

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County

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Section I-Stout Profile and Qualifications

Stout Risius Ross, LLC (Stout) is a global investment bank and advisory firm specializing in corporate finance, valuation, financial disputes, and investigations. In addition to these services, Stout's professionals have expertise in strategy consulting involving a variety of socioeconomic issues, including issues of or related to access to justice and the needs of low-income individuals and communities.

Under the direction of Neil Steinkamp, who leads Stout's Transformative Change Consulting practice, Stout is a recognized leader in the civil legal services community and offers the following services:

- Economic impact assessments and policy research for civil legal services initiatives
- Strategy consulting and action plan development for issues relating to access to justice
- Non-profit budget development, review, and recommendations
- Cost-benefit and impact analyses for non-profit initiatives and activities
- Data-driven program evaluation and implementation
- Dispute consulting and damages analyses for low-income individuals.

Neil Steinkamp is a Managing Director at Stout and a well-recognized expert and consultant on a range of strategic, corporate, and financial issues for businesses, non-profit organizations, and community leaders and their advisors. Neil has extensive experience in the development of strategic plans, impact analyses, data evaluation, and organizational change. His work often includes assessments of data reporting, data collection processes, the interpretation or understanding of structured and unstructured data, the review of documents and databases, the development of iterative process improvement strategies, the creation of data monitoring platforms to facilitate sustained incremental change toward a particular outcome and creating collaborative environments. Mr. Steinkamp also has experience with housing related issues, including eviction. He has authored numerous economic impact studies on providing low-income tenants with attorneys in eviction proceedings, one of which assisted in the passing of New York City's historic right to counsel law. Mr. Steinkamp also currently serves as the court-appointed Independent Data Analyst in *Baez v. New York City Housing Authority*, overseeing NYCHA's compliance with the timely remediation of mold and leak work orders.

Samantha DiDomenico is a Senior Manager at Stout and is based in Central Ohio. Samantha has 10 years of experience providing consulting services to for-profit and non-profit clients in a variety of industries. She has expertise in understanding large, complex systems and data sets and their intersection with business and social issues. Samantha's work often includes conducting economic impact assessments and program evaluations, conducting independent research, interpreting and analyzing voluminous data sets, and developing transformative change strategies for her clients. She has extensive experience related to social issues, court system operations, and governmental agency operations. Samantha also has experience leading collaborative settings such as focus groups and multi-stakeholder meetings, which are often a

key element of her engagements. Through these interactions, she is able to create an environment where her clients can share their expertise and experiences, which informs her approach to her engagements and ultimately results in the transformative change her clients are seeking.

In mid-2020, Stout developed innovative analyses of tenant household instability caused by the COVID-19 pandemic, the estimated rental debt owed, and estimated how that instability could result in an unprecedented number of eviction filings in states throughout the country. Stout's research and analyses have been cited in local and national publications, including, but not limited to, *The New York Times*, *The Washington Post*, *CNBC*, *Reuters*, *Forbes*, *Politico*, and *Bloomberg*, and was referenced in the Centers for Disease Control and Prevention (CDC) September 4, 2020 Order enacting a nationwide eviction moratorium. Stout also maintains an [Eviction Right to Counsel Resource Center](#) which includes Stout's eviction cost-benefit analyses as well as a compilation of resources related to the eviction process, housing instability, racial bias, the impacts and economic costs of eviction, and draft and enacted legislation.

Stout was engaged by a recipient of the National Low Income Housing Coalition's "ERASE" (End Rental Arrears to Stop Evictions) grant to assist it in estimating what financial commitment would be required to sustain emergency rental assistance. Stout completed a similar analysis in Maryland in December 2023. In Stout's pre- and post-legislation evaluations (Maryland, Cleveland, Milwaukee, Connecticut, Nashville, Oklahoma, Chicago), Stout is collecting data to determine how frequently tenants seeking legal representation have already applied for emergency rental assistance, the amount of back-rent owed, whether they were approved, what amount of assistance they received, and whether the rental property owners accepted the funds.

Stout has been engaged by more than 50 non-profit organizations serving low-income communities across the United States. These engagements often included program or public policy evaluations, return on investment analyses, and strategic action planning. Neil is currently serving as the evaluator of eviction right to counsels in Cleveland, Milwaukee, Connecticut, and Maryland. Stout has conducted eviction right to counsel fiscal return on investment analyses and independent expert reports for advocates, coalitions, bar associations government agencies in Baltimore, Delaware, Detroit, Newark, Pennsylvania, New York City, Philadelphia, Los Angeles, South Carolina, and New York (outside of New York City) and is currently conducting eviction-related analyses in Chicago, Atlanta, Nashville, and Oklahoma and Tulsa counties. Following the release of Stout's reports in Baltimore, New York City, Philadelphia, and Detroit eviction right to counsel legislation was enacted. In these engagements, Stout worked closely with funders/potential funders, legal services organizations, rental property owners, academics studying housing and eviction, government agencies and the continuum of care, non-profits serving low-income residents, community organizers, and impacted residents.

Section II-Executive Summary

Stout was engaged by the Columbus City Council to analyze the cost and potential economic benefits associated with an eviction right to counsel¹ for income-eligible tenants in eviction proceedings in Columbus (the City) and Franklin County (the County).

Stout conservatively estimates potential economic benefits to the City of Columbus and Franklin County of at least \$4.00 for every \$1.00 invested in an eviction right to counsel in the City and County.

Stout estimates an annual cost of approximately \$6.1 million to fully implement an eviction right to counsel in the City and County. Of the estimated \$6.1 million to fully implement an eviction right to counsel, an estimated \$5.1 million would be required to implement an eviction right to counsel in the City, and an estimated \$1 million would be required to implement an eviction right to counsel in Franklin County [outside of the City].

Key Findings

With an annual investment of approximately \$6.1 million² in an eviction right to counsel, Columbus and Franklin County may recognize economic benefits of at least an estimated \$24.4 million. For every dollar the City and County invest in providing free legal representation to eligible tenants through an eviction right to counsel, the City and County may reduce social safety net responses associated with the disruptive displacement of tenants of at least \$4.00. Stout’s analysis estimates that, at full implementation, approximately 4,964 income eligible tenant households (approximately 25% of all households receiving an eviction filing) would be

¹ It is important to appreciate that eviction “right to counsel” or “access to counsel” programs differ from “right to counsel” in criminal proceedings. In criminal proceedings, attorneys are often court-appointed or assigned – a judge or magistrate is assigning an attorney to represent the defendant at no cost to the defendant. In eviction “right to counsel” or “access to counsel” programs throughout the country, judges and magistrates are generally not assigning or appointing attorneys to represent tenants. Instead, attorneys in eviction “right to counsel” or “access to counsel” jurisdictions are available to represent tenants if they are interested and meet any eligibility requirements.

² The actual cost of an eviction right to counsel in Columbus and Franklin County could vary based on a variety of factors including but not limited to: eviction filing trends, eligibility requirements, default / non-appearance rate trends, the availability of sustained rent assistance and other complementary programs, rental housing market and economic factors, legal services attorney salaries, and changes in other program expenses.

fully assisted by legal counsel annually through an eviction right to counsel in Columbus and Franklin County.³

Stout uses the phrase “disruptive displacement” to capture outcomes of cases beyond “winning” and “losing” and “evicted” or “not evicted.” For example, there may be circumstances where tenants did not have a formal eviction writ of restitution executed against them and therefore were not displaced but still have experienced disruption in their lives because of just the eviction filing and/or eviction proceeding. There may also be circumstances where a tenant needs to move but having access to legal counsel and being represented by a lawyer during the eviction proceeding minimizes the disruption that the move may have had on the tenant’s household. Stout has found the phrase “disruptive displacement” to be helpful in demonstrating the variety of circumstances tenants experience and the impact of counsel in assisting with navigating a complex, high-stakes legal proceeding. Local advocates may use alternative terminology to describe the outcomes of cases and the impacts to tenants.

Additional social safety net responses to disruptive displacement may be funded by Franklin County but are used by City residents. For example, Columbus residents who are incarcerated are incarcerated in Franklin County jails. Stout expects that if an eviction right to counsel were implemented in Columbus there would be social safety net fiscal impacts that are realized by the County. The County’s social safety net economic benefits would be realized without additional investment and would be in addition to the amounts calculated herein. For example, Stout’s cost-benefit analysis of an eviction right to counsel in Baltimore quantified potential fiscal benefits for Baltimore and Maryland. Stout’s estimated return per dollar invested in an eviction right to counsel in Baltimore was at least \$3.06, and the return per dollar invested to Maryland was at least \$3.18 for a total return per dollar invested of at least \$6.24. Given the comparability of returns on investment, it would be reasonable to expect that Franklin County, which funds certain social safety net responses to disruptive displacement, would realize a similar return per dollar invested.

³ At full implementation, Stout estimated there would be 19,548 eviction filings in Franklin County. Given that the program is expected to assist those at 200% or below of the federal poverty level, an estimated 69% of tenants would be expected to be eligible for an eviction right to counsel. Of the tenants who would be eligible, an estimated 58% would not be expected to appear for their case. Of tenants who would be eligible and appear for their case, an estimated 88% would be expected to seek and receive free legal representation / assistance. The estimated 4,964 tenants expected to seek and receive free legal representation / assistance constitutes approximately 25% of estimated eviction filings. That is, an estimated 25% of all tenants in eviction proceedings are expected to be fully assisted through an eviction right to counsel in Franklin County, including the City of Columbus.

In circumstances where tenants are facing eviction, avoiding disruptive displacement often requires that the tenant remain in their home or be connected to services that can assist with finding alternative safe, stable housing – both of which can often be achieved through legal representation provided in an eviction right to counsel. In the face of financial challenges for municipalities, an investment in an eviction right to counsel can result in significant economic benefits or cost savings relative to the significant costs that may be incurred by the City or County to support Columbus or Franklin County residents enduring the potential trauma of the eviction process (including homelessness) without the assistance of an attorney. Furthermore, an eviction right to counsel will likely improve the implementation of complementary programs in Columbus and Franklin County, such as mediation, emergency rent assistance, and court navigators.

The Estimated Cost to Implement an Eviction Right to Counsel

Stout estimates the cost of a fully implemented eviction right to counsel in Columbus and Franklin County to be approximately \$6.1 million annually.⁴ This includes personnel costs for the hiring of staff attorneys, supervising attorneys, paralegals, intake specialists, program administration staff, and a social worker. This estimate also includes costs for facilities, technology, equipment, training, outreach, and other costs necessary to provide representation under an eviction right to counsel. Stout’s estimated cost of an eviction right to counsel does not consider existing funding for the Tenant Advocacy Project (TAP). That is, Stout’s calculation of the estimated cost of an eviction right to counsel represents the estimated potential total cost, excluding any existing funding.

Stout’s analysis estimates that, at full implementation, approximately 4,964 income eligible tenant households would be represented annually through an eviction right to counsel in Columbus and Franklin County, resulting in a cost per case of approximately \$1,224 for those cases for which representation is provided. Stout’s program cost calculation for an eviction right to counsel was based on information provided by Legal Aid and stakeholders at the City and includes only non-pay-and-stay⁵, non-default⁶ cases where the tenant is income eligible and seeks and accepts the offer of representation.

⁴ Legal Aid of Southeast and Central Ohio (Legal Aid) and representatives from the City are contemplating a multi-year phased implementation of the potential eviction right to counsel over 5 years. The phased implementation allows for capacity building and the development of systems and processes for sustainable implementing an eviction right to counsel program.

⁵ Cases where the tenant does not pay the back rent owed and retains possession of their home before the hearing.

⁶ Cases where the tenant appears for their hearing and does not lose the case by default.

Of the estimated \$6.1 million annual cost to fully implement an eviction right to counsel in Columbus and Franklin County, approximately \$5.1 million annually would be required to implement an eviction right to counsel in the City, and approximately \$1 million annually would be required to implement an eviction right to counsel in the County. These estimates are preliminary and based on Stout's analysis of the geographic distribution of Franklin County eviction filings. Population changes, economic factors, the supply of and demand for rental housing, and rental property owners' business practices and approaches to eviction can impact the expected volume and distribution of eviction filings in Franklin County (including the Columbus).

The Estimated Potential Fiscal Benefits of an Eviction Right to Counsel

With an annual investment of approximately \$6.1 million, the City and County could expect to realize potential economic benefits of at least \$24.4 million annually. The economic benefits are associated with housing social safety net programs and responses to unsheltered homelessness, health care, employment stability, educational attainment for children, retained funding for Columbus City Schools and school districts in Franklin County, retained economic value through decreased out-migration, and criminalizing people experiencing homelessness.⁷ Additionally, data collected by civil legal services providers throughout the country indicates that many people who seek and receive legal assistance or legal representation in eviction proceedings are facing homelessness or have acute vulnerabilities. In its evaluations and cost-benefit analyses (pre- and post-legislation) of eviction right to counsel programs throughout the country, Stout has found the estimated return on investment of an eviction right to counsel has generally ranged from at least \$2.76 to \$4.84, consistent with the estimated return on investment the City and County would likely realize (at least \$4.00).⁸

Stout's estimate of the annual economic benefits is likely significantly understated. Included in the calculation are estimated potential benefits of an eviction right to counsel that are reasonably quantifiable with currently available data. However, if tenants experienced more stable housing, the City and County may realize many benefits that are not at this time reliably quantifiable and therefore are not included in Stout's calculations. The additional potential economic benefits Columbus and Franklin County may realize include, but are not limited to:

⁷ As previously stated, City residents use certain services / systems that are funded by the County.

⁸ Stout's pre- and post-legislation cost-benefit analyses and program evaluations include the following estimated returns on investment: Chattanooga / Hamilton County - \$4.84 (2024); Los Angeles County - \$4.80 (2019); Detroit - \$3.52 (2022); City of Los Angeles - \$3.48 (2019); Cleveland - \$3.11 (2023); Milwaukee County - \$3.10 (2023); Baltimore - \$3.06 (2020); South Carolina - \$2.92 (2022); Connecticut - \$2.82 (2023); and Delaware - \$2.76 (2021).

- The education costs, juvenile justice costs, and child welfare costs associated with children experiencing homelessness
- The negative impact of an eviction on a tenants' credit score, the tenants ability to re-rent, and the potential loss of a subsidized housing voucher
- The cost of family, community, and neighborhood instability
- Preservation of financial and personal assets
- A reduction, over time, of the number of eviction cases filed resulting in improved use of Franklin County Municipal Court resources

Additionally, while Stout's analyses did not include a quantification for the ongoing need for rent assistance in Columbus and Franklin County, the availability of sustained rent assistance would likely help prevent and resolve certain eviction cases more efficiently and effectively – particularly where there are no substantive legal issues, and the only issue is the non-payment of rent.

