

Refugee Law Office Evaluation

Supplemental Report Cost Efficiency

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Analysis of Cost Efficiency¹

This report supplements the cost section of Dr. Wong-Rieger 2000 report. Because of difficulties related to inconsistent data supplied from several sources in Dr. Wong-Rieger's report this supplemental report re-examines the cost efficiency of the Refugee Law Office (RLO) based on a data set validated by several sources and control checks. Cost analysis formulas included in this report and Appendices provide the complete details of calculations. It is important to note in this discussion that RLO expenditures and caseload represent only 3% - 4% of the total refugee program. In this context the impact of a decision regarding the closure or continuation of the RLO will have minimal financial consequence. However, the scope of the decision will have profound effects on the future direction of LAO. The introduction of a staff model as an alternative or complement to the judicare model, as part of a mixed model of service delivery and/or as a strategy to manage the larger certificate program, will alter the service delivery system and how services will be managed. In this sense, the implications of the decision to continue the RLO will have fundamental implications for delivery and managing LAO services.

The scope of this report is focused on the cost efficiency aspects of operating a staff office as a service delivery model. The central question addressed in this report:

≪≪ Is the RLO a cost-efficient service delivery model compared to the certificate program?

Historical Perspective

Cost efficiency of the RLO has fluctuated since its inception. Although one of the original intents of the pilot was to demonstrate cost efficiency there are a variety of factors that impinge on the RLO's ability to show a consistent pattern of cost efficiency. For example, the number of refugee certificates issued in 1993 was 25,921 and dropped to 11,886 in 1994 representing a 50% decline. This decline had an impact on both the private bar and the RLO.

The unanticipated decline in certificates issued resulted in a minimal number of referrals for the RLO. The outcome of too few referrals for the staffing resource of the RLO was manifested in a significantly higher average cost of a RLO case - 70% higher than the average cost of a private bar case.

¹ Cost efficiency refers to the economic outcomes between the RLO and the private bar. In this sense it is separated from a broader definition of cost effectiveness which includes a balance between quality factors and economic factors. For the purpose of this report cost efficiency is considered separately from the broader definition of cost effectiveness.

In response to these efficiency concerns a number of strategies were implemented over the subsequent years. In January 1995, the Legal Aid Committee expanded the catchment area for the RLO in order to increase the geographic size of the referral base. In October 1996, the RLO staffing resources were downsized dramatically because the staffing level could not support the small number of intakes.

In February 1998, the Legal Aid Committee approved the implementation of a referral process for unrepresented Refugee applicants where Area offices refer unrepresented Refugee applicants directly to the RLO. This decision to enhance the development of the RLO was a strategy to improve access to justice; thereby, enhancing quality and, an indicator of the committee's need for management control in the intake process. Exercising this strategy was designed to enhance management's capacity toward an adequate performance level regarding cost efficiency. The strategy had some impact on increasing the RLO caseload; however, the number of refugee claimants who do not have a lawyer at the time of making an application for legal aid services continues to be driven by external factors. In spring 1998, the RLO office was moved in order to reduce overhead costs and to make the RLO more visible and accessible at the Toronto Area Office.

These strategies may have had some impact on the overall cost efficiency of the RLO; however, they have not been a guarantee that ensures the cost efficiency of the RLO.

LAO policy changes regarding Refugee law services also had an impact on the RLO. In 1996, tariff reductions on Refugee certificates increased the pressure on RLO with respect to cost efficiency. The private bar was expected to operate at a 47% reduction in tariff hours. To be competitive with the private bar the RLO also needed to demonstrate a reduction in hours per case. At the same time, the quality of service mandate of this staff model continued to be a high priority.

Managing an adequate number of referrals, adjusting to tariff reductions, considering staffing ratios, monitoring overhead costs, and responding to the priority of delivering quality legal services are historical examples of strategies used to influence the cost efficiency of the RLO.

The Tensions Between Quality, Quantity and the Doorway Into RLO

Strategically, LAO Management determined quality of service was to be a high priority. No restrictions were placed on RLO to perform within tariff guidelines in order that the quality of intervention was not impeded. Dr. Wong-Rieger reported in the 1998 review that there was evidence of a high quality of service in RLO and that quality of service was also manifested in higher average costs per case. Quality may correspond with higher case costs; however, many factors may account for quality legal services. Quality factors may be represented in the experience level of the lawyer, the amount of time spent with a client by

lawyer and paralegal, clarity of reporting and presentation, amount of document preparation, and the level of communication with collateral sources.

There is a reasonable tension, however, in maintaining quality of service and at the same time being cost efficient. The RLO has provided an experiential base in testing out this tension between quality and quantity.

Given the findings in Dr. Wong-Rieger's reports regarding quality of service and the cost efficiency results in this report, it can be stated for the fiscal year 1999/00 that:

≪≪ The RLO has demonstrated consistent quality service and equitable cost efficiency with the private bar at the 99/00 RLO caseload.

and

≪≪ The number of clients referred to the RLO in any given year has a direct relationship with the average cost per case².

The relationship between the number of clients referred and the average cost per case cannot be overlooked as one important consideration that contributes to the efficiency of this staff office. RLO intakes rely on external sources and the Area Offices to refer clients.

These external sources are excellent advocates for refugees and for the RLO; however, based on the experience of the RLO, the referral sources have not guaranteed a consistent and adequate flow of cases to maintain maximum caseloads for the staffing patterns tested over the past six years. See Appendix G for a comparison of referral patterns of the RLO and referral patterns of the private bar.

Two important functions performed by the RLO assist in the referral process. The RLO's involvement in the intake function at the Toronto Area Office specific to refugee applicants provides a point of first contact and engagement with a client. This appears to contribute to the quality of interaction with refugee applicants because language barriers are sometimes removed given the abilities of the RLO staff. There is also a natural affinity between the applicant and the role of the RLO staff in the client process of obtaining legal aid services. Engaging with a refugee applicant at this point in the client process has contributed to an increase in referrals to the RLO.

² Note: cost per case, completed case cost, cost efficiency, cost effectiveness are specific to completed cases. Completed cases are not related to the number of certificates that are issued. All cost analyses have been done on cases that a final account was paid in a given fiscal year. Final account paid includes all costs associated with a case. Supplemental costs associated with a case submitted after a final account paid do not significantly change the results included in this report.

Second, the RLO outreach activities to community organizations raise the profile of the office and enhance the ability of the RLO to attract clients. The RLO's ability to attract clients from a variety of community organizations, therefore, is central to the maintenance of its caseload.

≪≪ Relationships with the Area Office and community organizations support client access to service.

≪≪ Relationships with the Area Office and community organizations promote quality of service through expedient, coordinated efforts.

The Nuance of Language

Another factor influencing the number of referrals to the RLO is language ability. This is also generally true in the certificate program. Familiarity with a language increases the number of referrals because "word of mouth" within ethnic communities is a reliable source of connection.

