# Promoting Healthy Housing through Housing Code Reform & Improved Enforcement: Examples from D.C.

Abby Charles, Institute for Public Health Innovation

Blaine Stum, Committee of the Whole, DC Council

Jennifer Berger,
Office of the Attorney General

Kathy Zeisel, Children's Law Center



## Agenda

Healthy Housing in DC

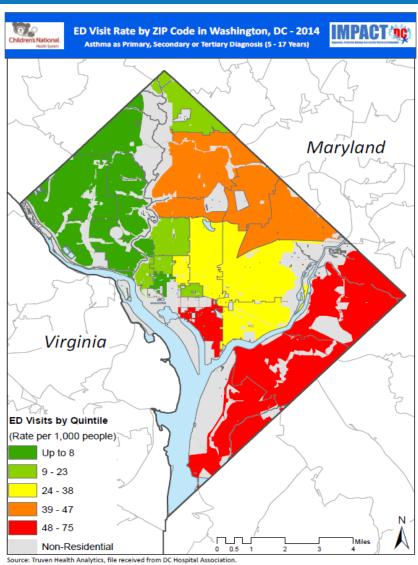
- Health Equity & Healthy Housing
- Community Based Organizations

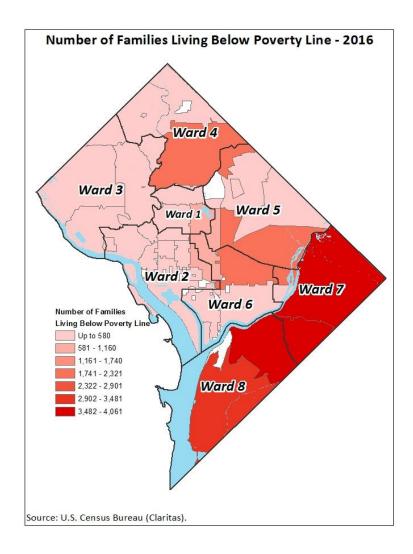
Legislation and Oversight

Office of Attorney General Enforcement

# Barriers to Healthy Housing in DC

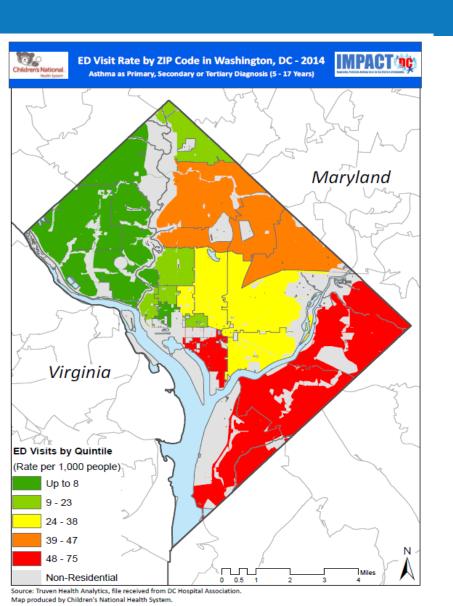
## **Examples of the Problem**

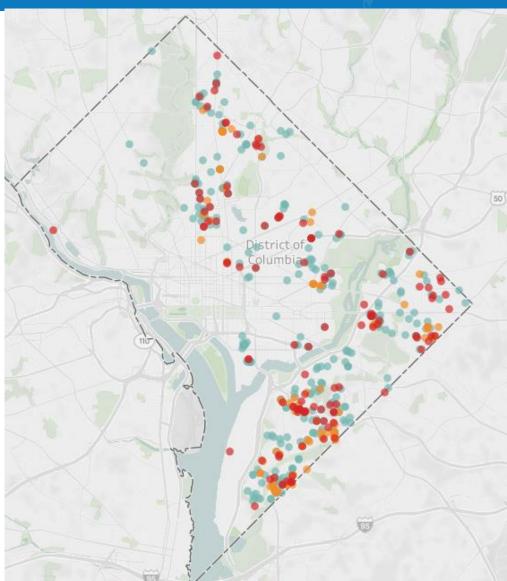




Map produced by Children's National Health System.