Local Stakeholder Engagement, Including Feedback from Rental Property Owner Counsel

Throughout 2023 and 2024, Stout engaged with a variety of Columbus and Franklin County stakeholders with experience and expertise interacting with the local rental housing and eviction ecosystem or serving clients or residents who may have interacted with the eviction ecosystem. The purpose of these meetings was to learn from local stakeholders who have different perspectives and experiences with the eviction process or who have observed the impact of evictions on City residents and rental property owners. Stout met with:

- Attorneys representing tenants
- Attorneys representing rental property owners
- Representatives from the court system
- Representatives from the Community Shelter Board / the Continuum of Care
- Administrators of rent assistance programs
- Academics and consultants studying evictions in Columbus and Franklin County

Many of the stakeholders discussed the importance of early interventions and assistance for tenants both during and before the eviction process. Social services providers and non-profit organizations shared examples of responses and consequences that can be required and experienced after a household is displaced, which included emergency shelter, stays in hotels or motels or living unsheltered, physical and mental health care (which is frequently uncompensated), and challenges associated with securing stable housing after experiencing an eviction. Stakeholders from Columbus City Schools shared their experiences with responding

to the unique needs of students experiencing homelessness, and stakeholders from Community Shelter Board described the impact of increasing rents on family homelessness (which increased 5% from 2023 to 2024⁹) and chronic homelessness.

Stout also sought feedback from attorneys representing rental property owners to learn from their experiences. The plaintiff attorneys with whom Stout engaged represented rental property owners who filed nearly 70% of all eviction cases in 2023. The feedback provided by plaintiff attorneys centered on several key themes:

- Plaintiff counsel appreciated there is a role for and value in having tenant legal representation, and that tenant legal representation can be complementary to other existing programs, such as emergency rent assistance, mediation, the Self-Help Center, and court navigators.
 - Two plaintiff attorneys shared their view that legal representation is especially important for tenants living in public housing or who have a subsidy / voucher and for tenants who have legal defenses to raise.
 - A plaintiff attorney indicated that they believed tenants should have legal representation even if there are not legal defenses, to ensure the tenant’s rights are exercised. They shared that tenants are entitled to up to an 8-day continuance, which without an attorney, a tenant would likely not know.
- Tenant attorneys can make the negotiation process more efficient because plaintiff attorneys are communicating with someone who understands landlord-tenant law, which could result in more agreements rather than judgments.
 - However, plaintiff counsel also shared that tenant attorneys can “delay” the process by “arguing about things that are not relevant to the case.”
- Sustained rent assistance will be crucial for efficiently and effectively resolving cases where there are no legal defenses and the only issue is non-payment of rent.
 - One plaintiff attorney shared that, in their experience last year, many tenants in eviction proceedings needed approximately \$500 to avoid the eviction filing, which would have avoided both the potential trauma and disruption of the eviction process, as well as the outcome of that process.

⁹ Point-in-Time County Results on Homelessness Columbus / Franklin County, Ohio. April 30, 2024.

Stout received feedback from a magistrate in Franklin County Municipal Court presiding over eviction proceedings that the combination of the available resources for tenants – representation, rent assistance, and mediation – has been transformative for the court. They shared specifically that having both parties represented at hearings and trials is more efficient compared to when parties (particularly tenants) are unrepresented because attorneys understand the law and legal processes / procedures.

In late 2023, Stout also observed (in-person) eviction proceedings and the resources / programs available for tenants at Franklin County Municipal Court.

Efforts to Pass Eviction Right to Counsel Legislation

For a portion of tenants facing eviction in cities across the country, having legal representation is often the difference between retaining housing and becoming homeless.¹⁰ There are civil legal services providers and pro bono attorneys who often assist in landlord-tenant proceedings, but they are limited and constrained by a lack of resources and funding which results in only a small fraction of tenants obtaining legal representation; this constraint often does not exist for rental property owners.

With household needs such as housing, employment, family stability, education, and healthcare often going unmet, many legal and community-based advocates seek a civil right to legal counsel, including in evictions.¹¹ They advocate that an eviction right to counsel, like the right that exists in criminal proceedings in the United States, would ensure due process of law and fairness in an area of vital interest to tenants, their families, and society.¹² Both international and national organizations as well as state and local governments have made commitments to ensuring equal access to the law and legal services when necessary. Twenty-three jurisdictions across the country – 5 states, 17 cities, and 1 county have enacted legislation providing rights to counsel or access to counsel for tenants. Additional information about the advocacy and timelines associated with the legislation in these jurisdictions can be found in **Appendix A**.

¹⁰ Brey, Jared. “How Cities Are Trying to Level the Playing Field for Tenants Facing Eviction.” Spotlight on Poverty and Opportunity. October 18, 2017. Additionally, without legal representation or legal assistance, tenants may move into housing with substandard conditions / habitability issues.

¹¹ Frankel, Martin, et al. “The impact of legal counsel on outcomes for poor tenants in New York City’s housing court: results of a randomized experiment.” Law and Society Review. 2001.

¹² Ibid.

Section III-Estimated Cost to Implement an Eviction Right to Counsel in Columbus and Franklin County

To estimate the cost of providing an eviction right to counsel to eligible tenants in Columbus and Franklin County, a variety of factors must be considered, including but not limited to – the expected annual number of eviction case filings, the percentage of tenants who do not appear for their hearing, the rate at which tenants are aware of and accept the offer of free legal representation, the average number of hours required to effectively represent a tenant, and the cost of attorneys (e.g., salary, benefits, office supplies, technology, and other overhead) and supporting staff. Stout worked closely with Legal Aid of Southeast and Central Ohio (Legal Aid) and representatives from the City to develop a deeper understanding of the possible costs of an eviction right to counsel and to incorporate their expertise and experience in the calculations.

Stout’s estimate of the cost to fully implement an eviction right to counsel in Columbus and Franklin County considers a 5-year implementation period. Legal Aid considered the 5-year implementation period to be reasonable and sustainable given the number of staff that would need to be hired to fully implement an eviction right to counsel and the systems, practices, and infrastructure that would need to be developed to create a scaled, sustainable eviction right to counsel.

Eviction Case Filings in Franklin County

Based on data collected by the City, there were approximately 24,000 eviction cases filed in Franklin County in 2023. For purposes of this analysis, Stout used the number of eviction case filings in 2023 as a reasonable baseline from which to estimate the potential costs of an eviction right to counsel in Columbus and Franklin County.¹³ Columbus stakeholders expect that eviction case filing volumes in future years will likely be consistent with 2023 filing volumes.

If an eviction right to counsel were fully implemented in Columbus and Franklin County, the annual number of eviction case filings would reasonably be expected to decrease, as has been observed in New York City and San Francisco – two jurisdictions that have implemented a right to counsel for tenants facing eviction.¹⁴ New York City and San Francisco are the only jurisdictions that passed and implemented an eviction right to counsel before the pandemic and that have had eviction right to counsel implemented for a period long enough to see its potential impact on eviction filings and the default rate. Since New York City’s increased investment in legal services for tenants in 2013, the New York City Office of Civil Justice has reported a 40% decrease in residential evictions. Evictions have declined by more than 30% in

¹³ Of the approximately 24,000 eviction cases filed in Franklin County, approximately 19,920 (83%) are filed against residents who are living in the City of Columbus. Stout developed this estimate by geocoding the defendant addresses from the court docket data collected by the City and overlaying the eviction filings with a map of the City of Columbus boundaries.

¹⁴ “Press Release: Supervisor Dean Preston Holds Hearing on Implementation for Right to Counsel Law.” February 24, 2020. & “New York City Residential Eviction Filings Decline.” NYU Furman Center. November 18, 2019.

zip codes with a right to counsel since implementation of the right to counsel in New York City.¹⁵ In San Francisco, there was a 10% decrease in total eviction filings from 2018 to 2019.¹⁶

Stout estimated that the County (including the City) could experience an annual decrease in eviction case filings of approximately 5% per year. Accounting for this annual expected decrease in eviction case filings, Stout estimated that at full implementation, there would be approximately 19,548 eviction filings in Franklin County (including the City).

Eligibility

As with other civil legal services in Columbus and Franklin County, it is Stout's understanding that eligibility for free legal representation under an eviction right to counsel would be determined by a tenant's income. Stout estimated the cost of an eviction right to counsel in Columbus and Franklin County for tenants facing eviction with household incomes at or below 200% of the Federal Poverty Level (FPL). At this income eligibility level, Stout estimated that approximately 69% of tenants with an eviction case filing in Franklin County would be income eligible.¹⁷ Applying the 69% estimate to the estimated 19,548 eviction case filings expected at full implementation of an eviction right to counsel results in approximately 13,430 tenants who would be income eligible for an eviction right to counsel in Columbus and Franklin County.

A study by the New York City City-wide Task Force on Housing Court found that 50% to 60% of tenants who are in housing court have household incomes that would qualify them for free civil legal services.¹⁸ However, an estimated 69% of tenants who are in housing court are unlikely able to afford representation and would benefit from free legal representation.¹⁹ A 2007 study by researchers at the Graduate Center of the City University of New York found that 44% of tenants in housing court had annual household incomes of less than \$15,000, and 24% had annual household incomes between \$15,000 and \$24,000, indicating that approximately 68% of tenants would likely be eligible for free legal representation.²⁰ The Milwaukee Area Renters

¹⁵ Universal Access to Legal Services: A Report on Year Two of Implementation in New York City." Office of Civil Justice, New York City Human Resources Administration. Fall 2019.

¹⁶ "Press Release: Supervisor Dean Preston Holds Hearing on Implementation for Right to Counsel Law." February 24, 2020.

¹⁷ Stout developed this independent estimate using publicly available research and reports relating to the incomes of tenants experiencing eviction and tenants appearing in housing courts across the country. See: "Housing Court, Evictions and Homelessness: The Costs and Benefits of Establishing a Right to Counsel." Community Training and Resource Center and City-wide Task Force on Housing Court, Inc. 1993. Kenichi, Kira and Shaefer-McDaniel, Nicole. "Results From Three Surveys in New York City Housing Courts." Center for Human Environments, Graduate Center of the City University of New York. 2007. Desmond, Matthew. "Who gets evicted? Assessing individual, neighborhood, and network factors." Social Science Research. 2016. "ALICE Research Methodology." United for ALICE. 2020.

¹⁸ "Housing Court, Evictions and Homelessness: The Costs and Benefits of Establishing a Right to Counsel." Community Training and Resource Center and City-wide Task Force on Housing Court, Inc. 1993.

¹⁹ Ibid.

²⁰ Krenichyn, Kira and Shaefer-McDaniel, Nicole. "Results From Three Surveys in New York City Housing Courts." Center for Human Environments, Graduate Center of the City University of New York. 2007.

Study (MARS) was a survey administered via in-person interviews to approximately 1,100 renter households about their experiences as renters related to eviction, housing instability, and poverty. MARS respondents had an average household income of approximately \$30,000, which was equivalent to approximately 175% of the FPL at the time of the study.²¹

Expected Number of Cases Where the Tenant Does Not Appear

Based on its analysis of Franklin County eviction case filing data and the experience and expertise of local stakeholders, Stout estimated that approximately 66% of Columbus and Franklin County tenants in eviction proceedings do not appear for their court hearing. This estimate considers 3 populations of tenants:

- Those who do not appear for their court hearing and lose their case by default;
- Those who move before their court hearing; and
- Those who resolve their case with their rental property owner before their hearing.

With effective community outreach, the percentage of cases where the tenant does not appear can be reduced. Stout incorporated an expected 2 percentage point annual decrease in the tenant default rate as a result of this investment in outreach. As discussed previously, New York City has experienced a 34% cumulative decline (from 2016 to 2019) in its default rate since increased funding for tenant representation.²² Stout has also observed a decrease in the default rate in Milwaukee County following expanded tenant representation through Eviction Free Milwaukee.

Of the estimated 5,640 tenants who appeared for their hearing and are income eligible, Stout estimated that 88% would seek and accept the offer of free legal representation at full implementation of an eviction right to counsel.²³ Tenants may have reasons for declining the offer of representation. They may not think there is a benefit to having representation, they may not trust the legal profession, or they may simply feel they can represent themselves. Therefore, Stout's cost calculation for an eviction right to counsel includes only cases where the tenant appears, is income eligible, and accepts the offer of representation – approximately 4,964 cases.²⁴

²¹ Desmond, Matthew. "Who gets evicted? Assessing individual, neighborhood, and network factors." Social Science Research. 2016.

²² "Office of Civil Justice Annual Report." NYC Human Resources Administration. 2019.

²³ The expected representation acceptance rate was developed based on the experience and expertise of Legal Aid and discussions Stout has had with housing advocates across the country.

²⁴ These 4,964 cases represent approximately 25% of all eviction filings, approximately 37% of tenants who are expected to be income eligible, and approximately 88% of tenants who are expected to be income eligible and appear for their hearing. Given the availability of rental assistance, eviction prevention programs, and increased outreach through the pandemic, it is possible that more tenants seek representation in the future. The

Expected Total Cases and Estimated Cost of an Eviction Right to Counsel in Columbus and Franklin County

If an eviction right to counsel were fully implemented in Columbus and Franklin County, Stout estimates there would be approximately 4,964 tenant households receiving free legal representation annually. Stout estimates that providing free legal representation to these 4,964 tenant households would cost approximately \$6.1 million annually.²⁵ Stout's estimated cost of an eviction right to counsel does not consider existing funding for TAP. That is, Stout's calculation of the estimated cost of an eviction right to counsel represents the estimated potential total cost, excluding any existing funding.

Of the estimated \$6.1 million annual cost of a fully implemented eviction right to counsel in Columbus and Franklin County, approximately \$5 million would be for direct personnel costs to hire approximately 32 staff attorneys, 8 supervising attorney, 7 paralegals, 4 intake specialists, 5 administrative staff, and 2 social workers. The remaining estimated annual costs would be for non-personnel costs necessary for service delivery including, but not limited to, office rent, utilities, technology and equipment, office supplies, insurance, and training.

Legal Aid estimated that on average an eviction right to counsel case would require 8 hours. This estimate includes considerations for case type (e.g., non-payment, breach of lease), type of housing (e.g., private market, subsidized, public), the availability of defenses, and the variety of circumstances that tenants seeking representation may be experiencing.

Legal Aid reviewed and confirmed Stout's estimates for each of these costs based on their experience and expertise providing legal representation and assistance in eviction proceedings. For direct personnel costs, Stout worked with Legal Aid's Chief Financial Officer to develop estimates for the average salary of a staff attorney, supervising attorney, paralegal, intake specialist, program administrator, and social worker as well as fringe benefits as a percentage of their salaries. For non-personnel costs (approximately 18% of total estimated program costs), Stout and Legal Aid used the costs of Legal Aid's current tenant representation program as benchmarks. At a total cost of approximately \$6.1 million, providing an eviction right to counsel to approximately 4,964 eligible tenant households in Columbus and Franklin County equates to approximately \$1,224 per case for which representation is provided.

combination of resources available and awareness of them over the past 4 years may create an increased awareness of future services, and therefore, it is possible that more eligible tenants seek representation than would have previously.