At the same time, RLO staff with specific language abilities may have an inverse effect on referrals from interpreters with similar language abilities. Because interpreters expect some reciprocal work from making a referral they may be reluctant to make a referral to the RLO where the RLO has the language capacity. It is likely that interpreters will refer to private bar lawyers where interpreter services will be required. The referral patterns shown in Appendix G support this notion. Only 3% of referrals to the RLO come from Interpreters; whereas, 25% of referrals to the private bar come from Interpreters.

It appears, however, that the number of languages spoken within the Refugee Law Office broadens the client base exponentially. Our experience and general knowledge base about language capacity in the RLO adequately confirm the findings that RLO lawyers with more than one language increase the number of referrals from those countries where a given language is spoken by the RLO staff.

What the Numbers Say

The RLO referral numbers illuminate the demand patterns and highlight the vulnerability of RLO cost efficiencies driven by external supply and demand forces. Table 1 below illustrates the supply and demand dependency of the RLO by considering the relationship between intake referrals and cost efficiency of the RLO over the past 2 fiscal years.

Table: 1

RLO Case Count and Average Case Cost Comparison

1998/99		1999/00	
Cases	Average Cost per Case	Cases	Average Cost per Case
178	\$2438	280	\$1720

Data Source: Refugee Law Office and LAO Financial Department

Note: 1. Average case costs include all related expenses within the RLO
 2. See Appendix A “Formula for Certificate Costs Of the RLO” for the formula used to determine average case costs

As the caseload increased from 1998/99 to 1999/00, costs decreased proportionately. Similar patterns have occurred over the six-year operation of the RLO. Cost efficiency in a staff model is dependent in part on the number of referrals; whereas, cost efficiency of the private bar is dependent in part on the limitations of the tariff and the discretion exercised by Legal Accounts.

Table 1 illustrates at face value the difference in case cost based on caseload numbers only. A 30% difference in average case cost is realized based on the number of cases available in 1998/99 compared with 1999/00. An increase of 102 cases in 1999/00 decreased average case costs by \$718. In this respect, efficiency of the RLO can be measured from year to year based on the number of intakes available. Thus,

≈≈ RLO efficiency in 1999/00 is 30% greater than 1998/99.

The vulnerability inherent in this measure of efficiency, however, is the dependency on supply and demand factors to support an adequate number of intakes. Tolerance to measure efficiency on the basis of external demands alone is not congruent with current political and economic trends. In order to measure cost effectiveness from year to year and to equitably compare the RLO to the private bar, supply and demand forces must be monitored and controlled. More specifically, an adequate and consistent number of RLO intakes are required to demonstrate cost efficiency and fairly compare RLO with the private bar.

- ⌘ Developing strategies to control for a consistent and adequate number of intakes will be one challenge to resolve if the RLO is to continue operating cost efficiently.

The calculations and numbers shown in Table 1 do not account for other factors that may affect the efficiency of a staff office.

Another factor that may influence caseload potential is the complexity of a case.

- ⌘ Anecdotal evidence indicates that private bar members and Refugee Claims Officers refer cases to the RLO because of the difficulty associated with certain cases and the limitations on the number of tariff hours available for refugee cases of this nature.

The number of difficult cases referred to the RLO and the potential additional hours associated with these cases would directly influence the RLO caseload potential. If this were found to be statistically evident it would have profound implications for decisions regarding the formulas or model of efficacy specific to the RLO.

For example, if 25% of the RLO cases were more complex³ than typical refugee cases, it is reasonable to anticipate some additional hours or costs to be associated with complex cases. Increasing the average number of hours on 25% of the RLO caseload would in effect reduce the overall caseload capacity and increase the average cost per case. Although the actual average cost per case may be higher, statistical “weighting” procedures could account for these differences and accurately compare typical and complex cases.

Other factors influencing cost efficiency not addressed in Dr. Wong-Rieger’s report include the impact of lawyer experience, the organization of the staff office, staff mix, management of the office, and protocols and procedures designed to promote efficiency.

The limitations of these evaluations did not allow for an in-depth analysis of referrals, complexity of cases, or a formula to determine the optimum number of cases in a staff model. However, some comments regarding lawyer experience, staff mix and average hours per case will be discussed in the following sections.

³ Complexity requires a clear definition and measurable indicators to accurately determine the differences between a typical case and varying degrees of complex cases. Complexity might include such things as language barriers, mental health problems, number of family members involved, abuse issues, sexual orientation, and other country specific anomalies. Statistical procedures can account for differences in complexity and accurately compare cases.

Factors relating to complexity, case mix, staff mix, experience levels, hours allotted per case are important considerations as alternative service delivery models are appraised.

Judicare and the RLO: Who Costs More?

The cost per private bar certificate is based on the actual costs of completed cases in each given year (defined as Final Account Paid). For 1999/00 there was a total of 5142 Final Accounts Paid at a cost of \$9,218,595 that represents an average of \$1793 per case.

The calculations for the RLO average cost per case are based on costs directly related to certificate work and the number of intakes in a given year. Although this calculation is somewhat different than the formula used for the private bar it is the fairest comparison that can be made given the detail available from the RLO database.

Without specific data regarding completed cases and length of time cases are open in the RLO, averages must be based on the assumption that the number of intakes represents the number of completed cases in a given year. This assumption is based on two conditions. First, the costs for the RLO are expended in each fiscal year and therefore represent work on all the cases acknowledged in a given year and work associated with cases from the previous year. Second, Dr. Wong-Rieger indicated in her report that the average length of an open case in the RLO is less than one year.

For 1999/00 the RLO accepted 280 cases. The cost associated with these certificate cases is a portion of the overall RLO budget and represents \$482,000 of the \$688,000 total RLO budget for 1999/00 (see Appendix A for descriptions of formulas used to calculate certificate costs in the RLO). The average cost per case for the RLO for 1999/00 is \$1720.

Table 2 illustrates cost effectiveness of the RLO in comparison to the private bar over the past 2 fiscal years.

Given the calculations of costs associated with the private bar and the RLO it can be concluded for the year 1999/00 that:

≪≪ The RLO is cost competitive with the private bar.

The comparison of costs in any given fiscal year, however, is vulnerable to the number of intakes or acknowledged certificates in the RLO.

It is also noted that an examination of the Provincial administrative costs related to the RLO and the Refugee certificate program was undertaken as part of this report. Several models

were developed to determine allocations of administrative costs to each service. Because the administrative costs per certificate were very similar it was decided to report on the actual costs attributable to each case. Details of this exercise are available but not included.

