that, for United Way data, represented computational errors or incorrect completion of online reports. For all other data, "missing" represents data funders/providers were unable to provide.
  - There was no check of the accuracy of data submitted by agencies.
  - Major government funders were asked to provide information about the number of consumers for the respective core services that they funded. In most cases, services were not defined in the same way as the United Way core services which are based on the Alliance for Information and Referral Systems (AIRS) taxonomy. To accommodate these differences, customized crosswalks were developed.
  - We assumed that the numbers of consumers across funding sources were not unduplicated and thus made a judgment about which numbers would be the best estimate of an unduplicated number.
  - The estimate of consumers is not inclusive since it does not include numbers of consumers who use their personal resources to pay for services, nor for other private resources such as insurance or agency fundraising. In addition, it was not always possible to obtain information from some government funders.
- *Estimate of number of "unknown/non-consumers":* This is the difference between the estimated number of actual consumers and the estimate of persons in need.
- *Estimate of number of "would-be users" (unrealized access):* This is the estimate of persons who would use a service if it were available, typically based on research.

- *Estimate of number of “never users”*: This is the difference between the estimated number of unknown/non-consumers and would-be users.
- *Estimate of “universe of possible consumers”*: This is the total of those actually receiving the service (realized access) and those would-be users (unrealized access).

We recognize that this is not a perfect method for assessing either realized or unrealized access to core services. However, we opted to use an imperfect method rather than no method to demonstrate both the complexity and the usefulness of quantifying realized and unrealized access to services as a first step toward a more rigorous methodology. In the business sector this would be a form of market analysis. We also recognize that actual consumer numbers are not unduplicated across funders, or across core services. Thus, there is much work yet to be done to gain realistic estimates of needs.

The numbers we provided are on a countywide level. We recognize that there could be, and often are, differences by demographics and geographical area. In the Actual Consumer Demographics attachment, we have identified the profile of the base consumer group from census, but have little on the estimated persons in need. Occasionally, there is information from other research that describes differences among different racial, ethnic, gender, age, or income groups that is discussed in the narrative. There is also inconsistent information for consumers funded by various governmental bodies. In other words, some funders provided demographic data and others did not. In the Actual Consumer Zip Codes attachment, we have also attempted to identify the geographic profile of the estimated persons in need and actual consumers. However, this information has the same limitations as the demographics.

### **Service Site Index**

For many services a service site index was developed. It provides a ratio of estimated consumers per service site on a countywide level and for each zip code within the county. The ratio is based on the number derived from the gap analysis described in the previous section and on the number of providers who reported to United Way – First Call for Help whether a specific service site includes a given zip code in its service area. A provider site is located in a single zip code, but could serve multiple zip codes. The ratio is a measure of potential service accessibility by estimated universe of service consumers per zip code area. This measure does not include the capacity of providers to offer the service, for example, the number of consumers that can be served on a daily basis. It is only capturing whether there is a possibility of being a consumer. The lower the ratio, the greater is the chance of receiving service. The index also gives an indication of which zip codes have higher ratios which means that consumers have a lower probability of receiving a service as well as any patterns in zip codes that have high percentages of African Americans, Asians, or Hispanics. A map is also attached which provides a graphic picture of the estimated consumers by zip code.

Based on the numbers of providers that report to FCFH whether they serve a given zip code, we had assumed that there would be greater variability across zip codes. In reality, many report that they serve the entire county. Thus the variability across zip codes is often primarily because of differences in the population numbers rather than in service sites that offer service in a given zip code.

## Specific Service Issues

### *Senior Services*

“Senior Centers” was used as a catch-all category when the funder-defined service covered more than one senior success core service and could not be accurately allocated among the separate core services. Often, funding for transportation and home-delivered meals was not broken out from senior activities and supportive services at the municipal level, so it was placed under Senior Centers. Because the core services for congregate and home-delivered meals and senior ride were tracked separately, funding for these core services was not included under Senior Centers to avoid duplication of resources, even though senior center activities can and do include congregate meals.

Senior Ride includes disabled individuals of all ages as well as seniors for most funders with the notable exception of Western Reserve Area Agency on Aging (WRAAA) that requires an individual to be 60 years of age or older in order to receive services. If the transportation service was not provided by a senior center, the number of consumers reflects the number of riders using the system and contains duplicates (e.g. paratransit).

Home improvement/accessibility data includes programs for low-income families and people of all ages with disabilities, as well as seniors.