²⁵ Stout understands that Legal Aid has assisted approximately 1,400 tenant households annually through TAP.

Section IV-Fiscal Benefits of an Eviction Right to Counsel in Columbus and Franklin County

Estimated Incremental Number of Tenants Avoiding Disruptive Displacement

Stout analyzed eviction case filings in Franklin County filed in 2023 to estimate how many income-eligible tenants would have a high likelihood of avoiding disruptive displacement if an eviction right to counsel were implemented. If an eviction right to counsel were fully implemented in Columbus and Franklin County, an estimated 4,964 tenant households would be eligible for representation and would likely accept the offer of representation each year.

Based on Stout’s analysis of court-entered case dispositions and the feedback and experience of Legal Aid attorneys and other local stakeholders, represented tenant households likely avoid the high likelihood of disruptive displacement in an estimated 82% cases²⁶, and unrepresented tenant households avoid the high likelihood of disruptive displacement in an estimated 8% percent of cases. Figure 1 shows the difference in likelihood of experiencing disruptive displacement based on whether a tenant household is represented or unrepresented.

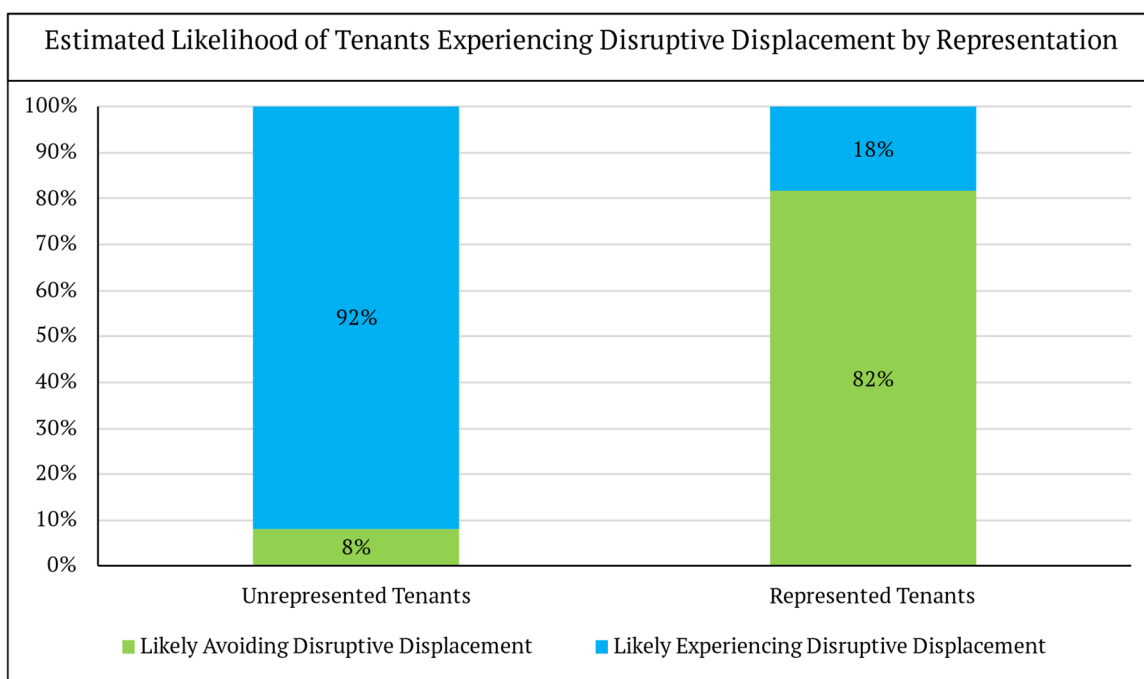


Figure 1

It is important to appreciate that not every tenant who receives an eviction filing will seek legal assistance or legal representation. However, many people who do seek and receive legal services in eviction proceedings are facing homelessness or have acute vulnerabilities that can make experiencing disruptive displacement particularly challenging. Comparing the approximately 82% of represented tenant households avoiding the high likelihood of disruptive displacement to the approximately 8% of unrepresented tenant households avoiding the high likelihood of disruptive displacement results in an estimated 3,756 additional tenant

²⁶ This metric is based on Stout’s analysis of outcome data provided by Legal Aid and its review of a sampling of case disposition data and agreed entries.

households that would avoid the high likelihood of disruptive displacement and the potential for the negative impacts of disruptive displacement if an eviction right to counsel were implemented in. Based on the average household size of 2.3 people in the City and County, Stout estimates that approximately 8,639 people in Columbus and Franklin County²⁷ are likely to avoid the high likelihood of disruptive displacement each year through an eviction right to counsel.²⁸

The impact of an eviction right to counsel and the number of income eligible households and people avoiding the likelihood of disruptive displacement could be higher or lower based on the facts of any individual case. How an eviction right to counsel is implemented and communicated to tenants as well as how supportive policymakers and the judiciary are of an eviction right to counsel can also affect the impact. In some cases, tenants may experience disruptive displacement with or without an eviction right to counsel. However, an eviction right to counsel can ensure tenants' rights are exercised, reasonable judgment terms are negotiated, and enough time is given to tenants if they need to find new living arrangements. One of the impacts of an eviction right to counsel in these circumstances is less disruption to tenants' lives and therefore fewer social safety net costs to the City and County.

Estimated Annual Fiscal Impacts of an Eviction Right to Counsel in Columbus and Franklin County

Stout estimates that a fully implemented, sustainable eviction right to counsel program could result in approximately \$24.4 million annually in potential fiscal impacts to Columbus and Franklin County. See **Exhibit A in Appendix B** for a summary of the estimated annual fiscal impacts to the City and County and the potential return per dollar invested in an eviction right to counsel.

Estimated Annual Housing Social Safety Net Fiscal Impacts

While homelessness may not always be experienced immediately following an eviction, eviction remains a leading cause of homelessness. According to the 2024 Columbus Point-in-Time data, there were 2,380 Columbus residents experiencing homelessness in January 2024, and of the residents experiencing homelessness 1,866 were living in emergency shelter or transitional housing.²⁹

Because eviction has been linked to homelessness, avoiding disruptive displacement through an eviction right to counsel could reduce costs associated with housing social safety net responses such as emergency shelter, repaid rehousing, and hotel stays. When people

²⁷ Data from the U.S. Census Bureau American Community Survey indicates there were 211,204 renter-occupied units in Columbus and 252,407 renter-occupied units in Franklin County in 2022.

²⁸ U.S. Census Bureau. American Community Survey 5-Year Estimates. 2018.

²⁹ Community Shelter Board, "2024 Point in Time Count of Homelessness in Columbus and Franklin County."

experience homelessness, research has shown that a portion of them will experience homelessness again even after exiting a housing program. Stout estimated the average annual housing social safety net fiscal impacts to Columbus and Franklin County for an initial interaction with the housing social safety net system and the first subsequent re-entry to these systems.

Stout estimates that 3,643 households in Columbus and Franklin County have a high likelihood of avoiding disruptive displacement and will remain residents of Columbus and Franklin County if an eviction right to counsel were implemented.³⁰ Without an eviction right to counsel, approximately 14.5% of these households would likely enter emergency shelter.³¹ The eviction process (for some people but not all) creates a degree of housing instability that requires costly intervention to return people to stable housing. Data from Stout’s evaluations of eviction right to counsel programs in Connecticut, Cleveland, Nashville, and Milwaukee, indicates that between 15% and 30% of clients indicated they would experience homelessness in some form if they were forced to move.

Cities and states have demonstrated their dedication to returning people to stable housing through a variety of housing programs/interventions funded with public dollars. Stout’s estimate of shelter entry as a result of disruptive displacement is a directional estimate based on the quantitative data available and qualitative feedback from legal aid providers and other stakeholders. Applying the findings of the Abt study and considering the experience and feedback of legal aid providers and housing case managers, Stout conservatively estimates that while 18.2% of households experiencing the eviction process may apply for shelter, approximately 14.5% of households experiencing the eviction process are likely to enter emergency shelter. Using this metric, Stout estimated that 528 households represented through an eviction right to counsel in Columbus and Franklin County will likely experience homelessness and need to access a housing social safety net program but for an eviction right to counsel.

Using publicly available data from the United States Department of Housing and Urban Development, Stout estimated that the annual cost of emergency shelter per household is approximately \$15,600 in Columbus and Franklin County. Because there are many ways that individuals experience homelessness, particularly after an eviction when re-renting can be challenging, there are a variety of possible outcomes. For a portion of individuals and households, there may be short shelter stays, attempts to move in with family or friends, and re-entry into shelter. Others may experience longer shelter stays or rapid re-housing. Each of these scenarios has different (but significant) cost implications. Stout used the estimated annual cost of emergency shelter per household as a proxy for the cost of a housing social safety

³⁰ See page 24 for details on estimated households that would have likely migrated out of Columbus and Franklin County but for an eviction right to counsel program.

³¹ Rolston, Howard et al. “Evaluation of the Homebase Community Prevention Program.” Abt Associates. June 2013.

net response because the response is likely necessary for people experiencing homelessness and likely incurred by the City and County over time.

Applying the average annual cost of housing social safety net programs in Columbus and Franklin County of approximately \$15,600 per household to the 528 households in the City and County that would likely experience homelessness and require a housing social safety net response but for an eviction right to counsel results in a fiscal impact of approximately \$8.2 million to Columbus and Franklin County.

A portion of the 528 households that may require a housing social safety net response would likely require a second housing social safety net response. Data from Community Shelter Board indicates that approximately 23% of all households exiting emergency shelter returned to emergency shelter.³² Applying the 23% metric to the 528 households that would have likely required a first housing social safety net response results in 122 households who would have likely experienced homelessness a second time and requiring a subsequent housing social safety net response. At an average cost of \$15,600 per household per year for a housing social safety net response, the estimated cost of 122 households requiring a second housing social safety net response would be approximately \$1.9 million.

The total estimated annual fiscal impact to Columbus and Franklin County related to people experiencing homelessness because of disruptive displacement who would likely require a housing social safety net program is \$10.1 million. Of the total \$10.1 million, approximately \$8.2 million is related to the first housing social safety net response, and approximately \$1.9 million is related to the second housing social safety net response that a portion of households would likely require.

Emergency shelter costs are one form of a social safety net response to the need for shelter, even in jurisdictions without a right to shelter and jurisdictions with people experiencing homelessness who are living unsheltered. Emergency shelter costs provide a proxy for costs jurisdictions bear (or are willing to bear) in response to severe housing instability. Furthermore, the incremental nature of shelter beds (i.e., the number of shelter beds increasing as the number of people experiencing homelessness increases) does not restrict the application of these costs to the households that are experiencing disruptive displacement because the costs may manifest in other ways, particularly if households are unable to enter emergency shelter and must use other Columbus and Franklin County services to achieve housing stability. Regardless of actual emergency shelter entry by households experiencing disruptive displacement, housing social safety net program costs can be a proxy for the other costs necessary to achieve housing stability for these households. Thus, the \$10.1 million cost of providing housing social safety net programs to people experiencing disruptive displacement is not a direct cost saving to Columbus and Franklin County. Rather, the \$10.1 million represents a fiscal impact related to

³² [Community Shelter Board Interactive Data.](#)

homelessness because of disruptive displacement, which will include some cost savings to the City and County from decreased use of housing social safety net responses.

See **Exhibit B** for Stout’s detailed calculation of estimated annual fiscal impacts related to housing social safety net responses in Columbus and Franklin County.

Retained Economic Value by Minimizing Out-Migration

Stout estimates that 3% of households who experience disruptive displacement would migrate out of Columbus and Franklin County.³³ Applying this to the 3,756 households who would have a high likelihood of avoiding disruptive displacement results in 113 households and 259 individuals that would likely remain in Columbus and Franklin County if an eviction right to counsel were implemented. Using this metric and an estimated \$12,000 in economic value (e.g., federal funding, state and local tax revenue, dollars spent in state and local economies) per person,³⁴ Stout estimates that Columbus and Franklin County would retain approximately \$3.1 million in economic value if an eviction right to counsel were implemented. **See Exhibit C.**

Estimated Annual Fiscal Impacts of Responding to Unsheltered Homelessness

The table below shows the number Columbus residents experiencing unsheltered homelessness by year based on data from the 2019 to 2024 Point-in-Time Counts.³⁵

Year	People Experiencing Unsheltered Homelessness	Year-over-Year Change
2019	182	N/A
2020	432	13%
2021 ³⁶	N/A	N/A
2022	342	-20%
2023	498	46%
2024	514	3%

Over the past several years, Columbus has invested public dollars in expanding emergency shelter capacity and temporary housing for families as well as investing in mental health

³³ Stout observed approximately 3% of households indicate they would have to move out of their jurisdiction in its evaluations of eviction right to counsel programs in Cleveland, Connecticut, Milwaukee, and Oklahoma.

³⁴ Estimated by Stout using data from: (1) Aguilar, Louis. "Detroit population continues to decline, according to Census estimate." Bridge Michigan. May 2020. (2) "State and Local Expenditures." Urban Institute. 2018. Referencing State & Local Government Finance Data Query System and Data from U.S. Census Bureau, Annual Survey of State and Local Government Finances, Volume 4. 2020. (3) Present value of investments that cities and states have been willing to make to attract new residents.

³⁵ Point-in-time count data published by Columbus Regional Homelessness Coalition.

³⁶ The 2021 Point-in-time count was not conducted due to the COVID-19 pandemic.

services to address unsheltered homelessness.³⁷ To estimate the amount per household Columbus and Franklin County would be willing to spend to provide services to City and County residents experiencing unsheltered homelessness, Stout reviewed Community Shelter Board expenditures on services to address homelessness in the City and County and the total number of households served to estimate the average social safety net response to responding to unsheltered homelessness. These responses can include one or a combination of emergency shelter, street outreach, crisis intervention, rapid re-housing, and temporary housing. Stout estimated the average social safety net response to unsheltered homelessness to cost approximately \$8,200 per household.³⁸

Stout estimates that approximately 10% of households would experience unsheltered homelessness following disruptive displacement due to eviction, resulting in approximately 364 households that would likely avoid unsheltered homelessness due to an eviction right to counsel.³⁹ Multiplying the \$8,200 average cost per household to the estimated 364 households who would likely experience unsheltered homelessness but for an eviction right to counsel results in \$3 million in estimated fiscal impact to Columbus and Franklin County. See **Exhibit D**.