# **Examples of the Problem**



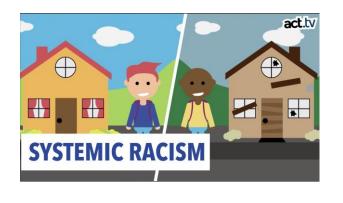




# **Barriers to Healthy Housing**











# What barriers exist in your community?

Please put answers in the chat

# Comprehensive Strategy for Healthy Housing



# Community Based Organizations

### **About Children's Law Center**











WE PARTNER WITH DISTRICT AGENCIES, THE DC COUNCIL AND COMMUNITY LEADERS TO FIND OR IMPLEMENT

city-wide solutions
THAT BENEFIT ALL DC KIDS

Children's Law Center fights so every child in DC can grow up with a loving family, good health and a quality education. Judges, pediatricians and families turn to us to advocate for children who are abused or neglected, who aren't learning in school, or who have health problems that can't be solved by medicine alone.

## **Solutions: Effective City Enforcement**



# Inspections and Fines:

Complaint based & Proactive

## Administrative proceedings





**OAG Affirmative Litigation** 

## **Solutions: Department of Buildings**

#### We want to add:

- new tenant-focused agency/division of new agency with mission to provide high quality housing inspections and enforcement
- Public health and strategic enforcement
- Protections against being too politicized

Pending legislation now!



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## Other Healthy Homes Related Work

- Lead Legislation
  - Lead Hazard Prevention and Elimination Amendment Act of 2019
- Mold inspector legislation and regulations
- DCRA reform legislation
  - Tenant and Homeowner Accountability and Protection Amendment Act of 2019
- LLC transparency legislation
- DC Healthy Housing Collaborative

### **Essential Partners in Healthy Housing**

# Health Equity

#### Community

- DC Healthy Homes Collaborative
- Tenant Organizers
- DC residents
- Advocacy orgs

#### **Enforcement**

- OAG
- Administrative enforcement agencies (DOEE)

# Legislation and Oversight

DC Council

# **Health Equity**

Abby Charles, Program Director,
Institute for Public Health Innovation

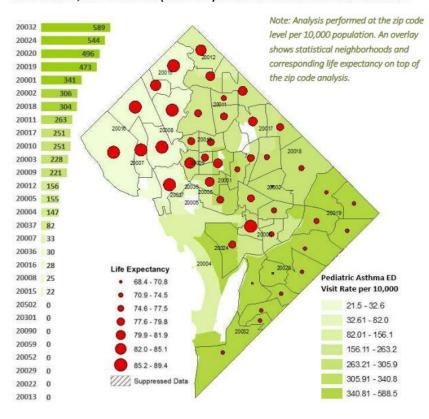
Engaging in Equity Practice	
Identify inequities	1. Use data to identify problems in our communities that are unjust and inequitable
Engage Communities	<ol> <li>Come to an agreement on the core principles of equity</li> <li>Engage those effected by inequities</li> </ol>
Address the root cause of inequities	<ul> <li>4. Identify the root causes of Inequities</li> <li>5. Identify strategies and resources to address the root causes of inequities</li> <li>6. Plan and monitor strategies equity review tools</li> <li>7. Constantly evaluate and adapt strategies to address equity</li> </ul>

Use Data to Identify Problems in our communities that are Unjust and Inequitable

#### OUTDOOR ENVIRONMENT by Zip Code and Life Expectancy

Figure 11: Pediatric (age 2 to 17) Asthma Emergency Room Visits, 2014-2016

#### RATE PER 10,000 PEDIATRIC (AGE 2-17) ASTHMA EMERGENCY ROOM VISITS

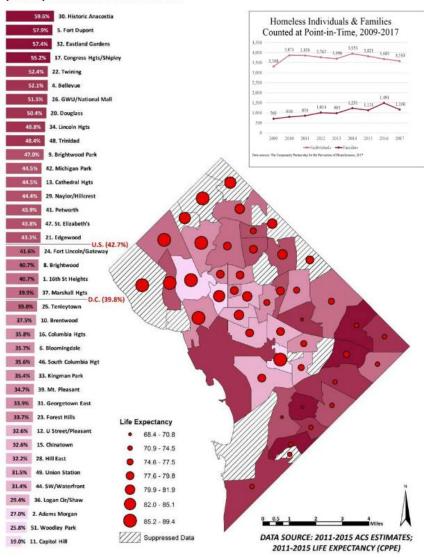


Data Source: Hospital Discharge Data 2014 – 2016, DC Hospital Association
Data Analysis: Center for Policy, Planning and Evaluation, DC Department of Health