Table 2:

Completed Average Case Cost Comparison: RLO and Private Bar

	1998/99			1999/00		
	Private Bar (5200 cases)	RLO (178 cases)	% Difference	Private Bar (5142 cases)	RLO (280 cases)	% Difference
Average cost per completed case	\$1787	\$2438	26%	\$1793	\$1720	-4%

Data Source: Refugee Law Office and LAO Financial Department

Note: Average case costs for RLO include all related expenses within the RLO. Figures include Judicial Reviews. They are included because they are equally proportioned between the private bar and the RLO. The RLO currently operates with three lawyers and three paralegals. The RLO provincial administrative costs per case in the present staffing/caseload ratio are assumed to be equal with the certificate program provincial administrative costs per case. Appendix B provides additional information regarding program expenditures and average case cost comparisons

From Table 2 it can be concluded that:

- ≪≪ The RLO is more cost efficient than the private bar when the caseload of the RLO is adequate
 - 1999/00 RLO Cost per Case: \$1720 (caseload 280)
 - 1999/00 Private Bar Cost per Case: \$1793
- ≪≪ Cost efficiency of the RLO has a direct relationship to the total number of refugee cases referred and serviced.
 - at 280 closed cases per year the RLO is cost efficient
 - less than 280 closed cases per year, the RLO is not cost efficient

For more information on cost comparisons considering volume of cases by country (an extension of Dr. Wong-Rieger's hypothesis regarding volume of cases by country), volume of cases per lawyer, the number of countries by lawyer, and the case mix of the RLO, see Appendix C "Cost Effectiveness".

Experience Level

Of the 307 lawyers accepting Refugee Law certificates, 27% or 83 lawyers are in the base category billing at a rate of \$67/hour, 33% are in tier one billing at a rate of \$75/hour, and 40% are in tier 2 billing at a rate of \$85/hour.

The experience level of the lawyer has some effect on the average cost per case.

≪≪ As the experience factor increases, so the average cost per case increases.

This is in part due to the increase in hourly rate as experience levels increase and the tier level changes. There is a significant difference, however, between the average cost per case in the base tier (\$67/hour) at \$1402 and the next tier (\$75/hour) at \$1771. The difference is represented by an average of one hour per case more for the second tier level in addition to the 12.5% hourly increase between tier levels.

It is also interesting to note that as experience level increases the average number of cases per lawyer also increases. The average number of cases per lawyer in the base tier for 1999/00 is 5.4 compared to 19.2 cases for tier 1 and 22.4 cases for tier 2. Intuitively it is reasonable to expect that lawyers with greater experience levels have referral sources, networks, reputations, and legal aid experience that support higher caseloads.

In comparison, the RLO caseload average per lawyer based on 280 cases per year and 2.5 lawyers is 112 cases. The large differences indicate that private bar lawyers generally do not rely on legal aid cases as their main source of support⁴.

⁴ Appendix H, however, considers the Lawyer/Country representation of 10 lawyers whose Refugee caseload exceeded 80 cases of the 5,142 completed cases reviewed. Of the 5142 private bar cases, 24% or 1,229 cases were represented by 10 lawyers. Of the top 4 lawyers, one represented 179 cases, one represented 157 cases, another represented 143 cases, and the 4th represented 140 cases. Although this is not representative of the private bar who accept Refugee cases, it provides an alternate perspective to the average number of cases per lawyer.

Average Hours per Case

The average number of hours per case across all tier levels is 18.89. Base tier average hours per case is 18.33 representing the lowest average of the 3 tier levels. Tier 2 represents the highest average hours per case at 19.39.

Base level	average hours per case	18.33
Tier 1		18.63
Tier 2		19.39

Although the differences in average number of hours per case across tiers are not large, the results indicate that the average number of hours per case increases as the experience factor increases.

Average Disbursements

The other noticeable difference between tiers is the amount of disbursements expended. The least experienced lawyers bill on average \$130 - \$140 less per case. Table 3 illustrates the differences between tiers.

Table 3:

Comparison of Average Cost per Case, Average Disbursements, and Average Discretion by Tier Level

Solicitor Rate per Hour	# of Solicitors	Average Hours per Case	Average Cost per Case *	Average Disbursements
Base: \$67	83	18.33	\$1403	\$175
Tier 1: \$75	101	19.39	\$1770	\$315
Tier 2: \$84	123	18.63	\$1871	\$306
Total	307	18.89	\$1793	

* Average case costs include fees, disbursements, and discretion
 Note: Data includes supplementary accounts received after March 31, 2000 up to February 8, 2001. Differences in cost per case are due to rounding or the difference between accrual calculations from the annual report and actual calculations based on accounts paid. Differences represent less than 1% variance on the overall Refugee expenditures and are not significant.

Average Discretion Awarded

Discretion is awarded to approximately 18% of all Refugee Law cases. Comparison of discretion between tiers is illustrated in Table 4. Percentage of cases awarded discretion

does not vary significantly between tiers and the variation between tiers for the average discretion paid is minimal.

Table 4:

Discretion Awarded

Tier	# of Lawyers	# of Cases	# of Cases Discretion Awarded	% of Cases Awarded Discretion	Average Discretion Paid per Case
Base	83	449	81	18%	\$422
Tier 1	101	1941	370	19%	\$370
Tier 2	123	2752	483	17.6%	\$382

Data Source: AS/400

The average number of hours per case that was awarded discretion increased from 19 to 27.45 hours. Typically, this increase is reflective of the dynamics and/or circumstances related to a given case.

To determine the categories used for discretion and their importance to the awarding of discretion a brief survey was completed with the Legal Accounts staff responsible for processing Refugee Law accounts. There was agreement across the 3 officers that: the number of claimants; the number of written submissions; and, cases where the Minister intervened, were the most important considerations reflected in their judgements regarding the awarding of discretion. Appendix D outlines the categories and ratings of officers regarding discretion judgements.

Average Hours per Case: RLO and the Private Bar

The average number of hours per case for the RLO in 1999/00 was 25, including hearings. The 25 hours per case is based on the aggregate number of certificate hours worked by lawyers and paralegals divided by the 280 cases in 1999/00⁵. The paralegal hours are assumed as equivalent to the lawyer hours⁶. In comparison, the private bar average number of hours per case was 19 including hearings.

One argument for the difference between the private bar and the RLO may be attributed to the quality of service and representation offered by the RLO. For example, more hours per case equate to higher levels of quality. Dr. Wong-Rieger's report identified through

⁵ Hourly totals are based on a 35 hour work week for 46 weeks annually (2 weeks statutory holidays, 3 weeks vacation, and 1 week sick time deducted from 52 week year).

⁶ A paralegal would take the same amount of time as a lawyer to complete a similar task.

interviews with the IRB members and community organizations along with her findings of the file reviews evidence of higher quality service provided by the RLO.

Another argument for the difference between the private bar and the RLO may be that the RLO is not operating at its caseload capacity. If the caseload were increased there would be a subsequent decline in the number of hours available per case. Given an increase in caseload, however, it is not clearly evident the impact this would have on the quality of service.

The caseload capacity is a complex issue that requires further exploration regarding the effect of case mix (see Appendix E), complexity of cases, and other factors contributing to the hours and costs per case. Caseload capacity and the difference in hours between the RLO and the private bar raises a number of important questions for further study.