Estimated Annual Fiscal Impacts of Responding to Crimes

Stout estimated the criminal justice fiscal impacts associated with a reduction in crime associated with fewer evictions. Research has demonstrated how higher rates of eviction correspond to higher rates of homicide, robbery, and burglary.⁴⁰ As previously described, Stout estimates that 3,643 households in Columbus and Franklin County have a high likelihood of avoiding disruptive displacement and will remain residents of the City and County if an eviction right to counsel were implemented. Researchers have found a correlation between eviction and crimes associated with procuring shelter, forcible entry, and vehicle theft.⁴¹ Using these findings, Stout estimates that Columbus and Franklin County could experience approximately 295 fewer forcible entries and 55 vehicle thefts annually.

There is a breadth of research estimating the cost of crime, from which a range of cost per crime calculations have been made. While there is no agreed upon methodology for cost of crime

³⁷ One Columbus Relief and Recovery Plan. City of Columbus.

³⁸ In 2024, Community Shelter Board of Ohio had a budget of \$55.4 million, 95% of which was allocated for homelessness programs and in 2022, Community Shelter Board provided program services to 6,445 unique households.

³⁹ Based on Stout's evaluations of eviction right to counsel programs in Chicago, Milwaukee, Nashville, and Oklahoma, approximately 10% of households experiencing disruptive displacement indicated they will experience unsheltered homelessness.

⁴⁰ Semenza, D. C., Stansfield, R., Grosholz, J. M., & Link, N. W. "Eviction and Crime: A Neighborhood Analysis in Philadelphia." *Crime & Delinquency*. August 2022.

⁴¹ Falcone, Stefano. "Forcing Out, Breaking In: Do Evictions Increase Crime." July 2022. See Table B.1.

calculations,⁴² numerous studies have grouped cost of crime into four categories: victim costs, criminal justice costs, crime career costs, and intangible costs.⁴³ Stout utilized the most recent scholarship that evaluates prior studies as well as government reports to determine the criminal justice cost per forcible entry and vehicle theft. Stout only considers the public criminal justice costs, which represent direct fiscal impacts to the Columbus and Franklin County, in its calculation. The criminal justice cost of a single vehicle theft was calculated to be approximately \$3,900 (\$5,700 in 2024 dollars) and a burglary to be approximately \$4,100 (\$6,000 in 2024 dollars).⁴⁴ Applying these criminal justice fiscal impacts to the avoided forcible entries and vehicle thefts, Columbus and Franklin County could realize fiscal impacts of approximately \$2 million in criminal justice fiscal impacts if an eviction right to counsel were implemented.⁴⁵ See **Exhibit E**.

While Stout only calculated the fiscal impacts of responding to forcible entries and vehicle thefts, the actual criminal justice fiscal impact is likely higher. Research has shown that eviction is associated with a number of other crimes⁴⁶ and gun violence⁴⁷, each of which has its own criminal justice fiscal. However, these studies relating to other crimes associated with eviction do not currently include quantifications of cost.

Estimated Annual Out-of-Home Foster Care Fiscal Impacts

Stout quantified potential out-of-home foster fiscal impacts related to children who may be placed in out-of-home foster care if their household experiences disruptive displacement.

Stout estimates that 3,643 households in Columbus and Franklin County would avoid the high likelihood of disruptive displacement and remain in the City and County if an eviction right to counsel were implemented. An estimated 62% of households experiencing an eviction filing have children and the average number of children per household with children is two.⁴⁸ Approximately 4% of children from evicted families are placed in foster care and are likely living in foster care for at least one year.⁴⁹ This results in an estimated 181 children who may be placed

⁴² Bureau of Justice Statistics. <https://bjs.ojp.gov/costs-crime>.

⁴³ McCollister KE, French MT, Fang H. The Cost of Crime to Society: New Crime-Specific Estimates for Policy and Program Evaluation. *Drug Alcohol Depend.* April 2010.

⁴⁴ Ibid. Stout used the Bureau of Labor Statistics Consumer Price Index Inflation Calculator to adjust the dollar amounts to 2024 dollars. <https://data.bls.gov/cgi-bin/cpicalc.pl>.

⁴⁵ Current research only calculates the cost of burglary, however for a crime to be considered a burglary, there must be forcible entry. Federal Bureau of Investigation. Uniform Crime Report, Burglary.

⁴⁶ Semenza, D. C., Stansfield, R., Grosholz, J. M., & Link, N. W. "Eviction and Crime: A Neighborhood Analysis in Philadelphia." *Crime & Delinquency.* August 2022.

⁴⁷ Gaston, Melanie. "The Impact of Eviction on Neighborhood Gun Violence." Rutgers, State University of New Jersey. May 2021.

⁴⁸ Desmond, Matthew et al. "Evicting Children." *Social Forces.* 2013. And "Families with Children Under 18." U.S. Census Bureau, Bureau of Labor Statistics. November 2021.

⁴⁹ Berg, Lisa and Brannstrom, Lars. "Evicted children and subsequent placement in out-of-home care: a cohort study." *Public Library of Science.* April 18. 2018.

in foster care as a result of disruptive displacement each year. As of April 2023, there were more than 1,700 children in foster care in Franklin County.⁵⁰

Based on cost data published by the Ohio Department of Children and Youth, Stout estimates an average annual cost of \$20,270 per child in out-of-home care.⁵¹ Applying the \$20,270 annual cost to the estimated 181 children in Columbus and Franklin County who would likely enter out-of-home foster care each year because of disruptive displacement results in a total cost of approximately \$3.7 million. Of the estimated \$3.7 million in annual out-of-home foster care cost for children living in foster care because of disruptive displacement, approximately 48% is funded by the local entities.⁵² Columbus and Franklin County may realize approximately \$1.8 million annually in fiscal benefits related to out-of-home foster care placements due to disruptive displacement if an eviction right to counsel were implemented.

The potential cost savings related to out-of-home foster care placements for Columbus and Franklin County are likely significantly understated. There are many additional services offered to children who are living in foster care that accompany foster care. The cost of social workers, case managers, maintenance payments, and monitoring the well-being of children placed with families, for example, are not included in Stout's analyses as reliable, publicly available data to estimate these costs was limited. There may also be fiscal impacts related to children who are living in foster care for reasons not related to housing but who cannot return home because their family is facing a housing instability issue that could be addressed by eviction right to counsel. See **Exhibit F**.

Estimated Annual Economic Benefits Related to Increased Educational Attainment

School-aged children who experience homelessness face significant mental and physical health challenges that prevent students from focusing on their education.⁵³ These challenges can result in students who are experiencing homelessness becoming chronically absent from school.⁵⁴ Even after just one year of chronic absenteeism, students are significantly less likely to complete high school.⁵⁵

Stout estimates that 3,643 households in Columbus and Franklin County would avoid the high likelihood of disruptive displacement and remain in Columbus and Franklin County if an

⁵⁰ Orozco, Jackie. "Big Push to Find Foster Parents and Social Workers amid Shortage in Franklin County." CW Columbus. April 24, 2023.

⁵¹ Estimated using daily foster care rates published by Franklin County Children Services (FCCS). FCCS pays a per diem rate minimum of \$15 and maximum of \$121. In addition to the per diem payments, the State of Ohio pays \$3,000 annually for clothes per child and \$3,000 for personal incidentals per year per child.

⁵² "Child Welfare Spending in Ohio in SFY 2020." Child Trends.

⁵³ Bishop, Joseph. "Our Children Can't Wait: The Urgency of Reinventing Education Policy in America"

⁵⁴ "Chronic Absenteeism Among Students Experiencing Homelessness in America." National Center for Homeless Education. 2022.

⁵⁵ "Research Brief: Chronic Absenteeism." University of Utah, Utah Education Policy Center. 2012.

eviction right to counsel were implemented. Research indicates approximately 62% of households receiving an eviction filing have children, and there are approximately two children per household,⁵⁶ resulting in an estimated 4,518 children who would have likely remained in Columbus and Franklin County if they were not evicted.

Stout estimates that approximately 25% of individuals will likely experience homelessness as a result of disruptive displacement⁵⁷ and approximately 31% of school aged youth are in high school.⁵⁸ Students experiencing homelessness are at an increased risk of not completing high school.⁵⁹ In Ohio, approximately 46% of students who experienced homelessness did not complete high school in the 2019-2020 school year.⁶⁰ This results in an estimated 161 children in Columbus and Franklin County completing high school who otherwise would not have if an eviction right to counsel were implemented. Research has demonstrated that not completing high school has a significant impact on an individual's future income.⁶¹ Additionally, the relationship between higher levels of education and lower likelihood of welfare program utilization have also been identified.⁶² Completion of high school and college has been shown to significantly decrease the likelihood of the future need for cash and housing assistance,⁶³ applying for and utilizing Supplemental Nutrition Assistance Program (SNAP) benefits,⁶⁴ and being enrolled in Medicaid.⁶⁵

Stout estimates that increased educational attainment could result in approximately \$7,300 less social safety net spending per year per individual who would have not completed high school but for an eviction right to counsel.⁶⁶ Applying this to the estimated 161 children that likely would have not completed high school but for an eviction right to counsel results in \$1.2 million

⁵⁶ Desmond, Matthew et al. "Evicting Children." *Social Forces*. 2013. And "Families with Children Under 18." U.S. Census Bureau, Bureau of Labor Statistics. November 2021. This is also supported by data collected by Stout for right to counsel programs across the county.

⁵⁷ Based on metrics developed Robin Hood, a New York City based non-profit organization that provides funding to more than 200 programs across New York City.

⁵⁸ National Center for Education Statistics.

⁵⁹ "Graduation Rates of Students who Experience Homelessness in America." National Center for Homeless Education.

⁶⁰ *Ibid.*

⁶¹ Tamborini, et al. "Education and Lifetime Earnings in the United States." *Demography*. 2016.

⁶² Cliff, Aiden. "The Relationship Between Education and Welfare Dependency." *The Brown Journal of Philosophy, Politics & Economics*.

⁶³ Waldfogel, J, et al. "Public Assistance Programs: How Much Could be Saved with Improved Education?" Working Paper for Education Symposium, Teacher's College, Columbia University. 2005.

⁶⁴ Rank, M and Hirschl, T. "The Likelihood of Using Food Stamps During the Adult Years." *Journal of Nutrition and Behavior*. 2005.

⁶⁵ Muennig, P. "Health Returns to Educational Interventions." Columbia University. 2005.

⁶⁶ Stout estimated per household social safety net benefits expenditures for individuals who do not complete high school in Columbus using per household state and federal welfare expenditures by level of educational attainment.

in reduced social safety net expenditures in Columbus and Franklin County annually. See **Exhibit G**.

Estimated Annual Economic Benefits Related to Increased Employment Stability

Stout estimated social safety net costs related to job loss that would likely be avoided if Columbus and Franklin County were to implement an eviction right to counsel. As described previously, Stout estimates that 3,643 households in Columbus and Franklin County have a high likelihood of avoiding disruptive displacement and will remain in Columbus and Franklin County if an eviction right to counsel were implemented.

Research has demonstrated the impact of eviction on employment stability, particularly the increased likelihood of a person experiencing job loss after being evicted.⁶⁷ Of the 3,643 estimated households that will avoid the high likelihood of disruptive displacement and remain in Columbus and Franklin County, Stout estimates approximately 15% would likely have an individual experiencing job loss because of disruptive displacement if an eviction right to counsel were not implemented. This results in an estimated 556 individuals experiencing job loss because of disruptive displacement.

Stout estimated the reduction in social safety net expenditures due to decreased job loss associated with eviction that Columbus and Franklin County could expect with an eviction right to counsel. Stout estimates that the average low-income household whose head-of-household experiences unemployment receives \$1,900 in social safety net benefits during the period of unemployment.⁶⁸ This results in a fiscal impact of approximately \$1 million in decreased social safety net spending in Columbus and Franklin County as a result of an eviction right to counsel. See **Exhibit H**.

Estimated Annual Federal and State Funding Retained for Columbus City Schools and Franklin County School Districts

Stout quantified the potential federal and state funding retained for Columbus City Schools and Franklin County school districts by avoiding student migration out of Columbus and Franklin County as a result of disruptive displacement. During the 2022-2023 school year, there were approximately 2,198 students experiencing homelessness in Columbus public schools.⁶⁹ In addition to experiencing homelessness, a portion of students in Columbus City Schools and Franklin County school districts are also chronically absent from school, missing 10% or more

⁶⁷ Desmond, Matthew and Gerhenson, Carl. "Housing and Employment Insecurity among the Working Poor." Harvard University. January 11, 2016.

⁶⁸ Stout estimated per household social safety net benefits expenditure due to unemployment in Columbus using per household state and federal welfare expenditures. Not every individual will be approved for every social safety net benefit program and eligibility for programs vary.

⁶⁹ Ohio Department of Education Report Portal. <https://reports.education.ohio.gov/report/report-card-data-state-enrollment-by-student-demographic>.

of school days. Research shows that students experiencing homelessness are chronically absent at least twice as frequently as stably housed students.⁷⁰

Stout estimates that 3,756 households in Columbus and Franklin County would avoid the high likelihood of disruptive displacement if an eviction right to counsel were implemented in the City and County. Without an eviction right to counsel, Stout estimates 3% of these households will likely migrate out of Columbus and Franklin County as a result of disruptive displacement.⁷¹ Research indicates approximately 62% of households receiving an eviction filing have children, and there are approximately two children per household,⁷² resulting in an estimated 140 children who would have likely migrated out of Columbus if they experienced disruptive displacement.

Columbus City Schools and Franklin County school districts receive approximately \$1,920 in federal funding and approximately \$4,830 in state funding per student enrolled for a total of approximately \$6,750 in federal and state funding per student enrolled.⁷³ Applying the 140 estimated children who would have remained in Columbus City Schools and Franklin County school districts due to an eviction right to counsel results in approximately \$940,000 in retained funding for Columbus City Schools and Franklin County school districts. See **Exhibit I**.

Estimated Annual Additional Medicaid Spending on Health Care

Stout quantified Medicaid spending on health care by Columbus and Franklin County that may be avoided if an eviction right to counsel were implemented. The two categories of care that could reasonably be quantified are in-patient care and emergency room care.

Stout estimates that 8,380 individuals in Columbus and Franklin County will avoid the high likelihood of disruptive displacement and will remain residents of Columbus and Franklin County if an eviction right to counsel were implemented. Of the 8,380 individuals that will avoid the high likelihood of disruptive displacement and remain in the City and County, approximately 25% will likely experience homelessness as a result of disruptive displacement but for an eviction right to counsel.⁷⁴ Stout uses the 25% metric instead of the 14.5% metric from the Abt Study as a reasonable proxy for experiencing homelessness. The Abt Study metric reflects entering shelter, which a subset of people experiencing homelessness will do. Stout uses the 25% metric for people experiencing homelessness to capture instances of

⁷⁰ National Center for Homeless Education, “In School Every Day: Addressing Chronic Absenteeism Among Students Experiencing Homelessness.”