## References

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### Attachment 3: Actual Consumer Demographics

Core Service: General Legal Aid FT 320								
PERIOD	Total Population (%)*	Total Population 18+ (%)**	Population 18+ < 125% Federal Poverty (%)***	Estimated Persons in Need Persons Needing Legal Services (%)****	Actual Number/Percent of Consumers by Funding Source*****			
					UW Program Report Data Cuy Cnty Only 100% (%)	LSC (%)	OLAF (%)	WRAAA - OAA (%)
					7/1/2003-6/30/2004	2004	2004	2004
<b>TOTAL</b>	1,393,978	1,046,599	147,008	69,094	6,282	Missing	Missing	1,228
<b>Percent</b>		75.1%	14.0%	47.0%				
<b>GENDER</b>								
Male	47.2%	45.9%	N/A	N/A	24.0%	0.0%	0.0%	27.8%
Female	52.8%	54.1%	N/A	N/A	76.0%	0.0%	0.0%	72.2%
Unknown Data*****					0.0%	0.0%	0.0%	0.0%
Missing Data*****					0.0%	100.0%	100.0%	0.0%
<b>RACE*****</b>								
White alone	67.1%	70.2%	45.0%	N/A	26.9%	0.0%	0.0%	57.8%
Black or African American alone/combination	27.9%	25.1%	47.8%	N/A	59.8%	0.0%	0.0%	40.4%
American Indian and Alaska Native alone/combination	2.1%	2.1%	2.4%	N/A	1.1%	0.0%	0.0%	0.2%
Asian alone/combination	0.7%	0.7%	1.0%	N/A	0.2%	0.0%	0.0%	0.0%
Native Hawaiian and Other Pacific Islander alone/combination	0.1%	0.1%	0.1%	N/A	5.4%	0.0%	0.0%	0.0%
Some other race alone/combination	2.1%	1.8%	3.7%	N/A	0.0%	0.0%	0.0%	0.0%
Unknown Data*****					6.6%	U.U%	U.U%	1.6%
Missing Data*****					0.0%	100.0%	100.0%	0.0%
<b>HISPANIC*****</b>	3.3%	2.8%	5.5%	N/A	6.6%	0.0%	0.0%	1.6%
<b>AGE</b>								
0-4	6.5%				0.0%	0.0%	0.0%	0.0%
5-9	7.3%				0.0%	0.0%	0.0%	0.0%
10-14	7.1%				0.0%	0.0%	0.0%	0.0%
15-19	6.4%	3.2%			0.8%	0.0%	0.0%	0.0%
20-34	19.1%	25.4%	26.3%	N/A	31.5%	0.0%	0.0%	0.0%
35-54	29.3%	39.1%	40.3%	N/A	39.1%	0.0%	0.0%	0.0%
55-64	8.7%	11.6%	12.0%	N/A	10.6%	0.0%	0.0%	33.0%
65-74	7.8%	10.3%	10.7%	N/A	10.2%	0.0%	0.0%	33.0%
75+	7.8%	10.4%	10.8%	N/A	7.8%	0.0%	0.0%	67.0%
Unknown Data*****					0.0%	0.0%	0.0%	0.0%
Missing Data*****					0.0%	100.0%	100.0%	0.0%
<b>INCOME*****</b>								
<b>Average Household Size</b>	2.4	N/A	N/A	N/A	N/A	N/A	N/A	N/A
\$0-\$9,999	11.3%	N/A	N/A	N/A	0.0%	0.0%	0.0%	0.0%
\$10,000-\$14,999	6.9%	N/A	N/A	N/A	61.3%	0.0%	0.0%	0.0%
\$15,000-\$19,999	6.7%	N/A	N/A	N/A	21.0%	0.0%	0.0%	0.0%
\$20,000-\$29,999	13.6%	N/A	N/A	N/A	11.1%	0.0%	0.0%	0.0%
\$30,000 and above	61.5%	N/A	N/A	N/A	5.5%	0.0%	0.0%	0.0%
Unknown Data*****					1.1%	0.0%	0.0%	100.0%
Missing Data*****					0.0%	100.0%	100.0%	0.0%
<b>Totals</b>	<b>100.0%</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

### Attachment 3: Actual Consumer Demographics (continued)

* U.S. Census 2000, SF1 (P1), SF4 (PCT144)
** U.S. Census 2000, SF3(P8); SF4 (PCT3)
*** U.S. Census 2000, SF4 (PCT 144). Eligibility level for legal aid services is 125 percent of federal poverty.
**** An American Bar Association Study (1994) estimates that 47 percent of the low income population has a legal issue in a given year. This was applied to the Census figure for persons 18+ under 125 percent of poverty.
***** Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms.
*****Missing Data - represents computational errors or incorrect completion of online report.
*****The race categories and data utilize US Census SF4 "Race Iterations," which allow for multiple races to be selected by census respondents. As a result, totals will add to > 100% of population. Universe is "Total Races Tallied." Except "White Alone," all racial categories are "... alone or in combination with some other race." This method isolates and minimizes the non-minority population ("White alone").
*****Hispanic - Amount in this field is from data provided by clients on intake forms and may not be accurate as clients may either deliberately or inadvertently provide incomplete data, or data may not be collected by the agency.
*****The U.S. Census reports income by household or family, not individuals. Estimates by income category were derived by applying the ratio of total county population (1,393,978) to total households (571,606) = 2.4. The number of households in each income category was multiplied by 2.4 to arrive at an estimate of individuals by income category. The assumption is that the average household size applies to each income category, which may result in more conservative estimates for children, and the "old old," which may actually have larger proportions of persons in the lower income categories.