- ≈≈ Can the RLO reduce its average hours per case to increase cost efficiency?
- ≈≈ Can the RLO maintain the same quality of service with increased efficiency of lower average hours per case?
- ≈≈ Can the RLO increase its caseload; thereby, reducing the average case cost?
- ≈≈ Can the RLO make greater use of paralegal staff to lower the cost per case?

In response to these questions the following section discusses the effect of reducing hours, increasing caseload, and using higher ratios of paralegals.

The following models provide a prospective picture of enhanced cost efficiencies of the RLO. The RLO has the potential to increase cost efficiency based on these models; however, it remains to be determined if the same level of quality can be maintained with increased efficiency.

The productive tension between quality and quantity is an unknown element in staff models delivering legal services. Adjustments made to quality or quantity expectations require intricate monitoring to ensure a tension that promotes efficiency and effectiveness in the interest of the client.

The following section considers efficiency in isolation of quality. The figures presented only represent a fiscal perspective and do not account for the level of effectiveness or the quality of effort expected from a staff model.

Projective Models

Hours per Case Model

The average number of hours per case in the RLO is 25. If this average hours per case were to be reduced the caseload of the RLO would increase proportionately resulting in a reduction in the average case cost and an overall savings in refugee certificate expenditures.

Table 5 illustrates the effect of hours on case costs and savings in refugee expenditures.

Table 5:

**Effect of Reduction of Average Hours per Case
(Based on 1999/00 existing one-to-one staffing ratios and expenditures)**

Cases	Hours per Case	% Lawyer Hours	Cases per Lawyer	Cost per Case	Savings in Refugee Expenditures
280	25.01	43.7%	147	\$2063	-\$6658
300	23.35	43.7%	158	\$1948	\$27,527
320	21.89	43.7%	168	\$1846	\$61,703
340	20.60	43.7%	179	\$1757	\$95,868
360	19.45	43.7%	189	\$1677	\$130,022
380	18.43	43.7%	200	\$1606	\$164,165

Note: An extended table of average hours per case and one-to-one lawyer/paralegal is available. Differences in cost per case between table are due to rounding or the difference between accrual calculations from the annual report and actual calculations based on accounts paid. Figures are based on an overestimation of salaries to account for potential increases in salaries. The net effect is an underestimation of savings. Differences represent less than 1% variance on the overall Refugee expenditures and are not significant.

It is apparent from this table that significant savings can be achieved by adjusting the number of hours allotted per case. Decreasing the number of hours per case increases the number of cases and lowers the cost per case. For example, a decrease to 23.35 hours per case results in an increase of 20 cases and a savings in the Refugee Law certificate program of \$27,527. Reducing the hours per case to approximate the private bar (18.89 hours per case) would increase the caseload to 360 and result in a savings of \$130,022. It may appear reasonable to decrease the average number of hours per case; however, there are a number of considerations in this strategy.

The quality of work may be affected and requires monitoring to ensure that effectiveness standards are not impeded to the detriment of the client. The increase in the number of cases

resulting from a reduced number of hours per case has a direct effect on the number of hearings that must be attended on a weekly basis. The RLO staff has reservations about an increase in the attendance at hearings and their capacity to provide quality representation. Further, the increased number of cases must also be supported by a referral process that guarantees an adequate number of cases for the RLO to maintain its cost efficiency.

Staff Mix and Efficiency Model

Another question regarding efficiency relates to the staff mix between lawyers and paralegals. The present lawyer/paralegal ratio is approximately one-to-one. That is, for every lawyer, there is one paralegal. If the ratio of paralegals to lawyers were increased to two paralegals for every lawyer there would be a significant increase in the number of cases per lawyer and an overall savings in refugee expenditures.

Table 5 illustrates the savings in terms of increasing the ratio of paralegals to lawyers.

Table 5:

**Effect of Increasing Paralegal Ratio
(Based on 1999/00 expenditures)**

Lawyers	Para Legals	Support	# of Cases	Lawyer Hours	Para Legal Hours	Total Hours	% Lawyer Hours	Cost per Case RLO	Savings in Refugee Expenditures
3	3	2	280	11	14	25	43.7%	\$2063	-\$6,658
3	4	2	340	9	16	25	35.5%	\$1942	\$32,948
3	5*	2	400	7.5	17.5	25	29.9%	\$1854	\$73,615
3	6**	2	473	6.5	18.5	25	25.9%	\$1849	\$87,686
4	4	2	400	11	14	25	45.7%	\$1995	\$17,280
4	5	2	480	10	15	25	39.5%	\$1931	\$51,109
4	6	2	540	9	16	25	34.7%	\$1892	\$78,327
4	7	2	600	8	17	25	31%	\$1861	\$105,482
4	8	2	660	7	18	25	28%	\$1835	\$132,560

* Given the current space allocation in the RLO this is the maximum number of additional staff that can be added to this office without expansion.

** This line and the remainder of lines in this table represent an expansion of office space. The cost of additional office space has been factored into the savings.

Note: For an extended table of Lawyer/Paralegal ratios see Appendix. Differences in cost per case compared to Table 1 and 2 are due to rounding or the difference between accrual calculations from the annual report and actual calculations based on accounts paid. Figures are based on an overestimation of salaries to account for potential increases in salaries. The net effect is an underestimation of savings. Differences represent less than 1% variance on the overall Refugee expenditures and are not significant.

As demonstrated, increasing the number of paralegals to 5 results in a significant larger caseload – 400 – and a savings of \$73,615. This strategy raises similar questions regarding quality and operational capacity.

- ≈≈ If the ratio of paralegals to lawyers increases can the RLO maintain the same level of quality with this increased efficiency ratio?
- ≈≈ Can the RLO adequately attend 400 hearings per year?

Hours and Staff Mix Model

A third model of efficiency includes both a reduction of hours per case and an increase in the paralegal to lawyer ratio. Table 6 illustrates the effect of changing these conditions on cost per case. The model reduces the hourly rate incrementally from 25 to the average number of hours per case of the private bar – approximately 18.89. The model only increases the number of paralegals by the available space in the present RLO.

Table 6:

**Effect of Ratio and Reduction on Cost per Case and Overall Savings
(Based on 1999/00 expenditures)**

Lawyers	Para Legals	Support	# of Cases	Lawyer Hours	Para Legal Hours	Total Hours	% Lawyer Hours	Cost per Case RLO	Savings in Refugee Expenditures
3	3	2	280	11	14	25	43.7%	\$2063	-\$6,658
3	4	2	360	8.5	15.43	23.93	35.5%	\$1852	\$67,102
3	5	2	460	6.65	15.58	22.23	29.9%	\$1655	\$175,944
3	5	2	520	5.88	13.78	19.66	29.9%	\$1502	\$278,172
3	5	2	540	5.66	13.27	18.93	29.9%	\$1458	\$312,225

Note: An extended table of ratio and reduction effects on case costs is available. Differences in cost per case in tables are due to rounding or the difference between accrual calculations from the annual report and actual calculations based on accounts paid. Figures are based on an overestimation of salaries to account for potential increases in salaries. The net effect is an underestimation of savings. Differences represent less than 1% variance on the overall Refugee expenditures and are not significant.