⁷¹ Based on Stout’s findings in its independent evaluations of Cleveland’s and Connecticut’s eviction right to counsel programs.

⁷² Desmond, Matthew et al. “Evicting Children.” Social Forces. 2013. And “Families with Children Under 18.” U.S. Census Bureau, Bureau of Labor Statistics. November 2021.

⁷³ Calculated using U.S. Census Fiscal Year 2018 Annual Survey of School System Finances.

⁷⁴ Based on metrics developed Robin Hood, a New York City based non-profit organization that provides funding to more than 200 programs across New York City.

homelessness where people do not enter shelter but are nonetheless experiencing homelessness.⁷⁵ Applying the 25% metric to the population of 8,380 individuals results in approximately 2,095 individuals that will experience homelessness as a result of disruptive displacement. Of these 2,095 individuals that will likely experience homelessness, Stout estimates that approximately 23% will likely utilize in-patient care, and approximately 32% will utilize emergency room care, resulting in an estimated 482 and 670 individuals experiencing homelessness utilizing in-patient care and emergency room care, respectively.⁷⁶

Research indicates that individuals experiencing homelessness utilize in-patient care and emergency room care more frequently than people who are not experiencing homelessness.⁷⁷ Approximately 80% of people experiencing homelessness and accessing in-patient care are utilizing this type of care solely because of their experiencing homelessness.⁷⁸ For emergency room care, this metric is 75%. Furthermore, approximately 84% of people experiencing homelessness and utilizing either type of care will be enrolled in Medicaid.⁷⁹

Research indicates that the average cost to treat people experiencing homelessness utilizing in-patient care and the emergency room is approximately \$5,600 per person and \$18,500 per person, respectively.⁸⁰ Applying individual costs to the portion of individuals who will experience homelessness as a result of disruptive displacement, will utilize each type of care, and will be enrolled in Medicaid and then adjusting for the portion of Medicaid expenditures paid by local jurisdictions results in an estimated fiscal impact to Columbus and Franklin County of approximately \$100,000 for in-patient care and approximately \$600,000 in emergency room care.⁸¹ The total estimated Medicaid fiscal impact to Columbus and Franklin County would be approximately \$700,000. See **Exhibit J**.

⁷⁵ Data from Stout's evaluations of eviction right to counsel programs in Connecticut, Cleveland, Nashville, and Milwaukee, indicates that between 15% and 30% of clients indicated they would experience homelessness in some form if they were forced to move.

⁷⁶ Kushel, Margot, et. al. "Factors Associated With the Health Care Utilization of Homeless Persons." *The Journal of the American Medical Association*. January 10, 2001.

⁷⁷ Kushel, Margot, et. al. "Factors Associated With the Health Care Utilization of Homeless Persons." *The Journal of the American Medical Association*. January 10, 2001. & Kushel, Margot, et. al. "Emergency Department Use Among the Homeless and Marginally Housed: Results From a Community-Based Study." *The American Journal of Public Health*. May 2002.

⁷⁸ *Ibid*.

⁷⁹ DiPietro, Barbara et al. "Early Impacts of the Medicaid Expansion for the Homeless Population." *The Kaiser Commission on Medicaid and the Underinsured*. November 2014.

⁸⁰ Salit, Sharon, et al. "Hospitalization costs associated with homelessness in New York City." *National Library of Medicine*. 1998. And "The Cost of Homelessness Facts." *Green Doors*. N.d.

⁸¹ Stout's calculation incorporates a utilization rate for in-patient and emergency room care based on the utilization rate of these services by people experiencing homelessness. While the starting populations for these calculations are the same, the utilization rates for people experiencing homelessness vary based on the type of care. According to the Kaiser Family Foundation, 74% of Ohio's Medicaid program paid for by the federal government while 26% is paid for by the State of Ohio and local governments. A 2014 report from the U.S.

Estimated Annual Fiscal Impact of Incarcerating People Experiencing Homelessness

Stout estimated the annual fiscal impacts of incarcerating individuals experiencing homelessness who would have avoided homelessness as a result of an eviction right to counsel. Stout estimates that 3,862 adult individuals in Columbus and Franklin County have a high likelihood of avoiding disruptive displacement and will remain in Columbus and Franklin County if an eviction right to counsel were implemented. Of the 3,862 individuals that would avoid the high likelihood of disruptive displacement and remain in Columbus, approximately 25% would have experienced homelessness as a result of disruptive displacement but for an eviction right to counsel.⁸² This results in an estimated 965 individuals in the City and County who would avoid experiencing homelessness due to an eviction right to counsel.

Individuals experiencing homelessness are more likely to interact with police, be fined for quality-of-life crimes, and be arrested relative to housed individuals.⁸³ A study of homelessness in Minnesota found that 12% of adults experiencing homelessness had been incarcerated within the past year.⁸⁴ A similar study conducted in New York City found that 23% of emergency shelter residents had been incarcerated within the past 2 years.⁸⁵ Stout used the 12% metric identified in the Minnesota study, given that it is on an annual basis, to estimate that approximately 12% of individuals who would have experienced homelessness would have also experienced incarceration. Applying the 12% to the 965 individuals who would avoid homelessness due to an eviction right to counsel results in 116 individuals who would avoid incarceration.

Government Accountability Office found that of the Medicaid funding paid by the State of Ohio and local governments, 28% is paid for by local governments. Using these two metrics, Stout estimates that local governments pay for approximately 7% of Medicaid expenditure in Ohio.

⁸² Based on metrics developed Robin Hood, a New York City based non-profit organization that provides funding to more than 200 programs across New York City.

⁸³ Speiglmán, Richard, Green, Rex S. "Homeless and Non-Homeless Arrestees: Distinctions in Prevalence and in Sociodemographic, Drug Use, and Arrest Characteristics Across DUF Sites." National Institute of Justice. 1999. See also, Herring, Chris. "Complaint-Oriented Policing: Regulating Homelessness in Public Space." American Sociological Association. 2019; Bailey, Madeline, Crew, Erica, Reeve, Madz. "No Access to Justice: Breaking the Cycle of Homelessness and Jail." Vera Institute of Justice. 2020; Zakrison, Tanya, Hamel, Paul, Hwang, Stephen. "Homeless People's Trust and Interactions with Police and Paramedics." Journal of Urban Health. 2004.

⁸⁴ "Overview of Homelessness in Minnesota 2006." Wilder Research. 2007.

⁸⁵ Metraux, Stephen, Caterina, Roman, Cho, Richard. "Incarceration and Homelessness." US Department of Veterans Affairs. 2008.

An individual detained for a misdemeanor in Franklin County spends 22 days⁸⁶ incarcerated at an estimated cost of \$100 per day.⁸⁷ Applying these metrics to the 116 estimated individuals who would have experienced homelessness and who would have also experienced incarceration but-for an eviction right to counsel in Columbus and Franklin County results in estimated annual cost savings of approximately \$250,000. See **Exhibit K**.

Estimated Annual Fiscal Impacts of Transporting Students Experiencing Homelessness to and from Their School of Origin

Columbus and Franklin County may realize fiscal benefits related to complying with the federal McKinney-Vento Act. To minimize the educational disruption of students experiencing homelessness or housing instability, the federal government enacted the McKinney-Vento Act in 1987. The legislation gives students experiencing homelessness the right to continue attending their school of origin (i.e., the school that the student attended when stably housed) regardless of where they are living while experiencing homelessness or housing instability.⁸⁸ Transportation to and from student’s school of origin is both logistically and financially the responsibility of the local educational agency.⁸⁹ Using state and local government general funds is often necessary for school districts to comply with the McKinney-Vento Act transportation mandate.⁹⁰

Data provided to Stout by Columbus City Schools indicated that approximately \$400,000 was spent annually during school years 2022 to 2024 on transporting students experiencing homelessness to their school of origin. This data also indicated that during the 2022-2023 school year, 418 students experiencing homelessness in Columbus City Schools were transported to their school of origin. Dividing the \$400,000 in transportation spending by the 418 students utilizing transportation services results in an estimated transportation cost of \$957 per student experiencing homelessness with school transportation needs. To determine the percent of students experiencing homelessness who would require transportation Stout divided the 418 students who utilized transportation offered by Columbus City Schools by the 2,198 students in Columbus City Schools who experienced homelessness in the 2022-2023

⁸⁶ Franklin County jails increased cost per day from \$88 to \$100 over a three-year period starting January 1, 2021. <https://www.dispatch.com/story/news/politics/county/2020/09/15/franklin-county-increasing-cost-to-house-inmates/42628077/>.

⁸⁷ Municipal Court of Franklin County uses a formula from the Bureau of Justice Statistics that compares the average daily population to total bookings. <https://www.cleveland.com/news/2022/12/tracking-average-length-of-stay-in-jail-inconsistent-but-most-numbers-show-cuyahoga-county-inmates-stay-longer-than-peers.html>.

⁸⁸ “McKinney-Vento Law Into Practice Brief Series, Transporting Children and Youth Experiencing Homelessness.” National Center for Homeless Education. August 2017.

⁸⁹ Ibid.

⁹⁰ Ibid.

school year in Columbus City Schools,⁹¹ which results in approximately 19% of students who experienced homelessness in Columbus City Schools requiring transportation.

Stout estimates that approximately 4,518 children would avoid the high likelihood of disruptive displacement annually if an eviction right to counsel were implemented. Of the 4,518 children who would avoid the high likelihood of disruptive displacement, approximately 25% would also likely avoid experiencing homelessness resulting from disruptive displacement. Applying the 19% of students who experienced homelessness and required transportation their school of origin to the 1,129 students who would likely avoid homelessness if an eviction right to counsel were implemented results in an estimated 215 students who would have likely experience homelessness and needed transportation to their school of origin. Applying the estimated \$957 transportation cost per student experiencing homelessness and needing transportation to and from their school of origin to the estimated 215 students who would have likely avoided homelessness if an eviction right to counsel were implemented results in \$210,000 in annual fiscal benefits to Columbus and Franklin County. **See Exhibit L.**

⁹¹ Ohio Department of Education Report Portal. <https://reports.education.ohio.gov/report/report-card-data-state-enrollment-by-student-demographic>.

Section V-Conclusion

Stout quantified the estimated potential annual cost of fully implementing an eviction right to counsel in Columbus and Franklin County, the fiscal impacts of an eviction to counsel, and the estimated return per dollar invested in an eviction right to counsel in the City and County. Fully implementing an eviction right to counsel program in Columbus and Franklin County would cost approximately \$6.1 million annually. The estimated potential annual fiscal impact to Columbus and Franklin County from an eviction right to counsel is approximately \$24.4 million. The quantifiable estimated annual fiscal impacts to the City and County include:

- \$10.1 million in housing social safety net responses
- \$3.1 million in retained economic value by minimizing out-migration
- \$3 million responding to unsheltered homelessness
- \$2.1 million responding to forcible entry and vehicle theft crimes
- \$1.8 million related to out-of-home foster care
- \$1.2 million related to increased educational attainment
- \$1 million related to increased employment stability
- \$940,000 in federal and state funding retained for Columbus City Schools and Franklin County school districts
- \$700,000 in additional Medicaid spending on health care
- \$250,000 related to incarcerating people experiencing homelessness
- \$210,000 related to transporting students experiencing homelessness to and from their school of origin.

For every dollar invested in an eviction right to counsel, Stout conservatively estimates a fiscal benefit to Columbus and Franklin County of at least \$4.00.

Stout's estimate of potential annual fiscal impacts to Columbus and Franklin County is likely significantly understated. Included in Stout's calculations are fiscal impacts of an eviction right to counsel that are quantifiable and reasonably reliable with available data. However, if tenants experienced more stable housing, Columbus and Franklin County would enjoy many benefits that are not at this time reliably quantifiable and therefore are not included in Stout's calculations. These fiscal impacts and benefits include, but are not limited to:

- The education costs, juvenile justice costs, and child welfare costs associated with children experiencing homelessness
- The negative impact of eviction on tenants' credit score and ability to re-rent
- The cost of family, community, and neighborhood instability
- Preservation of financial assets and personal belongings
- A reduction, over time, of the number of eviction cases filed resulting in improved use of the Franklin County Municipal Court resources.

While Stout's analyses did not include a quantification for the ongoing need for rent assistance in Columbus and Franklin County, the availability of sustained rent assistance would likely help

prevent and resolve certain eviction cases more efficiently and effectively – particularly where there are no substantive legal issues, and the only issue is the non-payment of rent. Furthermore, an eviction right to counsel will likely improve the implementation of complementary programs in Columbus and Franklin County, such as mediation, emergency rent assistance, and court navigators.

Stout’s conclusions are based on information received to date. Stout reserves the right to change those conclusions should additional information be provided.

Stout’s review, research, and analysis was conducted on an independent basis. No Stout employee who worked on this engagement has any known material interest in the outcome of the analysis.

Appendix A-Efforts to Pass Eviction Right to Counsel / Access to Counsel Legislation

According to data and resources published by the National Coalition for a Civil Right to Counsel, 17 cities, 5 states, and 1 county “have enacted a right to counsel for tenants facing eviction.”⁹² The sources of funding for the eviction right to counsel programs vary but generally include: general revenue funds (state or local), excise taxes, private funders / philanthropic organizations, and federal grants / funding such as Community Development Block Grants and American Rescue Plan Act funds.⁹³ The research in this appendix includes information for jurisdictions with codified eviction right to counsel or access to counsel legislation, eviction right to counsel or access to counsel pilot programs (but not enacted legislation), and jurisdictions that have increased investment in programs that provide representation for tenants.

California. June 2018: **San Francisco** became the second city to guarantee a right to counsel for tenants in evictions cases through a ballot referendum. San Francisco Mayor London Breed subsequently earmarked \$1.9 million for fiscal year 2018-2019 and \$3.9 million for fiscal year 2019-2020 to implement the new law.⁹⁴ July 2018: Advocates in **Concord** released a report discussing housing affordability challenges, hazardous conditions, and tenants’ persistent fear of eviction. The report recommended a citywide right to counsel law.⁹⁵ Another tenant advocacy group in the area released a report calling for a statewide right to counsel bill, noting the increasing number of tenants facing eviction and the rapid pace of eviction proceedings.⁹⁶ June 2019: Pro bono law firm, Public Counsel, and the University of California Los Angeles release a report advocating for reforms to landlord-tenant law, including establishing a right to counsel as a tenant protection.⁹⁷ September 2019: **Los Angeles County** Board of Supervisors passed motions to advance several tenant protection measures, including an eviction defense program for low-income households facing eviction.⁹⁸ Initial proposed funding included \$2 million for startup costs and \$12.5 million for implementation annually.⁹⁹ December 2019: **Santa Monica** took steps toward becoming the sixth city to establish a right to counsel for tenants facing eviction.¹⁰⁰ **Los Angeles City Council** voted to add \$9 million to its eviction defense fund, increasing the fund to \$23.5 million for eviction defense.¹⁰¹ February 2020: Data was released

⁹² The Right to Counsel for Tenants: Enacted Legislation. Last modified July 2024.