#### HOUSING COST by Neighborhood Group and Life Expectancy

Figure 6: Household Gross Rent 35% or More of Household Income

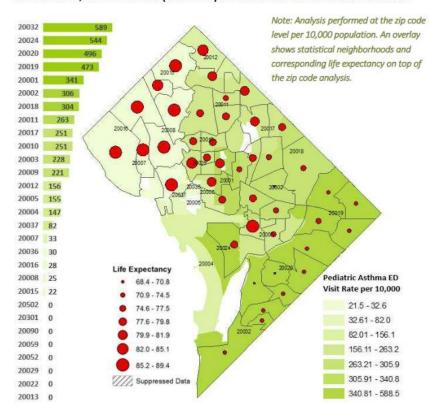
#### GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME (GRAPI) 35% PERCENT AND MORE



#### **OUTDOOR ENVIRONMENT by Zip Code and Life Expectancy**

Figure 11: Pediatric (age 2 to 17) Asthma Emergency Room Visits, 2014-2016

#### RATE PER 10,000 PEDIATRIC (AGE 2-17) ASTHMA EMERGENCY ROOM VISITS

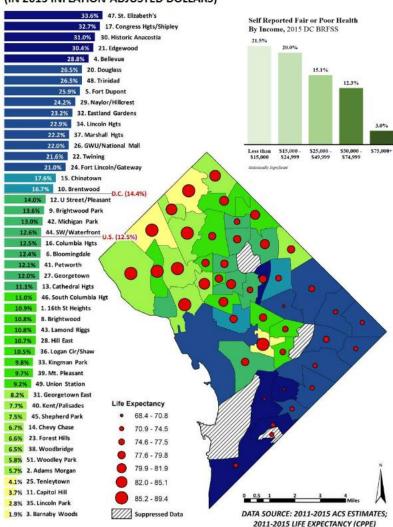


Data Source: Hospital Discharge Data 2014 – 2016, DC Hospital Association
Data Analysis: Center for Policy, Planning and Evaluation, DC Department of Health

#### **INCOME by Neighborhood Group and Life Expectancy**

Figure 5: Low Household Income (less than \$15,000/year)

#### PERCENTAGE OF HOUSEHOLDS EARNING LESS THAN \$15,000 (IN 2015 INFLATION-ADJUSTED DOLLARS)



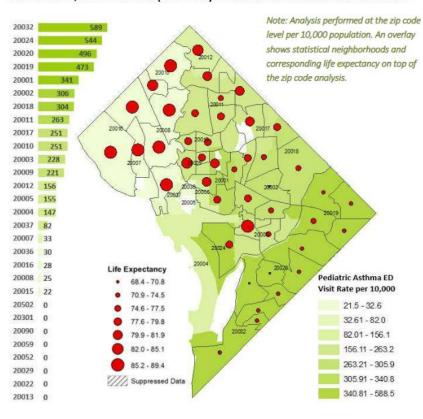
#### MEDICAL CARE by Neighborhood Group and Life Expectancy

Figure 9: Population with Health Insurance Coverage

#### OUTDOOR ENVIRONMENT by Zip Code and Life Expectancy

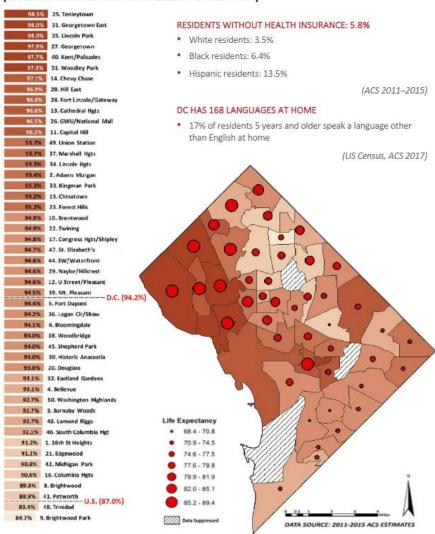
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#### RATE PER 10,000 PEDIATRIC (AGE 2-17) ASTHMA EMERGENCY ROOM VISITS



Data Source: Hospital Discharge Data 2014 – 2016, DC Hospital Association
Data Analysis: Center for Policy, Planning and Evaluation, DC Department of Health