As demonstrated in Table 6, an increase in paralegals and a reduction in the number of hours per case to approximate the private bar will result in a savings of up to \$312,225 in the certificate program.

All three models raise the question about the quality of service and whether quality will be reduced at the expense of efficiency. They also posit the question about a referral process that will maintain the RLO at a maximum caseload.

If the RLO continues, the potential for further exploration of lawyer to paralegal and reduction of hours per case in relation to the quality and efficiency are possible.

The projective models are useful in raising questions about the efficiency of the RLO. They provide objective, rational calculations about savings based on hours per case, number of cases, and the ratio of paralegals to lawyers. What they do not provide is answers to questions regarding the quality of service or the experiential wisdom regarding the feasibility of such strategies.

≈≈ What is the balance, the productive tension, between quality of service and efficiency of service?

≈≈ Is the present RLO a model that demonstrates this balance adequately?

Recommendations Specific to Cost Efficiency

1. To accurately account for the activities of the RLO the RLO requires technological enhancement and support. Upgraded computer equipment and software will help to maintain file information, docketing time records, and useful management reports that are all necessary for the ongoing management of the office and the ongoing evaluation of the RLO.
2. Clear expectations about the level and quality of service are necessary benchmarks to monitor the efficiency and effectiveness of the RLO. Performance measures and targets will assist the RLO in maintaining standards and outcomes from year to year. If formulas for hours per case, number of cases, or the ratio of lawyers and paralegals are adjusted, they can be easily monitored against existing benchmarks. Clear expectations and benchmarks will also assist management in understanding the productive tension between quality and quantity.
3. Clarify accountability for the referral process. Are referrals the responsibility of the sponsoring organization or a specific task of the RLO? Centralized control of the referrals by the sponsoring organization or decentralized responsibility for referrals to the staff office may depend on the role of the RLO. If the RLO is determined to be an alternate service delivery to the certificate program – a replication of a private bar office – then, it may be reasonable to expect the RLO to generate its referrals. If the RLO, however, is providing services as an extension of Legal Aid Ontario service delivery, for example, Detention Reviews, it may be reasonable to view the model differently. In this case the RLO is defined as a management strategy and, therefore, responsibility for referrals lies with the organization. It does not appear presently that the RLO has an allotment of time set aside for the recruitment of referrals. Clarifying the responsibility would be useful.

Appendix

APPENDIX A

Formula for Certificate Costs of the RLO

Approximately 70% of the activities of the RLO are related to certificate work with clients while the remainder of activities are related to non-certificate work.

The following calculations/formula account for the actual dollar amount related to certificate and non-certificate expenditures in any given year.

Assumption: Calculating the proportion of salaries assigned to certificate and non-certificate work will provide a proportion that can be applied to total expenditures as an accurate account of certificate expenditures.

Formula:

$$\text{Non-Certificate Expenditures} = \frac{\text{The sum of [non-certificate FTE X (Salary + Benefits)]}}{\text{Total RLO Salary + Benefits}} \times \text{Total RLO expenditures}$$

1998/99	$= \frac{[\text{Detention work .5 FTE paralegal X (40000 + 11200)} + \text{[Detention work .5 FTE lawyer} + \text{[PR/Liaison work .1 FTE lawyer} + \text{[Director admin .5 FTE} + \text{[Support .05 FTE} \text{ X (30000 + 8400)]}]}{429913}$		X Total RLO expenditures
	$= \frac{127912}{429913} \times 620000 = .3 \times 620000 = 186000$		

Certificate expenses	= 620000 - 186000	= 434000
Average cost per certificate	= 434000 / 178 certificates	= \$2438

1999/00
 Average cost per certificate = .7 X 688000 = 482000 / 280 = \$1720

APPENDIX B

Table: Refugee Law Certificate Program and the Refugee Law Office

Program Expenditures and Average Case Cost Comparisons 1998/99, 1999/00

Cost of Programs	1998/99			1999/00		
	LAO	RLO	RLO as % of LAO	LAO	RLO	RLO as % of LAO
Total Certificate Expenditure	12.137	0.620	4.86%	11.995	0.688	5.42%
Certificates Expenditures Allocated to Refugee (95.6)	11.603	0.434	3.61%	11.467	0.482	4.03%

# of Certificates Issued	1998/99			1999/00		
	LAO	RLO	RLO as % of LAO	LAO	RLO	RLO as % of LAO
Immigration and Refugee Certificates	6897			8451		
Refugee Certificates (95.6)	6345	178	2.73%	7775	280	3.48%

	1998/99			1999/00		
	LAO	RLO	RLO as % of LAO	LAO	RLO	RLO as % of LAO
Costs of Completed Certificates	9.293			9.219		
# of Completed Certificates	5200			5142		
*Average Completed Case Cost	1787	2438	26.40%	1793	1720	-3.74%

* Private Bar average case costs are based on the actual number of certificates with a status of "Final Account Paid"
RLO average case costs are based on the actual number of intakes divided by the annual expenditures related to the certificate work

Average Completed Case Cost + Supplemental Costs	1998/99 (AS400 Extraction Jan 24, 2001, includes supplementary accounts paid after March 31, 2000)			1999/00 (AS400 Extraction Jan 24, 2001, includes supplementary accounts paid after March 31, 2000)		
	LAO	RLO	Percent Difference	LAO	RLO	Percent Difference
Average Completed Case (Fees/Salaries)	1482	1764	15.97%	1494	1249	-20%
Average Completed Case (Disbursements)	304	245	-24.11%	299	213	-40%
Overhead RLO		429			258	
Average Completed Case Cost	1786	2438	27.19%	1793	1720	4.22%

Note: Differences may be due to rounding and are not significant.

APPENDIX C

COST EFFICIENCY

For this report aggregate data from the RLO will be used as the comparator to the private bar. Additional data collection is required to analyze the case mix and efficiencies between mixes.

Volume Considerations

The most recent report (2000) of Dr. Wong-Rieger found differences in cost effectiveness between the private bar and RLO dependent upon whether the individual case was from a country that produced a high, moderate, or low volume numbers of refugee claims. Her report indicates that high volume countries in the private bar tended to have lower case costs than the same countries in the RLO. The small sample size (gathered from file reviews) used to make this comparison may not be representative and should not be interpreted as conclusive. The following interpretations of the quantitative data available from the AS/400 database highlights features of the volume model expressed by Dr. Wong-Rieger. An analysis of the volume differences within the private bar data indicates some significant differences.

Table 3 shows the number of private bar cases assigned to High Volume, Moderate Volume, and Low Volume categories and indicates their respective average case cost.