### Attachment 4: Actual Consumer Zip Codes

Core Service: General Legal Aid FT 320										
					Estimated Persons in Need	Actual Number/Percent of Consumers by Funding Source *****				
	City/Town (% Cleveland)	Total Population (%)*	Total Population 18+ (%)**	Population 18+ <125% Federal Poverty (%)***	Persons in Need of Legal Services (%)****	UW Program Report Data (%)	LSC (%)	OLAF (%)	WRAAA - OAA (%)	
Period		1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	7/1/2003-6/30/2004	2004	2004	2004	
<b>TOTAL</b>		<b>1,393,978</b>	<b>1,046,599</b>	<b>147,008</b>	<b>69,094</b>	<b>6,282</b>	<b>Missing</b>	<b>Missing</b>	<b>1,228</b>	
<b>Percent</b>			<b>75.1%</b>	<b>10.5%</b>	<b>47.0%</b>					
44017	Berea	1.4%	1.4%	0.7%	N/A	0.4%	0.0%	0.0%	0.0%	
44022	Bentleyville	1.3%	0.8%	0.2%	N/A	0.0%	0.0%	0.0%	0.0%	
44040	Gates Mills/Mayfield Village	0.2%	0.2%	0.0%	N/A	0.0%	0.0%	0.0%	0.0%	
44070	North Olmsted	2.4%	2.5%	1.0%	N/A	0.7%	0.0%	0.0%	0.0%	
44101	Cleveland (100%)	0.0%	0.0%	0.0%	N/A	0.1%	0.0%	0.0%	0.0%	
44102	Cleveland/Brooklyn (95%)	3.7%	3.5%	7.6%	N/A	9.7%	0.0%	0.0%	0.0%	
44103	Cleveland (100%)	1.8%	1.7%	4.9%	N/A	4.8%	0.0%	0.0%	0.0%	
44104	Cleveland (100%)	2.1%	1.7%	5.4%	N/A	6.1%	0.0%	0.0%	0.0%	
44105	Cleveland/NewburghHts/ GarfieldHts	3.9%	3.6%	6.5%	N/A	7.1%	0.0%	0.0%	0.0%	
44106	Cleveland/Cleveland Hts (60%)	2.3%	2.4%	5.5%	N/A	3.5%	0.0%	0.0%	0.0%	
44107	Lakewood/Cleveland	4.1%	4.3%	3.3%	N/A	2.9%	0.0%	0.0%	0.0%	
44108	Cleveland/Bratenahl (90%)	2.6%	2.4%	5.5%	N/A	6.0%	0.0%	0.0%	0.0%	
44109	Cleveland/Brooklyn Hts (98%)	3.3%	3.2%	4.8%	N/A	5.8%	0.0%	0.0%	0.0%	
44110	Cleveland/East Cleveland (98%)	1.9%	1.8%	3.6%	N/A	4.6%	0.0%	0.0%	0.0%	
44111	Cleveland (100%)	3.1%	3.1%	2.9%	N/A	3.7%	0.0%	0.0%	0.0%	
44112	East Cleveland/Cleveland	2.4%	2.2%	4.6%	N/A	4.7%	0.0%	0.0%	0.0%	
44113	Cleveland (100%)	1.4%	1.4%	3.1%	N/A	4.7%	0.0%	0.0%	0.0%	
44114	Cleveland (100%)	0.3%	0.3%	0.9%	N/A	0.7%	0.0%	0.0%	0.0%	
44115	Cleveland (100%)	0.6%	0.5%	1.9%	N/A	1.8%	0.0%	0.0%	0.0%	
44116	Rocky River	1.5%	1.6%	0.5%	N/A	0.3%	0.0%	0.0%	0.0%	
44117	Euclid/Cleveland	0.9%	0.9%	1.3%	N/A	1.2%	0.0%	0.0%	0.0%	
44118	ClevelandHts/UniversityHts/	3.2%	3.3%	2.4%	N/A	1.7%	0.0%	0.0%	0.0%	
44119	Cleveland/Euclid (50%)	1.0%	1.0%	0.8%	N/A	0.5%	0.0%	0.0%	0.0%	
44120	Shaker Hts/Cleveland	3.4%	3.3%	4.3%	N/A	4.5%	0.0%	0.0%	0.0%	
44121	University Hts/South Euclid	2.5%	2.5%	1.7%	N/A	1.6%	0.0%	0.0%	0.0%	
44122	Beachwood/Highland	2.5%	2.6%	1.2%	N/A	1.1%	0.0%	0.0%	0.0%	