#### PERCENTAGE OF POPULATION WITH HEALTH INSURANCE COVERAGE (CIVILIAN NONINSTITUTIONALIZED POPULATION)

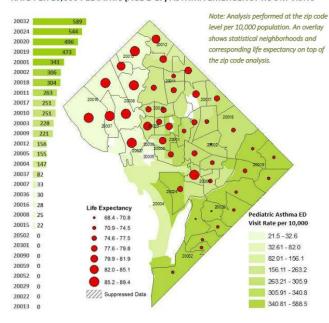


#### Health Equity Report: District of Columbia 2018

#### OUTDOOR ENVIRONMENT by Zip Code and Life Expectancy

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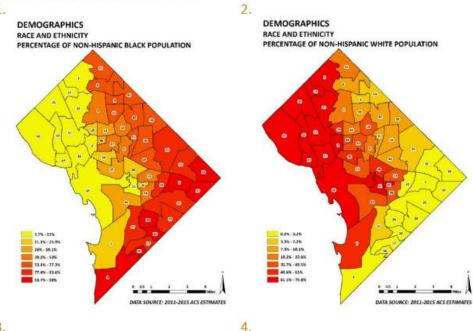
#### RATE PER 10,000 PEDIATRIC (AGE 2-17) ASTHMA EMERGENCY ROOM VISITS

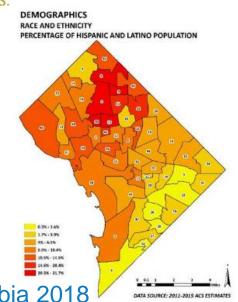


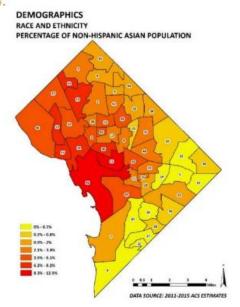
Data Source: Hospital Discharge Data 2014 – 2016, DC Hospital Association
Data Analysis: Center for Policy, Planning and Evaluation, DC Department of Health

#### **RACE AND ETHNICITY by Neighborhood Group**

Figure 14: Percentage of Non-Hispanic White; Black; Hispanic and Asian Populations (Maps 1-4 Clockwise)







Health Equity Report: District of Columbia 2018

"When equity is not consciously addressed, it's often unconsciously reproduced"

Use An Equity Lens And Integrate Equity Assessment Strategies For Each Strategy You Implement



# **Equity Impact Review Tools**What are Equity Impact Reviews (EIR)?

- A systematic examination of how different populations and communities will likely be affected
- Used to minimize unintended adverse consequences

### Why are they needed?

- EIRs are used to reduce, eliminate and prevent discrimination and inequities
- When equity is not consciously addressed, it's often unconsciously reproduced

Race Forward: <a href="https://www.raceforward.org/practice/tools/racial-equity-impact-assessment-toolkit">https://www.raceforward.org/practice/tools/racial-equity-impact-assessment-toolkit</a>

# Unintentionally Worsened Inequities

- COVID communications contracts that don't specify translation requirements
- State Medicaid requirement for personal care programs to use GPS tracking
- Ban the box initiative to increase employment opportunities for previously incarcerated applicants



### **Equity Impact Review Tool**

- 1. Proposed Strategy (e.g. policy, program, process, plan, system)
- a. Briefly describe the strategy.
- b. What is the intended impact or expected outcome of the strategy?
- c. How does the strategy affect equity? Health equity and other community priorities?
- 2. What factors that contribute to Equity should be considered alongside this strategy? (Housing, food access, community safety, transportation)
- 3. Consider the population (with the population)
- a.Identify whom the proposed strategy affects most, positively and negatively.
- b. What has been the history of this issue in the community?
- c. Have the people affected by this issue been involved in developing the solutions?
- d. What do the people affected by this project think the important issues are?
- e.Does this project fit with their priorities?
- 4. Modify strategy, plan evaluation, and determine final recommendations or decisions



#### **RACIAL EQUITY IMPACT ASSESSMENT: BILL 24-0001**

#### Our analysis evaluates policies through a racial equity lens.

In addition to considering how history led to present conditions, we analyze proposed policies through a racial equity lens, which can be thought of as a prism. Looking through different sides of this prism could mean asking one, several, or all the following questions:

RACIAL EQUITY ANGLE	POSSIBLE QUESTIONS
EXPERIENCES OF EACH RACIAL AND ETHNIC POPULATION	How does each racial and ethnic group currently fare given the outcome this policy aims to improve? Which racial and ethnic groups would be most affected by this policy?  Does the policy address these differences? If so, does the policy consider each community differently or are groups incorrectly lumped together? How proportionate is the policy to the inequities faced by each racial and ethnic group?
HISTORICAL LEGACIES OF RACISM AND RACIAL TRAUMA	Why do different racial and ethnic groups fare differently when we examine the outcome of interest? Which of these historical legacies continue to be implicated today, either via the policy at hand or in how the policy might be perceived?



#### **RACIAL EQUITY IMPACT ASSESSMENT: BILL 24-0001**

RACIALLY EQUITABLE REPRESENTATION AND ENGAGEMENT	Who does the current feedback system favor? Who was "at the table" when decisions were made and who was at the table but did not have institutionally or socially recognized power to influence decisions? Who wasn't but should have been? Who could have feasibly been there? Who was proactively invited? Whose lived experience was centered? Whose lived experiences are ignored? What advantages and disadvantages do different parties have when they are "at the table" and how do those parties look from a racial and ethnic perspective?
ASSESS DIFFERENT FORMS OF DISCRIMINATION	What do the eligibility and application processes for services and programs look like? In what ways are they inclusionary, in what ways are they exclusionary, and to whom? How are these processes being monitored for bias?
DIFFERENCES IN OUTPUTS® FOR RACIAL AND ETHNIC GROUPS	What are the outputs of interest (or progress indicators) for this policy? What could the outputs be for each affected racial and ethnic population? Might the outputs be different across groups? Why? Does the policy indicate that outputs will be monitored and addressed?
DISPARATE RACIAL AND ETHNIC OUTCOMES	What could be the impact of this program or policy on each affected racial and ethnic population? Might the impacts be different across groups? Why? Is there an indication that outcomes will be monitored and addressed?

### **Take Home Points**

- Equity Impact Review is an essential tool for integrating an equity lens
- Diverse and inclusive voices and perspectives are critical
- Evaluate to identify and address unintended consequences
- Equity requires intentionality and time



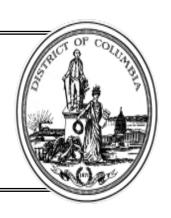
How are you incorporating healthy equity into your housing work?

Please put answers in the chat

# Legislation and Oversight

Blaine Stum, Legislative Analyst, Committee of the Whole, DC Council

# Council of the DISTRICT OF COLUMBIA COMMITTEE OF THE WHOLE



# Public Policy, Legislative Oversight, and Healthy Housing

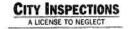
Blaine Stum
Legislative Policy
Advisor
Committee of the
Whole

# DC Council and the Committee of the Whole

- 1. Council consists of 13 members. There are 10 standing committees.
- 2. Council has budget authority and ability to do legislative oversight.
- 3. Committee of the Whole is chaired by the Chairman of the Council, Phil Mendelson.
  - Committee of the Whole has jurisdiction over the Department of Consumer and Regulatory Affai (DCRA).

# DCRA has long failed to prioritize health and safety in housing inspections.

'A failing of the systems': In rowhouse fire, D.C. missed many chances to save lives



#### Ceilings Sag as Inspections Lag

By Debbie Cenziper Washington Post Staff Writer Sunday, November 23, 2008

### A Critical D.C. Agency Fails to Mind Its Affairs

Regulations Unenforced, Fees Uncollected

# Consumer Chief Gets An Earful

Citizens Say Agency Fails to Do Its Job

#### Health, Safety Violations Persist

# Housing Inspection Unit Adapting to Leaner Times

Fines Help, but Critics Say Problems Go Undetected

Opinion: A building collapse in Northwest D.C. highlights agency flaws



# The Committee of the Whole's Approach...

1. Create a separate agency to handle building and housing code enforcement.

- 2. Conduct rigorous oversight with a focus on health and safety.
- Pass laws to address gaps or deficiencies in the inspection process.



### Creating a separate agency...

### 1. Why?

• DCRA has too many responsibilities; leads to lack of focus.