Table 1:

**1999/00 Case Count and Average Case Cost
by High, Moderate, and Low Volume Countries
(Private Bar)**

Country Type	Number of Cases	Average Cost per Case
High Volume	2364	\$1750
Moderate Volume	1519	\$1910
Low Volume	762	\$1860

Source: AS/400 database

Note: High volume countries include Sri Lanka, China, Somalia, Nigeria, Pakistan, and Iran
497 cases were not identified with country code

≪≪ There is a statistically significant difference between the average case cost of the high volume countries and the moderate and low volume countries.

≪≪ There is no significant difference between the moderate and low volume countries.

This analysis indicates there may be some economies of scale with high volume countries; however, further analysis including the basis for claim, complexity of case, the number of applicants on a certificate, and the difficulty of substantiating a claim may provide a better understanding for quality and cost comparisons.

The number of lawyers representing countries may also be a factor in cost comparisons. Economies of scale indicated by the number of cases by country by lawyer may be a stronger predictor than just a factor of country.

Further analysis is required in this regard.

Table 2 illustrates differences in average case costs between high, moderate, and low volume countries.

Table 2:

**1999/00 Average Case Cost Differences Between
High, Moderate, and Low Volume Countries
(Private Bar)**

	High Volume (\$1750 case cost)	Moderate Volume (\$1910 case cost)	Low Volume (\$1860 case cost)
High Volume (\$1750)	0	\$160	\$110
Moderate Volume (\$1910)		0	\$50
Low Volume (\$1860)			0

Source: AS/400 database

Dr. Wong-Rieger (2000) indicated the cost effectiveness of the RLO in relation to the private bar was greater where the claimant came from a country that produced a low or moderate volume of refugee claims.

Further analysis challenges this finding based on the aggregate costs of the RLO.

Table 3 represents the differences between the private bar high, moderate, and low volume countries case costs and the aggregate RLO case cost of \$1720.

Table 3:

**1999/00 Average Case Cost Differences Between
High, Moderate, and Low Volume Countries of the Private Bar
and the Aggregate Case Cost of the RLO**

Private Bar RLO	High Volume (\$1750 case cost)	Moderate Volume (\$1910 case cost)	Low Volume (\$1860 case cost)
High Volume (\$1720)	\$30	\$190	\$140
Moderate Volume (\$1720)	\$30	\$190	\$140
Low Volume (\$1720)	\$30	\$190	\$140

Source: AS/400 database

At face value the RLO outperforms the private bar in all volume categories.

Results listed here are not sufficiently detailed to draw conclusions. Individual case cost data was not available from the RLO to examine the actual differences.

The case mix of the RLO is also quite different than the private bar mix indicating the RLO may have its own distinct high, moderate, and low volume categories of countries.

Table 4 highlights some of the apparent differences between the private bar and the RLO specific to volume categories, number of cases, and ratio of case mixes.

Table 4:

1999/00 Case Mix Comparisons Between the Private Bar and RLO

High Volume	# of private bar cases	% of LAO cases	Average case cost	# of lawyers	ratio of lawyers to cases	# of RLO cases	% of RLO cases
Sri Lanka	876	19%	\$1804	65	13.5	3	1%
China	552	11%	\$1712	33	17	3	1%
Somalia	260	6%	\$1594	47	5.5	3	1%
Nigeria	254	6%	\$1498	39	6.5	5	2%
Pakistan	233	5%	\$1780	40	6	8	3%
Iran	186	4%	\$2146	47	4	15	5%
Total	2364	51%				37	13%
Moderate Volume	Range						
	59 – 141 cases						
Total	1519	33%		328		117	42%
Low Volume	Range						
	1 – 57 cases			488		126	45%
Total	762	16%					

Source: AS/400 database

- ⚡ Case mix of the private bar indicates that over 50% of all cases are represented in the high volume category, 33% represented in the moderate volume category and, 16% represented in the low volume category.
- ⚡ The trend is reversed for the RLO. Over 45% of the cases are represented in the low volume category, 42% in the moderate volume category, and only 13% in the high volume category
- ⚡ The private bar case to lawyer ratio is most evident in the top two high volume countries. On average there are 13.5 Sri Lanka cases per lawyer and 17 China cases per lawyer while the remainder of the High Volume countries have a significantly smaller number of cases per lawyer.

Further study regarding cost efficiencies based on volume by lawyer may provide some insight into the economy of scale formula. A cursory analysis of the case cost variance by the number of cases per lawyer indicates that variance is reduced as the number of cases per lawyer increases. Although

this evidence is not conclusive, it resonates with Dr. Wong-Rieger’s statement that “lawyers can gain significant efficiencies by serving a large number of clients from the same country” (2000).

Table 4 does not support this position as the cost of the Nigerian cases with an average of 6.5 lawyers per case is \$214 less expensive on average than the highest case per lawyer (China) and \$306 less expensive than the second highest case per lawyer (Sri Lanka). Nigeria in this case is an English speaking country. It would seem reasonable to assume that the common language would significantly alter the average case cost because disbursement costs for translators is not necessary. Many factors may need to be considered in a model of comparison. Further model testing and data analysis is required to demonstrate cost efficiencies within the private bar and in comparison to the case mix in the RLO.

Table 5 illustrates the case mix of the RLO in the high volume category. An arbitrary line was drawn between Iran and Mexico to distinguish a similar category of high volume cases to compare with the private bar.

Table 5:

CASE MIX: RLO 1999/00

RLO Cases	COUNTRY	% of Total Cases
34	Albania	12.14
20	Angola	7.14
18	Afghanistan	6.43
18	Ethiopia	6.43
15	Iran	5.36
Total 105		37.5

Source: SES database

Appendix E illustrates the total case mix of the RLO. In Appendix F Moderate volume and low volume countries were distinguished between Nigeria at 5 cases and Hungary at 4 cases. The case mix of the RLO using this model is 37.5% high volume (representing a range from 15 – 34 for 5 countries), 31% moderate volume (representing a range of 5 – 11 cases for 12 countries), and 31.5% low volume (representing a range of 1 – 4 cases for 26 countries).

These distinctions demonstrate a case mix but are limited in analysis without further data indicating RLO case costs specific to country.