44123	Euclid	1.3%	1.3%	0.9%	N/A	0.8%	0.0%	0.0%	0.0%	
44124	Pepper Pike/MayfieldHts/Lyndhurst	2.9%	3.1%	1.5%	N/A	0.6%	0.0%	0.0%	0.0%	
44125	Valley View/Garfield Hts	2.1%	2.2%	1.4%	N/A	1.0%	0.0%	0.0%	0.0%	
44126	Fairview Park/Cleveland	1.2%	1.3%	0.5%	N/A	0.6%	0.0%	0.0%	0.0%	
44127	Cleveland (100%)	0.6%	0.5%	1.4%	N/A	1.4%	0.0%	0.0%	0.0%	
44128	Warrensville Hts/Cleveland	2.4%	2.4%	2.5%	N/A	2.5%	0.0%	0.0%	0.0%	
44129	Brooklyn/Parma/Cleveland	2.1%	2.2%	1.0%	N/A	1.1%	0.0%	0.0%	0.0%	
44130	Parma/Cleveland	3.8%	4.1%	2.0%	N/A	1.7%	0.0%	0.0%	0.0%	
44131	Independence/Seven	1.5%	1.6%	0.6%	N/A	0.1%	0.0%	0.0%	0.0%	
44132	Euclid	1.1%	1.1%	0.7%	N/A	1.0%	0.0%	0.0%	0.0%	
44133	North Royalton	2.1%	2.1%	0.6%	N/A	0.4%	0.0%	0.0%	0.0%	
44134	Parma/Cleveland	2.9%	3.0%	1.4%	N/A	1.1%	0.0%	0.0%	0.0%	
44135	Cleveland/Linndale (90%)	2.0%	2.1%	1.8%	N/A	2.8%	0.0%	0.0%	0.0%	
44136	Strongsville	3.1%	3.1%	0.8%	N/A	0.4%	0.0%	0.0%	0.0%	
44137	Maple Hts/Cleveland	1.9%	1.9%	1.1%	N/A	1.4%	0.0%	0.0%	0.0%	
44138	Olmsted Twp/Olmsted Falls	1.3%	1.3%	0.4%	N/A	0.2%	0.0%	0.0%	0.0%	
44139	Bentleyville/Glenwillow/Solon	1.6%	1.5%	0.4%	N/A	0.1%	0.0%	0.0%	0.0%	
44140	Bay Village	1.2%	1.1%	0.3%	N/A	0.2%	0.0%	0.0%	0.0%	
44141	Brecksville	1.0%	1.0%	0.2%	N/A	0.0%	0.0%	0.0%	0.0%	
44142	Brookpark/Cleveland	1.5%	1.6%	0.6%	N/A	0.3%	0.0%	0.0%	0.0%	
44143	Highland Hts/Richmond Heights	1.7%	1.8%	0.7%	N/A	0.4%	0.0%	0.0%	0.0%	
44144	Brooklyn/Cleveland	1.6%	1.7%	1.2%	N/A	0.9%	0.0%	0.0%	0.0%	
44145	Westlake	2.3%	2.4%	0.6%	N/A	0.3%	0.0%	0.0%	0.0%	
44146	Walton Hills/Oakwood/Bedford	2.3%	2.4%	1.6%	N/A	1.4%	0.0%	0.0%	0.0%	
44147	Broadview Hts	1.1%	1.1%	0.4%	N/A	0.3%	0.0%	0.0%	0.0%	
44149	Strongsville					0.0%	0.0%	0.0%	0.0%	
	Unknown Cuyahoga County Zip Codes*****					0.6%	0.0%	0.0%	0.0%	
	Missing*****					0.0%	100.0%	100.0%	100.0%	
	Unknown*****					0.0%	0.0%	0.0%	0.0%	
	<b>Total Cuyahoga County*****</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>N/A</b>	<b>100.0%</b>	<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>	
	<b>Total Known Cleveland</b>	<b>30.5%</b>	<b>29.2%</b>	<b>56.6%</b>	<b>N/A</b>	<b>63.3%</b>	<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>	
	<b>Total Known Suburbs</b>	<b>69.5%</b>	<b>70.8%</b>	<b>43.4%</b>	<b>N/A</b>	<b>36.1%</b>	<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>	
	<b>Unknown &amp; Missing</b>					<b>0.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	