⁹³ Ibid.

⁹⁴ Waxmann, Laura. “Tenant advocacy groups set to received funding under ‘Right to Counsel’ program.” San Francisco Examiner. November 28, 2018.

⁹⁵ “The Housing Crisis Hits Home in Concord.” 2018.

⁹⁶ Inglis, Aimee and Preston, Dean. “California Evictions are Fast and Frequent.” Tenants Together. May 2018.

⁹⁷ Bonett, Gregory et al. “How Permanent Tenant Protections Can Help Communities Prevent Homelessness and Resist Displacement in Los Angeles County.” Public Counsel and UCLA School of Law. June 2019.

⁹⁸ Wenzke, Marissa and Burch, Wendy. “L.A. County Supervisors Vote 5-0 for Permanent Rent Control Measure Affecting 100,000 Tenants in Unincorporated Areas.” KTLA5. September 2019.

⁹⁹ Motion by Supervisors Sheila Kuehl and Mark Ridley-Thomas. “Implementing Eviction Defense and Prevention Services in Los Angeles County.” September 10, 2019.

¹⁰⁰ Pauker, Madeleine. “Universal legal representation for renters would cost up to \$1 million.” Santa Monica Daily Press. December 17, 2019.

¹⁰¹ National Coalition for a Civil Right to Counsel. http://civilrighttocounsel.org/major_developments/1273

showing that eviction filings in San Francisco declined by 10%, and that 67% of those receiving full-scope representation have been able to stay in their homes.¹⁰² April 2021: Assembly Bill 1487 passed California’s Assembly Judiciary Committee. The bill would establish a statewide eviction defense program for low-income renters.¹⁰³ The author of the bill, Assemblyman Jesse Gabriel, estimated that the bill would have a return on investment of \$4 for every dollar invested (400%), which includes costs savings related to shelters and health care.¹⁰⁴ July 2023: Los Angeles County Board of Supervisors voted to explore a phased implantation for an eviction right to counsel.¹⁰⁵ December 2023: Los Angeles City Council approved recommendations to establish an eviction right to counsel for tenants with household incomes at or below 80% of the area median income.¹⁰⁶

Colorado. November 2020: Voters in **Boulder** approved a ballot initiative establishing a right to counsel for tenants facing eviction regardless of income.¹⁰⁷ April 2021: A group of tenant advocates filed a ballot initiative to fund a right to counsel for Denver renters facing eviction, and two city councilmembers plan to introduce a similar proposal via the local legislative process.¹⁰⁸

Connecticut. In May 2021, **Connecticut** became the third state to enact a right to counsel for low-income tenants facing eviction. The legislation provides representation to tenants who have household incomes at or below 80% of the state median income adjusted for family size or who receive public assistance.¹⁰⁹ January 2022: Connecticut launched the first phase of its statewide eviction right to counsel program in 14 zip codes that represent 25% of eviction filings across the state.¹¹⁰

Delaware. In July 2023, Senate Bill 1 was enacted to provide a limited right counsel for Delaware tenants in eviction proceedings, which include subsidy terminations and actions related to habitability, illegal eviction, retaliatory actions, or violations of quiet use and enjoyment. The

¹⁰² Press Release: Supervisor Dean Preston Holds Hearing on Implementation for Right to Counsel Law. February 24, 2020.

¹⁰³ Symon, Evan. “California Eviction Defense Program for Vulnerable Renters Bill Passes in Committee.” California Globe. April 2021.

¹⁰⁴ Ibid.

¹⁰⁵ “LACo Moves to Ensure Legal Services for Tenants Facing Eviction.” My News LA. July 2023

¹⁰⁶ Grazier, Rebecca. “L.A. City Council Approves Right-to-Counsel Program for Renters Facing Eviction.” Westside Voice. December 2023.

¹⁰⁷ Ordinance 8412.

¹⁰⁸ Karlik, Michael. “Group files ballot initiative for eviction defense, while council works on own proposal.” Colorado Politics. March 28, 2021.

¹⁰⁹ House Bill No. 6531.

¹¹⁰ Banks, Julie Martin. “Right to Counsel Launch to Help Fight Evictions.” CT News Junkie. January 2022.

bill includes language describing instances in which tenants would not have a right to counsel.¹¹¹

Florida. In April 2022, **St. Petersburg** City Council’s Youth and Family Services Subcommittee began exploring increasing representation rates among tenants facing eviction with an eye toward enacting an eviction right to counsel.¹¹² In October 2023, St. Petersburg City Council approved \$100,000 in funding for an eviction right to counsel pilot program.¹¹³

Illinois. In 2022, Chicago launched a 3-year eviction right to counsel pilot program funded with \$8 million in federal pandemic relief dollars.¹¹⁴

Indiana. In January 2021, SB 350 was introduced and would establish a right to counsel for indigent tenants during possessory actions.¹¹⁵

Kentucky. In March 2021, A group of **Louisville** City Council members filed a right to counsel ordinance for low-income families facing eviction.¹¹⁶ April 2021: Louisville City Council voted to enact a right to counsel for low-income families with children who are facing eviction.¹¹⁷

Louisiana. In May 2022, **New Orleans** City Council unanimously approved an ordinance providing a right to counsel to all tenants, regardless of income, facing eviction, termination of a housing subsidy, or seeking injunctive relief related to an illegal eviction.¹¹⁸

Maryland. December 2020: The City of **Baltimore** enacts an eviction right to counsel for low-income tenants. January 2021: A group of **Maryland** legislators introduced a legislative package that includes a right to counsel for tenants facing eviction and underscores the need for tenant outreach and tenants’ rights education.¹¹⁹ May 2021: Statewide right to counsel legislation was passed in Maryland’s House and Senate and became law on May 30, 2021.¹²⁰ January 2022: The

¹¹¹ “Delaware Takes major Step Towards Tenant Right to Counsel.” National Coalition for a Civil Right to Counsel. June 2023.

¹¹² “St. Pete Weights Right to Counsel for Tenants Facing Eviction.” National Coalition for a Civil Right to Counsel. April 2022.

¹¹³ Stevenson, Arielle. “St. Petersburg City Council approves \$100k for pilot eviction diversion program.” Tampa Bay Creative Loafing. October 2023.

¹¹⁴ Asiegbu, Grace. “Mayor Johnson sets sights on enshrining right to counsel for Chicago tenants in eviction court.” Injustice Watch. October 2023.

¹¹⁵ Indiana Senate Bill 350

¹¹⁶ Yarmuth, Aaron. “Right to Counsel Is The Right Move for Louisville.” LEO Weekly. March 31, 2021.

¹¹⁷ Loosemore, Bailey. “Louisville approves free legal services for low-income families facing eviction.” Louisville Courier Journal. April 22, 2021.

¹¹⁸ https://cityofno.granicus.com/MetaViewer.php?view_id=&event_id=23299&meta_id=581807

¹¹⁹ Maryland House Bill 18 and Maryland Senate Bill 154.

¹²⁰ Weill-Greenberg, Elizabeth. “Maryland Could Be the First State to Provide Lawyers for Tenants Facing Eviction.” The Appeal. April 16, 2021.

Maryland Access to Counsel in Evictions Task Force released a report of recommendations and findings related to Maryland’s statewide eviction right to counsel legislation.¹²¹

Massachusetts. In January 2017, the mayor of **Boston** announces a five-bill package that will be submitted to the state legislature to assist with tenant displacement.¹²² One of the bills would require a court-appointed attorney to represent low-income tenants in eviction proceedings.¹²³ January 2019: Throughout 2019, various bills were introduced to the Massachusetts State Legislature proposing a statewide right to counsel in eviction proceedings, creating a public task force, and promoting homelessness prevention.¹²⁴ July 2019: The Massachusetts Joint Judiciary Committee held a public hearing on the eviction right to counsel bills.¹²⁵ November 2019: The Massachusetts Right to Counsel Coalition drafted and refiled three right to counsel bills for consideration by the Judiciary Committee in the 2019-2020 session. February 2023: Massachusetts House and Senate bills to provide an eviction right to counsel to tenants and owner-occupants of a 1-3 unit building were refiled. The Access to Counsel Coalition authored a letter to the Governor asking for a \$7 million budget allocation for phase 1 of a statewide eviction right to counsel.¹²⁶

Michigan. In May 2022, **Detroit** City Council enacted an ordinance guaranteeing counsel for tenants with incomes at or below 200% of the federal poverty level who are facing eviction or mortgage and property tax foreclosures.¹²⁷

Minnesota. In March 2019, legislation establishing a right to counsel for public housing tenants facing eviction due to a breach of lease was introduced in the Minnesota Legislature.¹²⁸ In May 2023, Minnesota created a right to appointed counsel for public housing tenants who cannot afford counsel and who are facing eviction for an alleged breach of lease.¹²⁹

¹²¹ “Report of the Access to Counsel in Evictions Task Force.” Maryland Access to Justice Commission in partnership with the Maryland Attorney General. January 2022.

¹²² Chakrabarti, Meghna and Bruzek, Alison. “Mayor Walsh Unveils Package of Anti-Displacement Bills.” WBUR. January 13, 2017.

¹²³ Ibid.

¹²⁴ McKim, Jenifer and Serrano, Alejandro. “As rents soar in Boston, low-income tenants try to stave off eviction.” Boston Globe. February 19, 2019.

¹²⁵ Schoenberg, Shira. “Tenants in eviction cases get powerful Beacon Hill ally in Boston Mayor Marty Walsh.” MassLive. July 17, 2019.

¹²⁶ “Massachusetts Considers Tenant Right to Counsel.” National Coalition for a Civil Right to Counsel. February 2023.

¹²⁷ Rahal, Sarah. “Detroit City Council approves ‘Right to Counsel’ for renters facing eviction.” The Detroit News. May 2022.

¹²⁸ 2019 Bill Text MN H.B. 2593.

¹²⁹ “Minnesota Creates Limited Statewide Tenant Right to Counsel.” National Coalition for a Civil Right to Counsel. February 2023.

Missouri. In December 2021, city council for **Kansas City**, Missouri passed an ordinance establishing a right to counsel for tenants facing eviction regardless of income.¹³⁰

Nebraska. In January 2021, LB 419 was introduced and would require the appointment of counsel in eviction proceedings.¹³¹ In December 2022, the Omaha City Council approved an affordable housing plan that included language referencing an eviction right to counsel.¹³²

New Jersey. In December 2018, **Newark** City Council passed a bill guaranteeing a right to counsel in eviction cases.¹³³ In its first four months of existence, the newly-created Office of Tenant Legal Services “took on 140 cases, yielding results that have helped more than 350 residents avoid homelessness.”¹³⁴ In June 2023, the Jersey City Council approved an ordinance establishing an eviction right to counsel for tenants. The ordinance covers evictions, subsidy terminations, violations of the maintenance code, and violations related to rent control laws.¹³⁵

New York. July 2017: **New York City** became the first U.S. city to pass legislation guaranteeing a right to counsel for tenants in eviction proceedings.¹³⁶ The legislation was spurred by strong grassroots movements by tenant organizers and advocates. Stout’s cost-benefit analysis, completed prior to passage of the legislation, concluded that the legislation could save New York City \$320 million annually.¹³⁷ April 2019: City council members introduced bills to expand the income eligibility for the right to counsel and fund tenant organizing.¹³⁸ November 2019: The New York City Office of Civil Justice, the office responsible for overseeing the implementation of right to counsel, reported that since the right was enacted, 84% of represented tenants have remained in their homes.¹³⁹ Additionally, evictions have declined by more than 30% in the zip codes with a right to counsel since implementation of the right to counsel.¹⁴⁰ February 2020: Two committees of the New York City Council heard eight hours of testimony from tenants, organizers, community organizations, legal services providers, government agencies, and housing court judges regarding the impact that right to counsel has

¹³⁰ Rivas, Rebecca. “Kansas City residents will soon have the right to an attorney in eviction proceedings.” Kansas Reflector. December 2021.

¹³¹ Nebraska Legislative Bill 419.

¹³² Omaha Housing Affordability Action Plan. October 2022.

¹³³ Brey, Jared. “Tenants’ Right to Counsel on the Move, Next Stop Newark.” Next City. January 10, 2019.

¹³⁴ “7 strategies for reducing the number of evictions in your community.” Bloomberg Cities. February 26, 2020.

¹³⁵ “Jersey City Becomes 21st Jurisdiction with Tenant Right to Counsel.” National Coalition for a Civil Right to Counsel. June 2023.

¹³⁶ Capps, Kriston. “New York City Guarantees a Lawyer to Every Resident Facing Eviction.” City Lab. August 14, 2017.

¹³⁷ “The Financial Cost and Benefits of Establishing a Right to Counsel in Eviction Proceedings Under Intro 214-A.” Stout Risius Ross. March 16, 2016.

¹³⁸ Mironova, Oksana. “NYC Right to Counsel: First year results and potential for expansion.” Community Service Society. March 25, 2019.

¹³⁹ Universal Access to Legal Services: A Report on Year Two of Implementation in New York City.” Office of Civil Justice, New York City Human Resources Administration. Fall 2019.

¹⁴⁰ Ibid.

had in New York City. Testimony also included support for the two pending bills – one for increasing the income eligibility and one for funding tenant organizing.¹⁴¹ April 2021: City Council passed a bill that accelerates implementation of right to counsel and requires the Office of Civil Justice to “work with community organizations to engage and educate tenants of their rights in housing court, including but not limited to hosting know your rights trainings and other workshops for tenants, distributing written information to tenants, assisting tenants to form and maintain tenant associations, referring tenants to designated community groups, and any other activity to engage, educate or inform tenants about their rights in housing court.”¹⁴² September 2021: Statewide eviction right to counsel legislation was introduced in the Albany County Legislature.¹⁴³ November 2021: The City of **Ithaca** enacted a resolution committing to create a program that provides representation to tenants in eviction proceedings and has allocated \$125,000 per year toward the program.¹⁴⁴ May 2023: **Westchester County** became the 19th jurisdiction to provide an eviction right to counsel to tenants. The legislation created an Office of Housing and Counsel and requires that all tenants with incomes at or below 300% of the federal poverty level receive full representation.¹⁴⁵

Ohio. In September 2019, **Cleveland’s** city council passed legislation to provide a right to counsel for tenants who have incomes at or below 100% of the federal poverty guidelines and who have at least one child.¹⁴⁶ During the first six months following enactment: approximately 93% of represented tenants seeking to avoid an eviction or involuntary move were able to do so; approximately 83% of represented tenants seeking more time to move (30 days or more) were able to achieve this outcome; and approximately 89% of represented tenants seeking to mitigate their damages were able to do so.¹⁴⁷ In September 2021, **Toledo** City Council enacted an eviction right to counsel ordinance for tenants facing eviction with incomes at or below 200% of the federal poverty guidelines.¹⁴⁸ April 2022: **Lakewood** City Council considered an ordinance providing an eviction right to counsel to tenants with household incomes at or below 200% of the federal poverty level and tenants who are seniors or have disabilities.¹⁴⁹ December 2023:

¹⁴¹ Gonen, Yoav. “Eviction Drop Fuels Push to Expand Free Housing Help for Low-Income NYC Tenants.” The City. February 24, 2020.