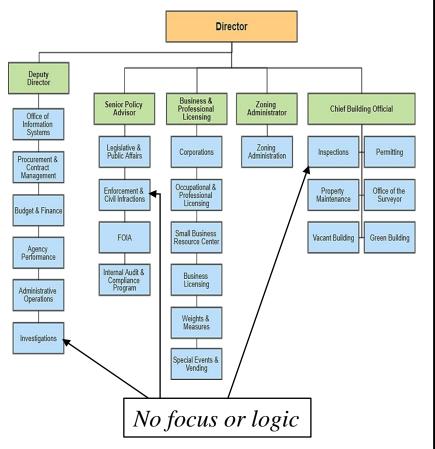
#### 2. How?

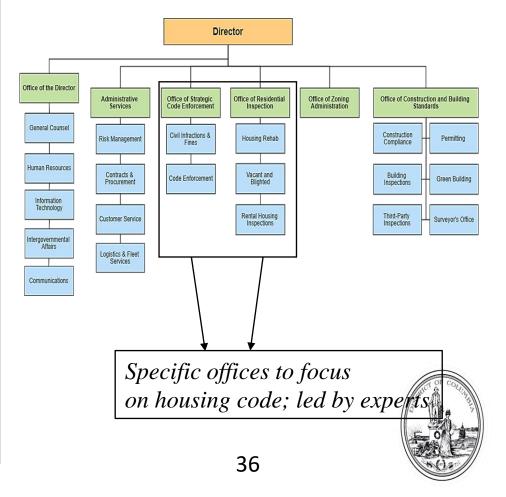
- Council unanimously approved the Department of Buildings Establishment Act of 2020.
- Funded bill in FY22 budget.
- Legal service organizations played a large role.



# 1. Creating a separate agency... (Cont.)

DCRA's current organizational structure artment of Buildings organizational





# 2. Conducting rigorous oversight...

# 1. Why?

• Legislatures must hold Executive accountable for poor performance.

#### 2. How?

- Hearings/roundtables
- Request audits
- Media attention
- Power of the purse



# 2. Conducting rigorous oversight... (Cont.)

# **Housing Code Enforcement:**A Case Study of Dahlgreen Courts

September 24, 2018





Audit Feam:
Julie Lebowitz, Auditor-in-Charge
Nancy Augustine, PhD, The George Washington University
Kathleen Patterson, District of Columbia Auditor
www.dcauditor.org

CHAIRMAN PHIL MENDELSON COMMITTEE OF THE WHOLE

COUNCILMEMBER CHARLES ALLEN, CHAIRPERSON COMMITTEE ON THE JUDICIARY AND PUBLIC SAFETY ANNOUNCE A JOINT PUBLIC OVERSIGHT HEARING

on

Agency Responses to Code Violations and the Subsequent Fire at 708 Kennedy Street N.W.

UII

Monday, November 18, 2019,1:00 p.m. Room 500,Council Chambers, John A. Wilson Building 1350 Pennsylvania Avenue, N.W. Washington, DC 20004 CHAIRMAN PHIL MENDELSON
COMMITTEE OF THE WHOLE
ANNOUNCES A PUBLIC OVERSIGHT HEARING

on

The Department of Consumer and Regulatory Affairs: What Issues Should the Committee Pursue?

0

Wednesday, February 6, 2019 11:00 a.m. Room 123, John A. Wilson Building 1350 Pennsylvania Avenue, NW Washington, DC 20004

Local

D.C.'s problems with vacant, blighted properties haven't gone away, residents and officials say

# 3. Passing laws to address gaps and deficiencies...

#### Mold

- Code does not properly address mold in units as a health issue.
- Tenants must rely on good will of landlord; pay for inspection otherwise....

Meanwhile, people have to live in buildings like this...



# 3. Passing laws to address gaps and deficiencies... (Cont.)

# Residential Housing Environmental Safety Amendment Act

- Requires mold inspection and remediation certification
- Establishes code enforcement process for mold
- Authorizes fines for violations



What legislation is pending or recently passed in your community?

How have you worked with the legislative body? How could you work with the legislative body?