## Attachment 4: Actual Consumer Zip Codes (continued)

* U.S. Census 2000, SF1 (P1)
** U.S. Census 2000, SF3 (P8)
*** U.S. Census 2000, SF3 (PCT50); Eligibility level for legal aid services is 125 percent of federal poverty.
**** An American Bar Association Study (1994) estimates that 47 percent of the low income population has a legal issue in a given year. This was applied to the Census figure for persons 18+ under 125 percent of poverty.
***** Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms.
*****Missing Data - represents computational errors or incorrect completion of online report.
***** Totals vary because of rounding. County total population 1,393,978 does not correspond to the total of zip codes because some zip codes include data from adjacent counties.

**Attachment 5: Profile of Core Service Providers – 2005**

<b>PROFILE OF CORE SERVICE PROVIDERS – 2005</b>		
<b>Source: United Way - First Call for Help Refer Database February 2005</b>		
	Count	Sub-Count: UW-Affiliated
Total Number of Organizations	14	1
Number of Organizations by Type		
Nonprofit	8	1
For-profit	-	-
Government	5	-
Other	1	-
Total Number of Service Sites	29	-
Number of Service Sites per Organization		
1	12	-
2 – 5	1	-
6 – 10	-	-
11+	1	-
Geographical Location of Service Sites, by ZIP Code		
44017 – Berea		
44022 – Bentleyville	1	-
44040 – Gates Mills/Mayfield Village	-	-
44070 – North Olmsted	-	-
44101 – Cleveland	-	-
44102 – Brooklyn/Cleveland	-	-
44103 – Cleveland	-	-
44104 – Cleveland	1	-
44105 – Newburgh Hts/Garfield Hts	3	-
44106 – Cleveland Hts/Cleveland	-	-
44107 – Cleveland/Lakewood	2	-
44108 – Cleveland/East Cleveland	-	-
44109 – Cleveland/Brooklyn Hts	-	-
44110 – Cleveland/Bratenahl	2	-
44111 – Cleveland	1	-
44112 – Cleveland/East Cleveland	1	-
44113 – Cleveland	1	-
44114 – Cleveland	5	-
44115 – Cleveland	1	-
44116 – Rocky River	3	-
44117 – Cleveland/Euclid	-	-
44118 – Euclid/University Hts	-	-
44119 – Cleveland/Euclid	-	-
44120 – Cleveland/Shaker Hts	-	-
44121 – University Hts/South Euclid	1	-
44122 – Orange/Warrensville Hts	-	-
44123 – Euclid	-	-
44124 – Pepper Pike/Mayfield Village	-	-
44125 – Valley View/Garfield Hts	1	-
44126 – Cleveland/Fairview Park	-	-
44127 – Cleveland	-	-
44128 – Cleveland/Warrensville Hts	-	-
44129 – Cleveland/Brooklyn/Parma	-	-
44130 – Cleveland/Parma	-	-
44131 – Seven Hills/Brooklyn Hts	-	-
44132 – Euclid	-	-

Attachment 5: Profile of Core Service Providers – 2005 (continued)

<b>PROFILE OF CORE SERVICE PROVIDERS – 2005</b>		
<b>Source: United Way - First Call for Help Refer Database February 2005</b>		
	Count	Sub-Count: UW-Affiliated
44133 – North Royalton	-	-
44134 – Parma/Cleveland	-	-
44135 – Cleveland/Linndale	-	-
44136 – Strongsville	3	-
44137 – Maple Hts/Cleveland	1	-
44138 – Olmsted Twp/Olmsted Falls	1	-
44139 – Bentleyville/Glenwillow/Solon	-	-
44140 – Bay Village	-	-
44141 – Brecksville	-	-
44142 – Cleveland/Brookpark	-	-
44143 – Highland Hts/South Euclid	-	-
44144 – Brooklyn/Cleveland	-	-
44145 – Westlake	-	-
44146 – Walton Hills/Oakwood/Bedford	-	-
44147 – Broadview Hts	1	-
44149 – Strongsville	-	-

**Attachment 6: Providers and Functions – 2005**

<b>Service Providers &amp; Functions</b>	
<b>Source: United Way - First Call for Help Refer Database February 2005</b>	
<b>Agency</b>	<b>Services</b>
Berea Senior Center	Legal Counseling
Buckeye Legal Aid Services	Legal Assistance
Case Western Reserve University	Law Clinic
Children's Rights Council Of Cleveland	Legal Clinics
Christian Legal Services Of Cleveland	Legal Assistance
Cleveland State University	Legal Services - Pro Bono - Individual Employment Issues
Cuyahoga County Public Defender	Legal Counsel - Indigent Adults, Legal Counsel - Indigent - Delinquency Or Custody Cases
East Cleveland City Of - Helen S. Brown Senior Citizen Center	Professional Services
Golden Age Centers Of Greater Cleveland	Social Services - Seniors
<b>Legal Aid Society Of Cleveland</b>	Consumer Law
Northeast Ohio Coalition For The Homeless	Legal Clinics / Homeless
Old Brooklyn Community Development Corp.	Review Of Legal Documents
Orange City School District	Senior Center - Outreach And Information
City Of Strongsville	Senior Center - Outreach/Supportive Services

**Bold** represents agencies funded by United Way for this service.

**Attachment 7: United Way - First Call for Help General Legal Aid Requests – 2000-2004: Greatest Increase/Greatest Decrease**