¹⁴² Intro 1529.

¹⁴³ Lucas, Dave. “Right to Counsel Legislation Introduced in Albany County.” WAMC Northeast Public Radio. September 20, 2021.

¹⁴⁴ “Ithaca Joins Cities with Universal Tenant Representation.” National Coalition for a Civil Right to Counsel. November 2021.

¹⁴⁵ “Westchester County NY is First County with Tenant Right to Counsel.” National Coalition for a Civil Right to Counsel. May 2023.

¹⁴⁶ Hlavaty, Kaylyn. “Legislation passes to protect children in homes facing eviction by providing free legal help for low-income tenants.” News 5 Cleveland. October 1, 2019.

¹⁴⁷ Annual Report to Cleveland City Council. Right to Counsel Free Eviction Help. January 2021.

¹⁴⁸ “Toledo City Council approves tenants’ right-to-counsel bill.” The Blade. September 2021.

¹⁴⁹ “Lakewood Ohio Considered Tenant Right to Counsel.” National Coalition for a Civil Right to Counsel. April 2022.

Cincinnati City Council approved a \$1 million access to counsel in evictions program to assist an estimated 240 tenants in eviction proceedings.¹⁵⁰

Oklahoma. In May 2023, **Tulsa** and **Oklahoma City** began piloting an eviction right to counsel in select zip codes.¹⁵¹

Pennsylvania. June 2017: **Philadelphia** City Council allocated \$500,000 to expand legal representation for tenants facing eviction.¹⁵² November 2018: Stout released a cost-benefit analysis of right to counsel legislation in Philadelphia, finding that such a law would save the City of Philadelphia \$45.2 million annually.¹⁵³ May 2019: Philadelphia City Council members introduced a bill to establish an ordinance for a right to counsel in eviction proceedings.¹⁵⁴ November 2019: Philadelphia City Council passed right to counsel legislation for tenants facing eviction, becoming the fifth U.S. city to do so.¹⁵⁵ April 2021: The Municipal Court of Philadelphia (where landlord-tenant and eviction cases are heard) ordered that for 45 days, rental property owners are required to apply to the city's rental assistance program and must enroll in the Eviction Diversion Program (i.e., pre-filing mediation) before filing an eviction with the court for non-payment of rent.¹⁵⁶ January 2022: Philadelphia launched its eviction right to counsel program in two zip codes in Philadelphia with plans to expand to four more zip codes by July 2022.¹⁵⁷

South Carolina. In April 2023, House Bill 3844 was introduced in South Carolina. This bill would guarantee counsel for low-income tenants facing eviction statewide.¹⁵⁸

Tennessee. In July 2022, **Davidson County (Nashville)** launched a 2-year pilot eviction right to counsel program for tenants with household incomes at or below 400% of the federal poverty level. The pilot program is funded by Metro Nashville City Council.¹⁵⁹

¹⁵⁰ Costello, Becca. "Council approves new landlord regulations, access to counsel for tenants facing eviction." WVXU. December 2023.

¹⁵¹ "All About Right to Counsel Efforts in Tulsa and OKC." National Coalition for a Civil Right to Counsel. January 2024.

¹⁵² Blumgart, Jake. "Philadelphia sets aside \$500,000 to help renters fight eviction." WHYY. June 29, 2017.

¹⁵³ "Economic Return on Investment of Providing Counsel in Philadelphia Eviction Cases for Low-Income Tenants." Stout Risius Ross. November 13, 2018.

¹⁵⁴ Blumgart, Jake. "Philly renters guaranteed lawyers in eviction court under new City Council bill." WHYY. May 9, 2019.

¹⁵⁵ D'Onofrio, Michael. "Philly City Council passes right to counsel bill for low-income tenants." Pennsylvania Capital-Star. November 18, 2019.

¹⁵⁶ "Philly may have just revolutionized evictions." The Philadelphia Inquirer. April 2021.

¹⁵⁷ Rushing, Ellie. "Low-income tenants facing eviction can now get free legal representation in 2 Philly zip codes." The Philadelphia Inquirer. January 2022.

¹⁵⁸ "South Carolina Bill Would Provide Right to Counsel for Tenants." National Coalition for a Civil Right to Counsel. April 2023.

¹⁵⁹ Eviction Right to Counsel. Legal Aid Society of Middle Tennessee and the Cumberlandands.

Virginia. In June 2021, **Charlottesville** City Council committed to providing \$300,000 in funding which would enable most low-income tenants to be provided with counsel in eviction proceedings.¹⁶⁰

Washington. January 2021: SB 5160 was introduced and would guarantee counsel for indigent tenants facing eviction statewide, if passed. The bill has a flexible definition of “indigent,” and the Office of Civil Legal services would receive the funds necessary to provide counsel.¹⁶¹ March 2021: **Seattle** enacts a right to counsel for low-income tenants facing eviction.¹⁶² April 2021: **Washington** became the first state to enact a right to counsel statewide. The legislation provides representation to tenants who receive public assistance or who have incomes of 200% or less of the federal poverty level.¹⁶³ July 2021: Washington State Office of Civil Legal services published its right to counsel implementation plan.¹⁶⁴ Washington’s right to counsel must be fully implemented no later than April 22, 2022.

Wisconsin. In June 2021, the **Milwaukee** County Board of Supervisors passed a resolution establishing a right to counsel for tenants facing eviction regardless of income.¹⁶⁵

¹⁶⁰ “Charlottesville to Provide Counsel for Most Low-Income Tenants.” June 2021.

¹⁶¹ Washington Senate Bill 5160.

¹⁶² CB 120007.

¹⁶³ SB 5160.

¹⁶⁴ “Right to Counsel for Indigent Tenants: Implementation Plan.” Washington State Office of Civil Legal Aid. July 2021.

¹⁶⁵ Cahill, Margaret. “Milwaukee County Board passes right to counsel in eviction cases, renaming of Lindbergh Park.” Milwaukee Journal Sentinel. June 24, 2021.

Appendix B-Estimated Fiscal Impact

Exhibits: Exhibits A-L

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County
Exhibit A - Summary of the Estimated Annual Fiscal Impacts of an Eviction Right to Counsel in the City and County

	Fiscal Impact (Rounded)	Exhibit
1 Estimated annual housing social safety net fiscal impacts	\$10,100,000	B
2 Estimated annual retained economic value by minimizing out-migration	\$3,100,000	C
3 Estimated annual fiscal impacts of responding to unsheltered homelessness	\$3,000,000	D
4 Estimated annual fiscal impacts of responding to crimes	\$2,100,000	E
5 Estimated annual out-of-home foster care fiscal impacts	\$1,800,000	F
6 Estimated annual economic benefits related to increased educational attainment	\$1,200,000	G
7 Estimated annual economic benefits related to increased employment stability	\$1,000,000	H
8 Estimated annual federal and state funding retained for Columbus City Schools and Franklin County School Districts	\$940,000	I
9 Estimated annual additional Medicaid spending on health care	\$700,000	J
10 Estimated annual fiscal impacts of incarcerating people experiencing homelessness	\$250,000	K
11 Estimated annual fiscal impacts of transporting students experiencing homelessness to their school of origin	\$210,000	L
12 Total estimated fiscal impacts and economic benefits realized by the City and County if an eviction right to counsel were implemented	\$24,400,000	
13 Total estimated annual cost of an eviction right to counsel for eligible tenants	\$6,100,000	
14 Estimated economic benefit to the City and County per dollar invested in an eviction right to counsel	\$4.00	

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County
Exhibit B - Estimated Annual Housing Social Safety Net Fiscal Impacts

Estimated annual housing social safety net cost - first use of housing social safety net	
1	Estimated number of households with a high likelihood of avoiding disruptive displacement because of an eviction right to counsel [a] 3,643
2	Estimated portion of households that would have likely required a housing social safety net response but for an eviction right to counsel [b] 14.5%
3	Estimated number of households that would have likely required a housing social safety net response but for an eviction right to counsel 528
4	Estimated average annual per household cost of a housing social safety net response [c,d] \$ 15,600
5	Estimated annual cost to provide housing to households that would have likely experienced disruptive displacement without an eviction right to counsel \$ 8,200,000
Estimated annual housing social safety net cost - second use of housing social safety net	
6	Estimated number of households that would have likely required a housing social safety net response but for an eviction right to counsel 528
7	Estimated portion of households that would have required a second housing social safety net response but for an eviction right to counsel [e] 23%
8	Estimated number of households that would have required a second housing social safety net response but for an eviction right to counsel 122
9	Estimated average annual per household cost of a housing social safety net response [c,d] \$ 15,600
10	Estimated annual cost to provide subsequent housing to households that would have likely experienced disruptive displacement without an eviction right to counsel \$ 1,900,000
11	Total estimated annual housing social safety net impacts \$ 10,100,000

[a] Stout's calculation of the estimated number of income eligible households with a high likelihood of avoiding disruptive displacement as a result of right to counsel and that would have not migrated out of Columbus or Franklin County.

[b] Rolston, Howard et al. "Evaluation of the Homebase Community Prevention Program." Abt Associates. June 2013.

[c] Culhane et al. "Testing a typology of family homelessness based on patterns of public shelter utilization in four U.S. jurisdictions: Implications for policy and program planning." Housing Policy Debate. March 2010. The per night cost of emergency shelter for a household was \$116 in 2010, based on the Consumer Price Index in 2024 this is approximately \$168. <https://data.bls.gov/cgi->

[d] Community Shelter Board FY 2023 System and Program Indicator Report. The average number of nights for a household in emergency shelter was 93 days.

[e] Community Shelter Board Interactive Data. Approximately 23% of all households exiting an emergency shelter returned to an emergency shelter.

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County
Exhibit C - Retained Economic Value by Minimizing Out-Migration

1	Estimated number of households likely to avoid the high likelihood of experiencing disruptive displacement [a]	3,756
2	Estimated portion of households that would likely leave the City and/or County if forced to move [b]	3%
3	Estimated number of households that would likely leave the City and/or County if forced to move	113
4	Estimated number of people per household [c]	2
5	Estimated number of people who would likely leave the City and/or County if forced to move	259
6	Estimated economic value of a resident [d]	\$ 12,000
7	Estimated economic value retained by minimizing out-migration	\$ 3,100,000

[a] Stout's calculation of the estimated number of households with a high likelihood of avoiding disruptive displacement if an eviction right to counsel were implemented in Columbus and Franklin County.

[b] Data collected by legal services providers in Cleveland, Connecticut, Milwaukee, and Oklahoma (where Stout has conducted eviction right to counsel evaluations) indicates that approximately 3% of eviction right to counsel clients would leave their jurisdiction if forced to move.

[c] Based on U.S. Census Population Estimates.

[d] Estimated by Stout using data from: (1) Aguilar, Louis. "Detroit population continues to decline, according to Census estimate." Bridge Michigan. May 2020. (2) "State and Local Expenditures." Urban Institute. 2018. Referencing State & Local Government Finance Data Query System and Data from U.S. Census Bureau, Annual Survey of State and Local Government Finances, Volume 4. 2020. (3) Present value of

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County
Exhibit D - Estimated Annual Fiscal Impacts Responding to Unsheltered Homelessness

1	Estimated number of households with a high likelihood of avoiding disruptive displacement because of an eviction right to counsel [a]	3,643
2	Estimated percentage of households that may experience unsheltered homelessness due to disruptive displacement [b]	10%
3	Estimated number of households that may experience unsheltered homelessness due to disruptive displacement	364
4	Estimated per household cost to respond to unsheltered homelessness in Columbus and Franklin County [c,d]	\$ 8,200
5	Estimated annual fiscal impacts of responding to unsheltered homelessness	\$ 3,000,000

[a] Stout's calculation of the estimated number of income eligible households with a high likelihood of avoiding disruptive displacement as a result of right to counsel and that would have not migrated out of Columbus or Franklin County.

[b] Data collected by legal services providers in Cleveland, Connecticut, Milwaukee, and Oklahoma (where Stout has conducted eviction right to counsel evaluations) indicates that approximately 10% of eviction right to counsel clients indicated they would experience unsheltered homelessness if forced to move.

[c] Estimated using Community Shelter Board FY2024 Operating Budget.

[d] Estimated using Community Shelter Board 2022 Snapshot Report.

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County
Exhibit E - Estimated Annual Fiscal Impacts of Responding to Crimes

1	Estimated number of households with a high likelihood of avoiding disruptive displacement because of an eviction right to counsel [a]	3,643
2	Estimated frequency of motor vehicle thefts per instance of eviction [b]	1.5%
3	Estimated fewer motor vehicle thefts as a result of an eviction right to counsel	55
4	Estimated public cost per motor vehicle theft [c]	\$ 5,700
5	Estimated fiscal impact of fewer motor vehicle thefts	\$ 300,000
6	Estimated number of households with a high likelihood of avoiding disruptive displacement because of an eviction right to counsel [a]	3,643
7	Estimated frequency of forced entries per instance of eviction [b]	8%
8	Estimated fewer forced entries as a result of an eviction right to counsel	295
9	Estimated public cost per forced entry [c,d]	\$ 6,000
10	Estimated fiscal impact of fewer forced entries	\$ 1,800,000
11	Estimated annual fiscal impacts of responding to fewer crimes	\$ 2,100,000

[a] Stout's calculation of the estimated number of income eligible households with a high likelihood of avoiding disruptive displacement as a result of right to counsel and that would have not migrated out of Columbus or Franklin County.

[b] Falcone, Stefano. "Forcing Out, Breaking In: Do Evictions Increase Crime." July 2022. See Table B.1.

[c] McCollister KE, French MT, Fang H. The Cost of Crime to Society: New Crime-Specific Estimates for Policy and Program Evaluation. Drug Alcohol Depend. April 2010.