Appendix D
Immigration & Refugee Discretion Survey

Categories	Issues Identified by counsel				Impact of Decision			
	Respondent 1	Respondent 2	Respondent 3	Average	Respondent 1	Respondent 2	Respondent 3	Average
Number of Hearings	1	4		4	5			5
Number of Claimants	1	4	4	4	5	5	4	5
Written Submissions	1	4	4	4	5	5	4	5
Hearing de Novo	1		2	2		5	4	5
Delays by IRB	1	3		4	4		4	4
Change of Counsel	1	2		2	4			4
Length of Hearing	1	3	3	4	3	5	4	3
Preparation of Witnesses	1	3		3	3			3
Preparation of Landing Application	1	3		3	3			3
Research	1	4		4	2			2
Minister Intervention	2	4	3	4	5	5	4	5
Claims Elsewhere	2		2	3		5	4	5
Dual Nationality	2		2	2		5	4	5
Changing Country Conditions	2	4		4	4			4
Country of Origin	2	3	3	4	3	4	4	4
Torture	3		3	3		5	4	5
Special Needs of Client	3			3			4	4
Difficult or Uncooperative Client	3	2		2	3			3
Traumatic History of Client	3	4		4	2			2
Language Barrier	3	4		4	1			1
Outcome of Case	4			3			4	4

Supplemental Report: Refugee Law Office

Appendix E

RLO 1999-2000

Case Mix and Volume Comparison (Source RLO - N - RLO Database)

Country	Volume Category-LAO	N
Albania	Moderate Volume	34
Angola	Low Volume	20
Afghanistan	Moderate Volume	18
Ethiopia	Moderate Volume	18
Iran	High Volume	15
Mexico	Moderate Volume	11
Tanzania	Low Volume	10
Former Yugoslavia	Low Volume	9
Pakistan	High Volume	8
Belarus	Low Volume	7
Iraq	Moderate Volume	7
Russia	Moderate Volume	7
Algeria	Low Volume	6
Colombia	Low Volume	6
Congo	Low Volume	6
Cuba	Low Volume	6
Nigeria	High Volume	5
Czech Republic	Moderate Volume	4
Hungary	Moderate Volume	4
Uganda	Low Volume	4
Burundi	Low Volume	3
China	High Volume	3
Romania	Low Volume	3
Rwanda	Low Volume	3
Somalia	High Volume	3
Sri Lanka	High Volume	3
Vietnam	Low Volume	3
Cameroon	Low Volume	2
Egypt	Low Volume	2
Eritrea	Low Volume	2
Georgia	Low Volume	2
Ghana	Low Volume	2
Indonesia	Low Volume	2
Israel	Low Volume	2
Kazakhstan	Low Volume	2
Lebanon	Low Volume	2
Liberia	Low Volume	2
Peru	Low Volume	2
Philippines	Low Volume	2
Ukraine	Moderate Volume	2
Yemen	Low Volume	2
Argentina	Low Volume	1
Azerbaijan	Low Volume	1
Bangladesh	Low Volume	1
Bolivia	Low Volume	1
Burma	Low Volume	1
Chile	Low Volume	1
Guatemala	Low Volume	1
Guinea	Low Volume	1
Honduras	Low Volume	1
Ivory Coast	Low Volume	1
Jamaica	Low Volume	1
Kenya	Low Volume	1
Kyrgyzstan	Low Volume	1
Latvia	Low Volume	1
Macedonia	Low Volume	1
Madagascar	Low Volume	1
Palestine	Low Volume	1
Panama	Low Volume	1
Senegal	Low Volume	1
Sierra Leone	Low Volume	1
St Vincent	Low Volume	1
Sudan	Moderate Volume	1
Trinidad	Low Volume	1
Turkey	Moderate Volume	1
Zaire	Moderate Volume	1
Zimbabwe	Low Volume	1
		280

Appendix F Country of Origin

(Source LAO - Completed cases 1999-2000 AS400 extraction Feb 8, 2001, RLO - RLO Database)

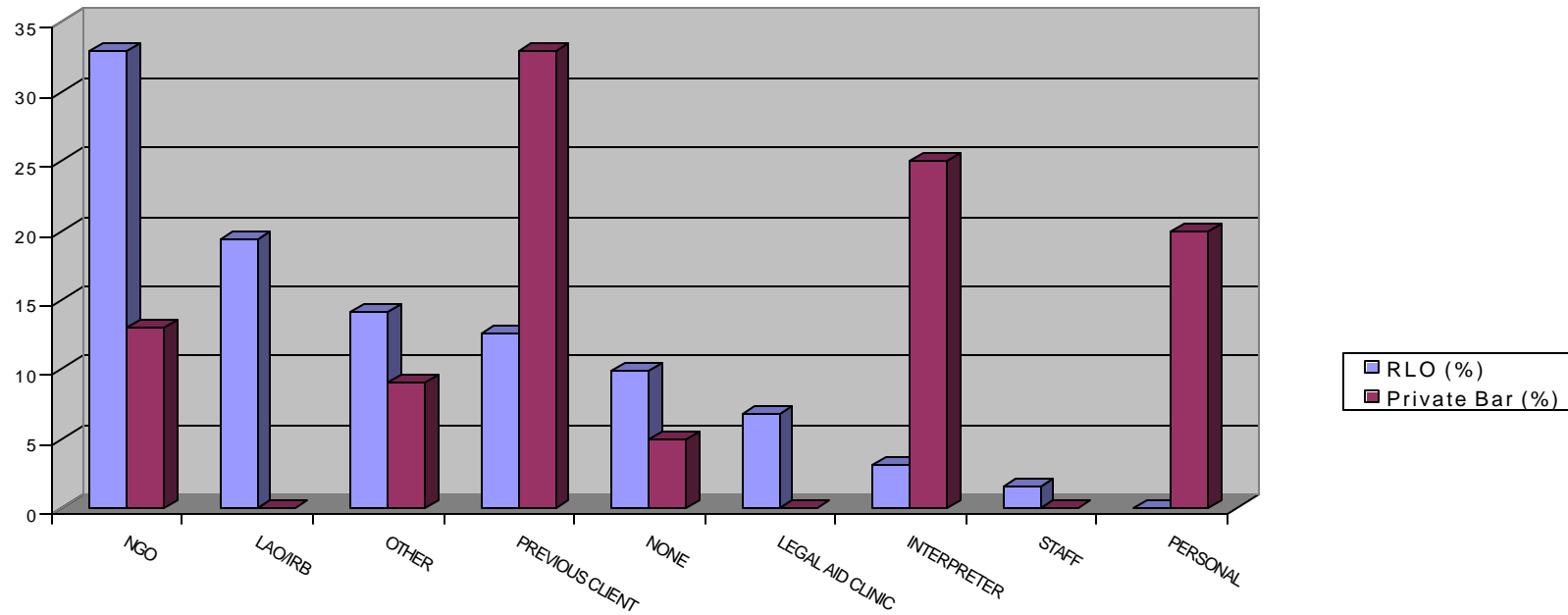
	Average Cost per LAO Case	Number of Certificate Lawyers	Number of Certificates	Average # of Cases per Lawyer	% of Total Certificates	Number of RLO Certificates	% of Total RLO Certificates
Albania	2278	28	106	3.8	2.06	34	12.14
Angola	2038	14	22	1.6	0.43	20	7.14
Ethiopia	1931	24	59	2.5	1.15	18	6.43
Afghanistan	1663	28	141	5.0	2.74	18	6.43
Iran	2149	46	185	4.0	3.60	15	5.36
Mexico	2166	27	70	2.6	1.36	11	3.93
Tanzania	1732	7	13	1.9	0.25	10	3.57
Former Yugoslavia	1878	27	72	2.7	1.40	9	3.21
Pakistan	1780	39	233	6.0	4.53	8	2.86
Belarus	1858	2	2	1.0	0.04	7	2.5
Russia	1955	31	104	3.4	2.02	7	2.5
Iraq	1918	42	94	2.2	1.83	7	2.5
Congo	1737	4	4	1.0	0.08	6	2.14
Cuba	1781	12	51	4.3	0.99	6	2.14
Colombia	2005	19	31	1.6	0.60	6	2.14
Algeria	1696	22	52	2.4	1.01	6	2.14
Nigeria	1499	38	253	6.7	4.92	5	1.79
Uganda	1828	6	7	1.2	0.14	4	1.43
Czech Republic	1772	14	75	5.4	1.46	4	1.43
Hungary	1650	17	140	8.2	2.72	4	1.43
Vietnam	710	3	3	1.0	0.06	3	1.07
Burundi	1503	7	36	5.1	0.70	3	1.07
Romania	2196	12	16	1.3	0.31	3	1.07
Rwanda	1630	14	57	4.1	1.11	3	1.07
China	1712	32	552	17.3	10.74	3	1.07
Somalia	1594	46	260	5.7	5.06	3	1.07
Sri Lanka	1804	64	879	13.7	17.09	3	1.07
Indonesia	1642	1	2	2.0	0.04	2	0.71
Israel	2115	2	2	1.0	0.04	2	0.71
Liberia	1923	3	3	1.0	0.06	2	0.71
Egypt	2186	4	18	4.5	0.35	2	0.71
Georgia	2026	4	14	3.5	0.27	2	0.71
Cameroon	1722	5	6	1.2	0.12	2	0.71
Eritrea	1541	6	18	3.0	0.35	2	0.71
Ghana	1192	8	9	1.1	0.18	2	0.71
Peru	2264	9	21	2.3	0.41	2	0.71
Yemen	1818	9	14	1.6	0.27	2	0.71
Kazakhstan	2104	10	17	1.7	0.33	2	0.71
Lebanon	1729	20	40	2.0	0.78	2	0.71
Ukraine	1927	22	81	3.7	1.58	2	0.71
Philippines						2	0.71
Jamaica	2602	1	2	2.0	0.04	1	0.36
Burma	2132	1	1	1.0	0.02	1	0.36
Chile	355	1	1	1.0	0.02	1	0.36
Kyrgyzstan	3514	1	1	1.0	0.02	1	0.36
Panama	2687	1	1	1.0	0.02	1	0.36
Trinidad	2076	1	1	1.0	0.02	1	0.36
Bolivia	3048	2	3	1.5	0.06	1	0.36
Macedonia	2302	3	6	2.0	0.12	1	0.36
Guinea	1370	3	5	1.7	0.10	1	0.36
Honduras	2450	5	6	1.2	0.12	1	0.36
Zimbabwe	1484	5	5	1.0	0.10	1	0.36
Latvia	1838	6	7	1.2	0.14	1	0.36
Ivory Coast	1313	6	6	1.0	0.12	1	0.36