Please put answers in the chat

# 4. Questions?...

#### Blaine Stum

- bstum@dccouncil.us
- 202-724-8092



# **Enforcement**

Jennifer Berger, Chief, Social Justice Division
Office of the Attorney General

# GOVERNMENT OF THE DISTRICT OF COLUMBIA OFFICE OF THE ATTORNEY GENERAL



# **OAG Housing Code Enforcement**

2021 Virtual Public Health Law Conference Building and Supporting Healthy Communities for All

> Jennifer L. Berger Chief, Social Justice Section Public Advocacy Division



# Public Advocacy Division

# **Social Justice Section**

#### 1. Tenant Receivership Act

- Apartments with <u>life</u>, <u>health</u>, and <u>safety</u> risks
- Environmental hazards, i.e., lead-based paint and toxic waste.

#### 2. Drug, Firearm and Prostitution Nuisances

• Where a property is being used to <u>manufacture</u> or <u>sell</u> drugs, store <u>multiple illegal</u> <u>guns</u>, or facilitate <u>prostitution</u>.

#### 3. Environmental Enforcement

• Examples: Lead paint, mold, vehicle idling and water pollution.

#### 4. Enforcement of Tenant Protections During Public Health Emergencies

• Illegal evictions, rent increases, month-to-month "fees," notices to vacate, etc.



# Tenant Receivership Act When does it apply?

DCRA issued Violation Notices for

The owner's neglect has caused

# Risks to health, safety, and security

And the owner did not repair in the required time (1-30 days)

That have been present for longer than **30 days** 

#### **Examples:**

- Fire suppression equipment broken, missing, or defective
- No heat or hot water

#### **Examples:**

- Mold, leaks
- Vermin infestation

#### **Evidence:**

- Inspection & Notices
- Re-inspection reports.

#### **Evidence:**

- Tenant affidavits
- Private inspections.



# Tenant Receivership Act What is the remedy?

# Receiver "takes over" property management

- Collects Rent
- Makes repairs
- First 30 days: Assessment and Plan for rehabilitation
  - Owner can make objections
- Appointment lasts until court dissolves or until repairs made.

# **Exception:** Owner can propose an abatement plan

- Courts are inclined to approve an abatement plan before Receivership
- If owner fails ("defaults") under the plan, Receiver can be appointed.



- Pre-complaint investigations take time
- Initial court dates are not immediate, especially during the public health emergency
- Monitoring Owner's Abatement Plan
- Receivership often under-funded
- Few qualified Receivers.



# Tenant Receivership Act Referrals to OAG

- Multiple units affected
- Pattern and practice of neglect
  - Must include health, safety, or security issues

# Independent tenant remedies:

- A majority of the tenants may file a TRA case D.C. Code § 42-3651.03(b)
- Superior Court Civil Division case
- Landlord and Tenant Court counterclaim.



# Receivership Act Cases 2724 11th St. NW

- Tenants fighting conditions for years
- Owner attempted to increase rent 33%
- Attorney General Racine Files Suit Against Columbia Heights Landlord for Housing, Consumer Protection Violations (dc.gov)
- Court appointed Receiver
  - Mold and water infiltration
  - Owners' plan inadequate
- New challenge is funding for repairs
  - Costs to repair > rental income
  - Individual owner liability.







# Receivership Act Cases Franklin Street

- Sanford Capital put the property into bankruptcy
- Property sold in bankruptcy for \$3.325M
- New Ownership
  - NOVO Development
- Consumer Protection Case
  - Filed against previous owner Sanford Capital.
  - AG Racine Announces Sanford Capital Will Return \$1.1 Million to 155 Tenants Forced to Live in Squalor.



# Receivership Act Cases Forest Ridge/Vistas

- Receivership and Nuisance Act case
- Vista Ridge Ltd. Partnership bankruptcy
- Property sold in bankruptcy for \$3.325M
- New Ownership
  - Skyline
- Consumer Protection Case
  - Filed against previous owner Vista Ridge and led to recovery of \$3.5 million (\$1.9 million to the tenants, \$1.1 million penalties, \$500,000 to charity).
  - AG Racine Announces Castle Management to Pay \$3.5
     Million to Ward 8 Tenants and the District Over
     Deplorable Housing Conditions (dc.gov).



# Receivership Act Cases Thomas Stephenson

- Receivership and Nuisance Act case
- Bankruptcy filed
- New Ownership
  - 711 49<sup>th</sup> Street LLC
- Consumer Protection Case
  - Filed against previous owner Thomas Stephenson and led to award of \$624,000 after summary judgment, including \$270,000 in restitution to the tenants and over \$354,000 penalties and fees and costs to the District.
  - AG Racine Announces \$624K+ Court Judgement Against Neglectful Landlord And Settlements With Two Other District Property Owners And Managers (dc.gov).