FT-320 General Legal Aid								
United Way - First Call for Help Requests 2000-2004								
Greatest Increase/(Greatest Decrease)								
Zip Code		TOTAL REQUESTS					%Change* 00&04	Avg. # Calls 00-04
		2000	2001	2002	2003	2004		
44142	Brookpark/Cleveland	1	5	5	2	8	700%	4
44127	Cleveland	1	6	6	3	5	400%	4
44143	Highland Hts/Richmond Heights	1	1	8	4	5	400%	4
44124	Pepper Pike/Mayfield Hts./Lyndhurst	1	4	1	3	4	300%	3
44120	Shaker Hts/Cleveland	6	24	22	21	24	300%	19
44117	Euclid/Cleveland	3	6	9	8	11	267%	7
44130	Parma/Cleveland	3	7	14	10	10	233%	9
44146	Walton Hills/Oakwood/Bedford	4	10	11	16	13	225%	11
44105	Cleveland/Newburgh Hts/Garfield Hts	16	35	41	47	40	150%	36
44134	Parma/Cleveland	3	6	10	4	7	133%	6
44107	Lakewood/Cleveland	7	12	25	21	16	129%	16
44108	Cleveland/Bratenahl	18	23	34	32	41	128%	30
44102	Cleveland/Brooklyn	21	30	34	33	44	110%	32
44135	Cleveland/Linddale	10	14	10	19	21	110%	15
44119	Cleveland/Euclid	1	1	3	4	2	100%	2
44132	Euclid	4	6	10	7	8	100%	7
44118	ClevelandHts/UniversityHts/ShakerHts	7	10	14	11	13	86%	11
44129	Brooklyn/Parma/Cleveland	6	2	5	8	11	83%	6
44114	Cleveland	0	1	4	6	6	N/A	3
44131	Independence/Seven Hills/Brooklyn Hts	0	5	0	1	4	N/A	2
44022	Bentleyville	0	0	1	0	1	N/A	N/A
44147	Broadview Hts	2	1	2	3	0	(100%)	2
44101	Cleveland	1	0	0	0	0	(100%)	N/A
44126	Fairview Park/Cleveland	2	1	2	6	0	(100%)	2
44138	Olmsted Twp/Olmsted Falls	1	3	7	2	0	(100%)	3
<b>**Total Cuyahoga County</b>		<b>316</b>	<b>419</b>	<b>533</b>	<b>546</b>	<b>535</b>	<b>69%</b>	<b>470</b>
<b>**Total Cleveland</b>		<b>169</b>	<b>235</b>	<b>282</b>	<b>309</b>	<b>284</b>	<b>68%</b>	<b>256</b>
<b>**Total Suburbs</b>		<b>147</b>	<b>184</b>	<b>251</b>	<b>237</b>	<b>251</b>	<b>71%</b>	<b>214</b>
* Extremely high percentages are due to low numbers.								
** These totals do not reflect the sum of the numbers above which are the zip codes reflecting the greatest increase or decrease. Rather, they are the total of calls from ALL zip codes many of which do not appear on this table.								

**Attachment 8: United Way - First Call for Help 2000-2004: Unmet Need**

<b>FT-320 General Legal Aid</b>					
<b>United Way – First Call for Help Requests 2000-2004</b>					
<b>Unmet Need</b>					
Zip Code		TOTALS 00-04			%
		Requests	Met	Unmet	Unmet
44040	Gates Mills/Mayfield Village	2	1	1	50%
44131	Independence/Seven Hills/Brooklyn Hts	10	9	1	10%
44133	North Royalton	19	18	1	5%
44127	Cleveland	21	20	1	5%
44106	Cleveland/Cleveland Hts	68	65	3	4%
44134	Parma/Cleveland	30	29	1	3%
44132	Euclid	35	34	1	3%
44125	Valley View/Garfield Hts	35	34	1	3%
44135	Cleveland/Linndale	74	72	2	3%
44102	Cleveland/Brooklyn	162	158	4	2%
44120	Shaker Hts/Cleveland	97	95	2	2%
44109	Cleveland/Brooklyn Hts	99	97	2	2%
44118	ClevelandHts/UniversityHts/ShakerHts	55	54	1	2%
44112	East Cleveland/Cleveland	116	114	2	2%
44113	Cleveland	73	72	1	1%
44108	Cleveland/Bratenahl	148	146	2	1%
44107	Lakewood/Cleveland	81	80	1	1%
44128	Warrensville Hts/Cleveland	87	86	1	1%
44103	Cleveland	99	98	1	1%
44104	Cleveland	113	112	1	1%
44105	Cleveland/Newburgh Hts/Garfield Hts	179	178	1	1%

<b>* Total Cuyahoga County</b>	<b>2,349</b>	<b>2,318</b>	<b>31</b>	<b>1%</b>
<b>* Total Cleveland</b>	<b>1,279</b>	<b>1,261</b>	<b>18</b>	<b>1%</b>
<b>* Total Suburbs</b>	<b>1,070</b>	<b>1,057</b>	<b>13</b>	<b>1%</b>

**FCFH DATA NOTES**

**Met** = service request resulting in referral to an organization. (Does not mean agency was able to provide the service.)

**Unmet** = service request for which there was no referral.

**Note:** Zip Codes shared by Cleveland and surrounding suburbs whose boundaries fall 50% and greater within the city of Cleveland are highlighted and totaled as Cleveland. Others are totaled as Suburbs.