Supplemental Report: Refugee Law Office

Palestine	1889	6	6	1.0	0.12	1	0.36
Argentina	1045	7	11	1.6	0.21	1	0.36
Sierra Leone	1817	7	7	1.0	0.14	1	0.36
Kenya	1833	8	10	1.3	0.19	1	0.36
Azerbaijan	1879	9	13	1.4	0.25	1	0.36
Guatemala	2373	9	12	1.3	0.23	1	0.36
Sudan	1985	12	99	8.3	1.93	1	0.36
Bangladesh	1616	17	33	1.9	0.64	1	0.36
Turkey	2004	18	108	6.0	2.10	1	0.36
Zaire	1806	24	93	3.9	1.81	1	0.36
Madagascar						1	0.36
Senegal						1	0.36
St Vincent						1	0.36
Comoros	1088	1	1	1.0	0.02		
Cyprus	3483	1	1	1.0	0.02		
Estonia	1678	1	1	1.0	0.02		
Gambia	1697	1	1	1.0	0.02		
Guyana	1867	1	1	1.0	0.02		
Jordan	235	1	1	1.0	0.02		
Mauritiana	2052	1	1	1.0	0.02		
Niger	249	1	1	1.0	0.02		
South Korea	1184	1	1	1.0	0.02		
Uzbekistan	2593	2	3	1.5	0.06		
Korea	3337	2	2	1.0	0.04		
Kuwait	1683	2	2	1.0	0.04		
Malaysia	1998	2	2	1.0	0.04		
Saint Lucia	221	2	2	1.0	0.04		
South Africa	283	2	2	1.0	0.04		
Togo	1872	2	2	1.0	0.04		
Uruguay	1336	2	2	1.0	0.04		
Poland	1881	3	27	9.0	0.53		
Venezuela	1948	3	5	1.7	0.10		
Armenia	2203	3	4	1.3	0.08		
Grenada	2195	3	3	1.0	0.06		
Morocco	2413	3	3	1.0	0.06		
Tunisia	2162	3	3	1.0	0.06		
Nicaragua	2304	4	5	1.3	0.10		
Haiti	1542	4	4	1.0	0.08		
Moldova	1814	5	7	1.4	0.14		
Lithuania	1921	5	5	1.0	0.10		
Saudi Arabia	2121	5	5	1.0	0.10		
Chad	1655	6	122	20.3	2.37		
Ecuador	2420	6	7	1.2	0.14		
Costa Rica	2641	7	21	3.0	0.41		
India	1408	7	7	1.0	0.14		
Syria	2771	8	10	1.3	0.19		
Bulgaria	2246	9	77	8.6	1.50		
Libya	2056	9	14	1.6	0.27		
Djibouti	2152	10	76	7.6	1.48		
El Salvador	2114	10	12	1.2	0.23		
Missing	1526	177	500	2.8	9.72		
Total	1793	307	5142	16.7		280	

Appendix G SOURCE OF REFERRAL

Refugee Law Office (July 99-Mar 00, 191 Cases) vs. Private Bar (1999-2000 Self Reports, 40 Lawyers)



Supplemental Report: Refugee Law Office

Appendix H

Lawyer / Country Representation: Private Bar

Lawyer	Total # of Cases	# of Countries Represented	Maximum # of Cases in a Single Country	Main Country Represented	% of Country Cases	Average Cost per Case for Total Country
1	179	15	160	Sri Lanka	18%	\$1,803
2	157	11	92 / 40	Chad / Nigeria	75% / 16%	\$1655 / \$1499
3	143	3	138	Sri Lanka	16%	\$1,803
4	140	2	124	China	22%	\$1,712
5	128	2	121	China	22%	\$1,712
6	115	4	112	Nigeria	44%	\$1,499
7	96	14	58	Somalia	22%	\$1,594
8	95	10	44	Sudan	44%	\$1,985
9	91	4	61	Pakistan	26%	\$1,780
10	85	8	46	Iran	25%	\$2,149
Total 1229						
% of Refugee Certificates (1229/5142): 24%						