[d] Current research only calculates the cost of burglary, however for a crime to be considered a burglary, there must be forcible entry. For this analysis the estimated cost of burglary is used as a reasonable proxy for the cost of forcible entry.

[e] This estimate is based on currently available research into the direct impacts of evictions on motor-vehicle and forced entry crimes. The actual cost-of-crime savings is likely significantly higher as eviction is shown to have a significant impact on other crimes such as homicide and robbery. Semenza, Daniel & Stansfield, Richard & Grosholz, Jessica & Link, Nathan. "Eviction and Crime: A Neighborhood Analysis in Philadelphia. Crime & Delinquency." August 2021.

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County
Exhibit F - Estimated Annual Out-of-Home Foster Care Fiscal Impacts

1	Estimated number of households with a high likelihood of avoiding disruptive displacement because of an eviction right to counsel [a]	3,643
2	Estimated percentage of households experiencing an eviction filing with children [b]	62%
3	Estimated number of households experiencing an eviction filing with children	2,259
4	Average number of children per household [c]	2
5	Estimated percentage of children from evicted families placed in foster care [d]	4%
6	Estimated number of children from evicted families placed in foster care	181
7	Estimated annual out-of-home foster care cost per child in foster care in Columbus / Franklin County [e, f]	\$20,270
8	Estimated annual out-of-home foster care cost in Columbus / Franklin County for children living in foster care because of disruptive displacement	\$3,663,008
9	Estimated portion of foster care expenses paid by Columbus / Franklin County [g]	48%
10	Estimated annual out-of-home foster care fiscal impacts	\$ 1,800,000

[a] Stout's calculation of the estimated number of income eligible households with a high likelihood of avoiding disruptive displacement as a result of right to counsel and that would have not migrated out of Columbus or Franklin County.
 [b] Desmond, Matthew et al. "Evicting Children." Social Forces. 2013.
 [c] "Families with Children Under 18." U.S. Census Bureau, Bureau of Labor Statistics. November 2021.
 [d] Berg, Lisa and Brannstrom, Lars. "Evicted children and subsequent placement in out-of-home care: a cohort study." Public Library of Science. April 2018.
 [e] Estimated using FY 2023 Ohio Department of Children and Youth Budget.
 [f] Estimated using data from Ohio Department of Education and Workforce.
 [g] "Child Welfare Spending in Ohio in SFY 2020." Child Trends.

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County
Exhibit G - Estimated Annual Economic Benefits Related to Increased Educational Attainment

1	Estimated number of households with a high likelihood of avoiding disruptive displacement because of an eviction right to counsel [a]	3,643
2	Estimated percentage of households experiencing an eviction filing with children [b]	62%
3	Estimated number of households experiencing an eviction filing with children	2,259
4	Average number of children per household [c]	2
5	Estimated percentage of individuals who experience homelessness as a result of disruptive displacement [d]	25%
6	Estimated number of children in Columbus / Franklin County who would likely avoid homelessness as a result of an eviction right to counsel	1,129
7	Estimated percentage of students who are in high school [e]	31%
8	Estimated number of students in high school who likely avoided homelessness	350
9	Estimated percentage of high school students who experience homelessness and do not complete high school [f]	46%
10	Estimated number of students who would likely not complete high school	161
11	Estimated annual per person social safety net responses required when a student does not complete high school [g]	\$ 7,328
12	Estimated annual economic benefits related to increased educational attainment	\$ 1,200,000

[a] Stout's calculation of the estimated number of income eligible households with a high likelihood of avoiding disruptive displacement as a result of right to counsel and that would have not migrated out of Columbus or Franklin County.

[b] Desmond, Matthew et al. "Evicting Children." Social Forces. 2013.

[c] "Families with Children Under 18." U.S. Census Bureau, Bureau of Labor Statistics. November 2021.

[d] Estimated by Robin Hood. https://robinhoodorg-production.s3.amazonaws.com/uploads/2017/04/Metrics-Equations-for-Website_Sept-2014.pdf.

[e] Estimated using data from National Center for Education Statistics.

[f] "Graduation Rates of Students who Experience Homelessness in America." National Center for Homeless Education.

[g] Stout's methodology for calculating the estimated fiscal benefits of increased educational attainment is based on estimates of annual social safety net expenditures such as TANF, SNAP, housing assistance, and Medicaid for people who do not complete high school.

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County
Exhibit H - Estimated Annual Economic Benefits Related to Increased Employment Stability

1	Estimated number of households with a high likelihood of avoiding disruptive displacement because of an eviction right to counsel [a]	3,643
2	Estimated percentage of households that experience job loss because of disruptive displacement [b]	15%
3	Estimated number of households that would have likely experienced job loss because of disruptive displacement	556
4	Incremental number of households that likely avoided disruptive displacement and job loss because of an eviction right to counsel	556
5	Estimated percentage of Ohio residents who apply for and receive unemployment benefits [c]	18%
6	Estimated average weekly unemployment benefits in Ohio [c]	\$ 438
7	Estimated average number of weeks unemployment insurance benefits are received [c]	12
8	Estimated unemployment benefits not having to be paid to Columbus residents due to maintaining employment through an eviction right to counsel	\$ 525,648
9	Incremental number of households that likely avoided disruptive displacement and job loss because of a right to counsel	556
10	Estimated annual cost of social safety net responses to employment instability [d]	\$ 930
11	Estimated annual social safety net responses avoided because employment stability realized through an eviction right to counsel	\$ 516,714
12	Estimated annual economic benefits related to increased employment stability	\$ 1,000,000

[a] Stout's calculation of the estimated number of income eligible households with a high likelihood of avoiding disruptive displacement as a result of right to counsel and that would have not migrated out of Columbus or Franklin County.

[b] Estimated using Desmond, Matthew and Gerhenson, Carl. "Housing and Employment Insecurity among the Working Poor." Harvard University. January 11, 2016.

[c] Unemployment Insurance Data published by the United States Bureau of Labor Statistics. <https://oui.doleta.gov/unemploy/DataDashboard.asp>

[d] Stout's methodology for calculating the estimated fiscal benefits of increased employment stability is based on estimates of annual social safety net expenditures such as TANF, SNAP, housing assistance, and Medicaid for people experiencing employment instability.

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County
Exhibit I - Estimated Annual Federal and State Funding Retained for Columbus City Schools and Franklin County School Districts

1	Estimated number of households likely to avoid the high likelihood of experiencing disruptive displacement [a]	3,756
2	Estimated portion of households that would likely leave the City and/or County if forced to move [b]	3%
3	Estimated number of households that would likely leave the City and/or County if forced to move	113
4	Estimated percentage of households with children [c]	62%
5	Estimated number of households with children	70
6	Average number of children per household [d]	2
7	Estimated number of children who would likely leave the City and/or County if forced to move	140
8	Estimated federal funding per pupil received by City of Columbus Schools and Franklin County School Districts [e]	\$ 4,830
9	Estimated state funding per pupil received by City of Columbus Schools and Franklin County School Districts [e]	\$ 1,920
10	Estimated annual federal and state funding retained for Columbus City Schools and Franklin County School Districts	\$ 940,000

[a] Stout's calculation of the estimated number of households with a high likelihood of avoiding disruptive displacement if an eviction right to counsel were implemented in Columbus and Franklin County.

[b] Data collected by legal services providers in Cleveland, Connecticut, Milwaukee, and Oklahoma (where Stout has conducted eviction right to counsel evaluations) indicates that approximately 3% of eviction right to counsel clients would leave their jurisdiction if forced to move.

[c] Desmond, Matthew et al. "Evicting Children." Social Forces. 2013.

[d] "Families with Children Under 18." U.S. Census Bureau, Bureau of Labor Statistics. November 2021.

[e] Calculated using U.S. Census Fiscal Year 2019 Annual Survey of School System Finances.

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County
Exhibit J - Estimated Annual Additional Medicaid Spending on Health Care

	Individuals avoiding the high likelihood of disruptive displacement because of an eviction right to counsel [a]	Portion of individuals experiencing homelessness due to disruptive displacement [b]	Individuals experiencing homelessness as a result of disruptive displacement	Utilization rate by people experiencing homelessness [c]	Individuals experiencing homelessness as a result of disruptive displacement utilizing health care services	Portion of individuals experiencing homelessness as a result of disruptive displacement utilizing health care services but for experiencing homelessness [c,d]	Portion of individuals experiencing homelessness as a result of disruptive displacement enrolled in Medicaid [e]	Average cost per individual experiencing homelessness [f,g]	Estimated annual additional health care cost related to individuals experiencing homelessness as a result of disruptive displacement	Estimated portion of Medicaid expenditures funded by localities in Ohio [h,i]	Estimated annual Medicaid fiscal impacts
1 In-patient care	8,380	25%	2,095	23%	482	80%	84%	\$ 5,600	\$1,813,219	7%	\$ 100,000
2 Emergency room care	8,380	25%	2,095	32%	670	75%	84%	\$ 18,500	\$7,813,173	7%	\$ 600,000
3 Total											\$ 700,000

[a] Estimated number of individuals with a high likelihood of avoiding disruptive displacement because of an eviction right to counsel
[b] Estimated by Robin Hood. https://robinhood.org-production.s3.amazonaws.com/uploads/2017/04/Metrics-Equations-for-Website_Sept-2014.pdf. See also paragraphs 38-53 of the report.
[c] Kushel, Margot, et al. "Factors Associated With the Health Care Utilization of Homeless Persons." The Journal of the American Medical Association. January 10, 2001.
[d] Kushel, Margot, et al. "Emergency Department Use Among the Homeless and Marginally Housed: Results From a Community-Based Study." The American Journal of Public Health. May 2002
[e] DiPietro, Barbara, et al. "Early Impacts of the Medicaid Expansion for the Homeless Population." The Kaiser Commission on Medicaid and the Underinsured. November 2014
[f] Salit, Sharon, et al. "Hospitalization costs associated with homelessness in New York City." National Library of Medicine. 1998. Average cost of \$3,000 adjusted for inflation.
[g] "The Cost of Homelessness Facts." Green Doors. N.d.
[h] "Federal and State Share of Medicaid Spending." Kaiser Family Foundation. 2021.
[i] "States' Increased Reliance on Funds from Healthcare Providers and Local Governments Warrants Improved CMS Data Collection." United States Government Accountability Office. 2014

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County
Exhibit K - Estimated Annual Fiscal Impact of Incarcerating People Experiencing Homelessness

1	Estimated number of adults with a high likelihood of avoiding disruptive displacement because of an eviction right to counsel [a]	3,862
2	Estimated percentage of individuals who experience homelessness as a result of disruptive displacement [b]	25%
3	Estimated number of adults that would avoid the high likelihood of experiencing disruptive displacement	965
4	Estimated percentage of adults experiencing unsheltered homelessness who likely be incarcerated due to their homelessness [c]	12%
5	Estimated number of adults who would likely avoid homelessness and incarceration because of an eviction right to counsel	116
6	Estimated cost per night in jail (booking cost) [d]	\$ 100
7	Estimated average number of nights in jail [e]	22
8	Estimated cost of incarcerating a person experiencing homelessness	\$ 2,200
9	Estimated annual fiscal impact of incarcerating people experiencing homelessness	\$ 250,000

[a] Stout's calculation of the estimated number of adults with a high likelihood of avoiding disruptive displacement as a result of an eviction right to counsel.

[b] Estimated by Robin Hood. https://robinhoodorg-production.s3.amazonaws.com/uploads/2017/04/Metrics-Equations-for-Website_Sept-2014.pdf.

[c] A Wilder Research study on homelessness in Minnesota in 2006 found that 12% of adults experiencing homelessness had been incarcerated within the past year. Metraux and Culhane found in a 2005 study that 23% of New York city recent shelter occupants had been incarcerated in the past two years.

Together, an average 12% of people experiencing homelessness are likely incarcerated each year based on these studies.

[d] Franklin County jails increased cost per day from \$88 to \$100 over a three year period starting January 1, 2021.

<https://www.dispatch.com/story/news/politics/county/2020/09/15/franklin-county-increasing-cost-to-house-inmates/42628077/>.

[e] Municipal Court of Franklin County uses a formula from the Bureau of Justice Statistics that compares the average daily population to total bookings.

<https://www.cleveland.com/news./2022/12/tracking-average-length-of-stay-in-jail-inconsistent-but-most-numbers-show-cuyahoga-county-inmates->

The Estimated Economic Impact of an Eviction Right to Counsel in the City of Columbus and Franklin County
Exhibit L - Estimated Annual Fiscal Impacts of Transporting Students Experiencing Homelessness to Their School of Origin

1	Estimated transportation cost associated with students experiencing homelessness in Columbus City Schools and Franklin County school districts [a]	\$	400,000
2	Estimated number of students experiencing homelessness who received transportation to and from their school of origin [a]		418
3	Estimated annual transportation cost per student experiencing homelessness in Columbus City Schools and Franklin County school districts	\$	957
4	Estimated number of households with a high likelihood of avoiding disruptive displacement because of an eviction right to counsel [b]		3,643
5	Estimated percentage of households experiencing an eviction filing with children [c]		62%
6	Estimated number of households experiencing an eviction filing with children		2,259
7	Average number of children per household [d]		2
8	Estimated percentage of individuals who experience homelessness as a result of disruptive displacement [e]		25%
9	Estimated number of children who would likely avoid homelessness as a result of an eviction right to counsel		1,129
10	Estimated number of students experiencing homelessness who received transportation to and from their school of origin [a]		418
11	Estimated number of students experiencing homelessness in Columbus City Schools and Franklin County school districts in the 2022-2023 school year [f]		2,198
12	Estimated percent of students experiencing homelessness in Columbus City Schools and Franklin County school districts who may require transportation		19%
13	Estimated number of students experiencing homelessness in Columbus City Schools and Franklin County school districts who may require transportation		215
14	Estimated annual fiscal impacts of transporting students experiencing homelessness to and from their school of origin	\$	210,000

[a] Provided to Stout by the Office of Student Services of Columbus City Schools. Stout uses the transportation costs from Columbus City Schools as an estimate for per student spending in Columbus City Schools and Franklin County school districts.

[b] Stout's calculation of the estimated number of income eligible households with a high likelihood of avoiding disruptive displacement as a result of right to counsel and that would have not migrated out of Columbus or Franklin County.

[c] Desmond, Matthew et al. "Evicting Children." Social Forces. 2013.

[d] "Families with Children Under 18." U.S. Census Bureau, Bureau of Labor Statistics. November 2021.

[e] Estimated by Robin Hood. https://robinhoodorg-production.s3.amazonaws.com/uploads/2017/04/Metrics-Equations-for-Website_Sept-2014.pdf. See also

[f] Ohio Department of Education Report Portal. <https://reports.education.ohio.gov/report/report-card-data-state-enrollment-by-student-demographic>.