# 2. Drug, Firearm, & Prostitution Nuisance Abatement

### When does this law apply?

Any real property ... used, or intended to be used:

- To facilitate prostitution
- To unlawfully store ... one or more firearms
- For the sale or manufacture of controlled substances or drug paraphernalia

That has an **adverse impact** on the community.



# 2. Drug, Firearm, & Prostitution Nuisance Abatement

#### **Enforcement Procedure**

- Letter to owner
  - Specific basis of complaint
- Owner gets fourteen (14) days to cure
  - if nuisance still exists after 14 days...
- Complaint for Relief in Superior Court
  - Court has broad remedial powers.



#### **Lead-Hazard Prevention and Elimination Act (LHPEA)**

- D.C. Code § 8-231.02
- (a) All dwelling units, common areas of multifamily properties, and child-occupied facilities constructed prior to 1978 shall be maintained free of lead-based paint hazards.
- (b) No person shall apply a lead-based paint or glaze to any surface, including the interior and exterior surfaces, of any residential, public, or commercial building, bridge, or other structure or superstructure, or on any paved surface.
- (c) Notwithstanding any other provision of law, the District government may deny any license, registration, or permit relating to the use or occupancy of a child-occupied facility or dwelling unit to an owner of that property if the owner is in violation of this subchapter.



#### **Lead-Hazard Prevention and Elimination Act (LHPEA)**

- **D.C. Code § 8-231.03:** Mayoral remediation and relocation.
- **D.C. Code § 8-231.04:** Disclosure and risk reduction requirements.
  - Owner of pre-1978 dwelling unit shall disclose on required form, prior to entering into a lease or purchase, information reasonably known about lead-based paint, lead-based paint hazards, and pending Mayoral actions.
  - If informed of at-risk occupant or visitor, owner must provide disclosure form and clearance report, or report of risk assessor or inspector that the unit is lead-free.
  - If the owner of a dwelling unit learns of the presence of lead-based paint in a dwelling unit, the owner shall notify tenant within 10 days, provide a Lead Warning Statement, and provide lead-hazard pamphlet.



#### **Lead-Hazard Prevention and Elimination Act (LHPEA)**

- **D.C. Code § 8-231.10:** Certification requirements for individuals and business entities conducting lead-based paint activities.
- D.C. Code § 8-231.11: Work practice standards.
- **D.C. Code § 8–231.15.** Provides for up to \$25,000 per day penalties for violations, and Attorney General enforcement.
- AG Racine Announces Developer Must Pay \$400,000 For Violating District Lead Laws and Deceiving Homebuyers (dc.gov).



#### **On-road Engine Idling and Non-Road Diesel Engine Idling regulations**

- 20 District of Columbia Municipal Regulations ("DCMR") § 900.1 et seq.
- AG Racine Announces Greyhound to Adopt National Anti-Idling Policies and Pay \$125K for Air Pollution Violations (dc.gov).



#### **Water Pollution Control Act**

- D.C. Code §§ 8-103.02, 8-103.06).
- AG Racine Announces Fossil-Fuel Energy
   Company Must Pay \$2.5 million for Polluting
   the Potomac River (dc.gov)
- AG Racine Announces Ward 5 Property
   Owners Charged \$350k Penalty for Toxic Oil
   Leaks And Spills, Cleanup Required (dc.gov).



#### 4. Enforcement of COVID-19 Protections

- Cease and desist letters related to illegal evictions, late fees, rent increases, including texting
- Mediations with housing providers
- Settlement agreements related to illegal notices
- Upholding the eviction moratorium in local and federal court.



# **Examples of Legislative Advocacy**

- ◆ D.C. Code § 42-3651.03(a-1)(1): Tenant Receivership Act subpoena authority.
- D.C. Official Code § 42-3651.06(j): court may issue an order authorizing the Attorney General to supply funding to the receiver, for initial and emergency repairs, from any funds available in the Tenant Receivership Act Abatement Fund.

What does enforcement look like in your jurisdiction?

Please put answers in the chat

### **Questions?**

- Jennifer.Berger@dc.gov
- Referrals: SocialJustice@dc.gov.





# **Questions & Discussion**