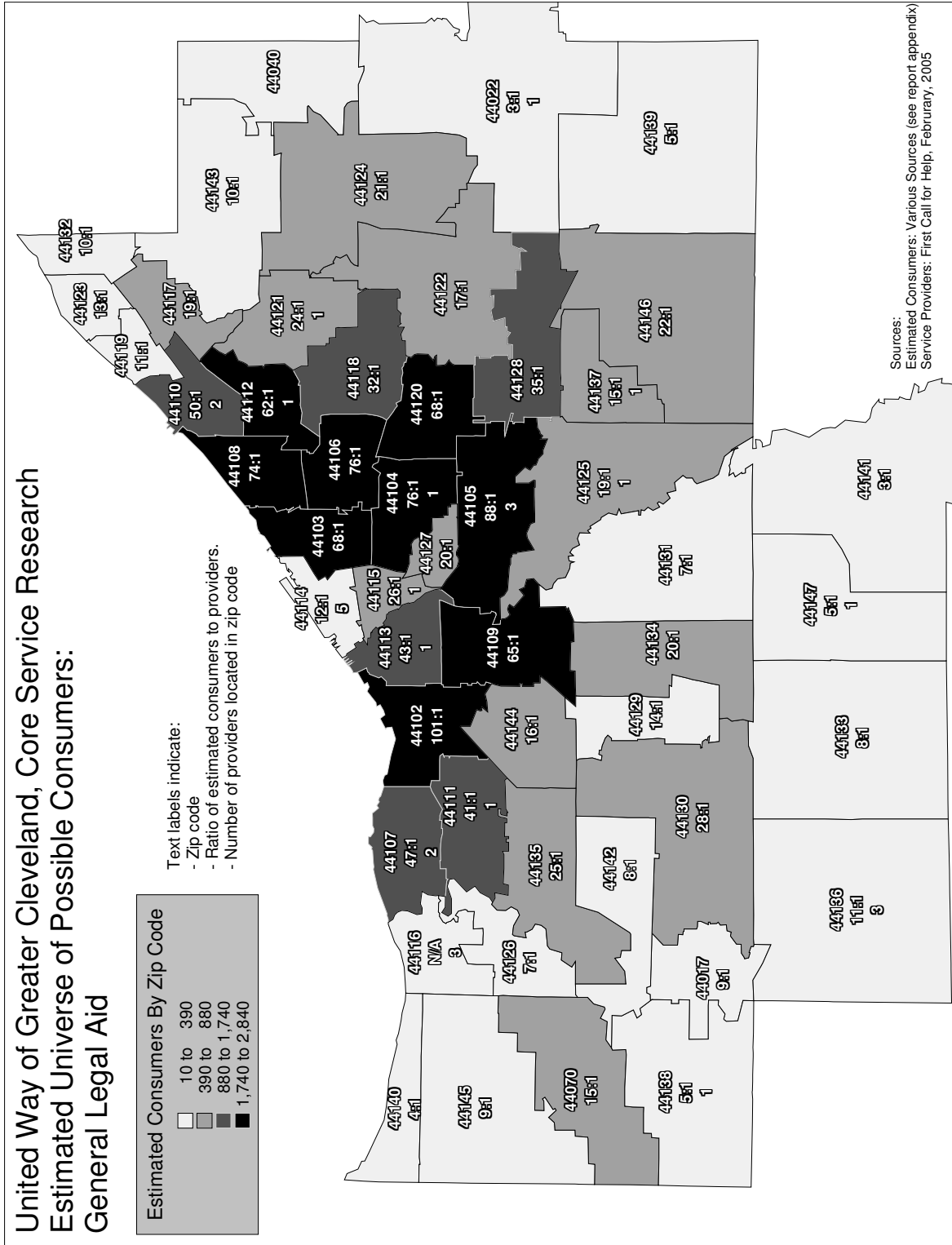
\* These totals do not reflect the sum of the numbers above which are the zip codes reflecting unmet need in 2004. Rather, they are the total of calls from ALL zip codes some of which do not appear on this table.

### Attachment 9: Service Site Index

Core Service: General Legal Aid FT-320										
Service Site Index										
Zip	Number of Sites *****	City/Town (% Cleveland)	Proportion of Minorities in Geographical Area	Total Population (#)*	Total Population 18+ (#)**	Population 18+ <125% Federal Poverty (#)***	Persons in Need of Legal Services (#)****	Estimated Service CONSUMERS per Geographical Area	Number of Service SITES Serving Geographical Area (Per Agencies Reported Intended Service Area to First Call for Help)*****	Potential Service ACCESSIBILITY by Service Consumers per Geographical Area
								Consumer in Need of Legal Services *****		Ratio of CONSUMERS to Service SITES
Period				1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/2005	
<b>TOTAL</b>	29			1,393,978	1,046,599	147,008	69,094	37,550	29	1,295:1
<b>Percent</b>					75.1%		14.4%	54.3%		
44117	-	Euclid/Cleveland	African Am 53.1%	12,078	9,662	1,974	928	504	27	19:1
44105	3	Cleveland/NewburghHts/ GarfieldHts (75%)	African Am 61.9%	54,834	38,800	9,618	4,520	2,457	28	88:1
44106	-	Cleveland/Cleveland Hts (60%)	African Am 62.2%	32,417	25,586	8,035	3,776	2,052	27	76:1
44110	2	Cleveland/East Cleveland (98%)	African Am 74.7%	26,536	18,517	5,244	2,465	1,339	27	50:1
44120	-	Shaker Hts/Cleveland	African Am 76.7%	47,349	34,091	7,221	3,394	1,844	27	68:1
44103	-	Cleveland (100%)	African Am 80.2%	25,348	17,372	7,162	3,366	1,829	27	68:1
44108	-	Cleveland/Bratenahl (90%)	African Am 94.9%	36,456	24,841	8,114	3,814	2,073	28	74:1
44112	1	East Cleveland/Cleveland	African Am 95.2%	33,222	23,087	6,815	3,203	1,741	28	62:1
44128	-	Warrensville Hts/Cleveland	African Am 95.8%	33,612	25,177	3,714	1,746	949	27	35:1
44104	1	Cleveland (100%)	African Am 97.5%	28,904	18,803	7,992	3,756	2,041	27	76:1
44115	1	Cleveland (100%)	African Am 98.4%	8,186	5,218	2,776	1,305	709	27	26:1
44114	5	Cleveland (100%)	Asian 20.3%	3,891	3,247	1,277	600	326	27	12:1
44109	-	Cleveland/Brooklyn Hts (98%)	Hispanic 20.3%	45,783	32,998	7,075	3,325	1,807	28	65:1
44102	-	Cleveland/Brooklyn (95%)	Hispanic 20.4%	52,108	36,707	11,117	5,225	2,840	28	101:1
44113	1	Cleveland (100%)	Hispanic 23.5%	19,466	14,922	4,596	2,160	1,174	27	43:1
44017		Berea		19,005	15,014	997	469	255	27	9:1
44022	1	Bentleyville		17,720	8,368	262	133	72	27	3:1
44040	-	Gates Mills/Mayfield Village		2,863	2,180	43	20	11	27	-1
44070	-	North Olmsted		34,081	26,035	1,533	721	392	27	15:1
44101	-	Cleveland (100%)		0	0	0	0	0	5	-1
44107	2	Lakewood/Cleveland		66,710	44,756	4,923	2,314	1,257	27	47:1
44111	1	Cleveland (100%)		42,967	32,373	4,329	2,036	1,106	27	41:1
44116	3	Rocky Rver		21,122	16,649	736	346	188	27	N/A
44118	-	ClevelandHts/UniversityHts/ ShakerHts		45,279	34,387	3,462	1,627	884	26	32:1
44119	-	Cleveland/Euclid (50%)		13,493	10,787	1,158	544	296	27	11:1
44121	1	University Hts/South Euclid		35,185	26,506	2,494	1,172	637	27	24:1
44122	-	Beachwood/Highland Hills/ShakerHts		34,883	27,255	1,828	859	467	27	17:1
44123	-	Euclid		18,363	13,929	1,335	627	341	27	13:1
44124	-	Pepper Pike/MayfieldHts/Lyndhurst		40,334	32,903	2,260	1,062	577	27	21:1
44125	1	Valley View/Garfield Hts		29,876	22,875	2,095	985	535	26	19:1
44126	-	Fairview Park/Cleveland		17,196	13,455	735	345	188	27	7:1
44127	-	Cleveland (100%)		8,403	5,537	2,131	1,002	544	27	20:1
44129	-	Brooklyn/Parma/Cleveland		29,658	22,906	1,436	675	367	27	14:1
44130	-	Parma/Cleveland		53,615	43,087	2,970	1,396	759	27	28:1
44131	-	Independence/Seven Hills/BrooklynHts		20,666	16,579	820	385	209	26	7:1
44132	-	Euclid		15,322	11,616	1,091	513	279	27	10:1
44133	-	North Royalton		26,685	21,732	872	410	223	27	8:1
44134	-	Parma/Cleveland		40,396	31,537	2,121	997	542	27	20:1
44135	-	Cleveland/Linddale (90%)		26,561	21,567	2,626	1,234	671	27	25:1
44136	3	Strongsville		43,858	32,396	1,110	522	284	27	11:1
44137	1	Maple Hts/Cleveland		26,107	19,380	1,551	729	396	27	15:1
44138	1	Olmsted Twp/Olmsted Falls		18,046	13,612	553	260	141	27	5:1
44139	-	Bentleyville/Glenwillow/Solon		22,231	15,448	564	265	144	27	5:1
44140	-	Bay Village		16,076	11,889	387	182	99	27	4:1
44141	-	Brecksville		13,676	10,242	360	169	92	27	3:1
44142	-	Brookpark/Cleveland		21,132	16,334	872	410	223	27	8:1
44143	-	Highland Hts/Richmond Heights		23,730	18,471	1,008	474	257	27	10:1
44144	-	Brooklyn/Cleveland		21,805	17,462	1,754	824	448	26	16:1
44145	-	Westlake		31,972	24,797	952	447	243	27	9:1
44146	-	Walton Hills/Oakwood/Bedford		31,648	24,952	2,329	1,095	595	27	22:1
44147	1	Broadview Hts		15,954	11,995	561	264	143	27	5:1

\* U.S. Census 2000, SF1 (P1)  
 \*\* U.S. Census 2000, SF3 (P8)  
 \*\*\* U.S. Census 2000, SF3 (PCT50); Eligibility level for legal aid services is 125 percent of federal poverty.  
 \*\*\*\* Persons 18+ under 125 percent of poverty times 47 percent, the percent of low income persons having a legal problem in a given year per American Bar Association study (2004).  
 \*\*\*\*\*A conservative estimated universe of possible consumers for general legal aid programs is 37,550 persons 18+. This is based on applying the result of LSC's research (2005) that conservatively less than  
 \*\*\*\*\* United Way-First Call for Help data base, February 2005

Attachment 10: Map





**United Way of  
Greater Cleveland**

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