

# Housekeeping



- Materials were emailed to registrants this morning and will be emailed again after the webinar, along with evaluations.
- Materials and recording will be posted on NHLP's website.
- CA attorneys seeking MCLE credits will be emailed MCLE certificates after the webinar.

# **Goals for Today**



- Overview of federal and state housing protections for victims of domestic violence and other forms of abuse who are accessing and maintaining housing
- Special focus on RD multifamily housing and RD implementation of VAWA

# Legal Protections for CA Renters Experiencing Abuse

- California domestic violence and housing laws
- VAWA 2013 and VAWA 2005's regulations
- Fair housing laws

# California's Eviction Defense, Early Lease Termination, and Lock Changes Laws California Laws provide important protections FOR VICTIMS OF ABUSE IN ALL RENTAL HOUSING

#### Eviction Defense: CA CCP § 1161.3



- A landlord cannot evict a tenant based upon acts of domestic violence, stalking, sexual assault, human trafficking, or elder/dependent adult abuse committed against that tenant or a member of the tenant's household if:
  - Tenant/household member has a restraining order or police report; and
  - Person named in the restraining order or police report does <u>NOT</u> reside in the same dwelling unit as the tenant.
- Unless: If s/he has used this law before and allows the abuser to visit the property, or the abuser is a threat to other tenants or to their use of the property ("right to quiet possession").
  - Landlord must have previously given at least 3 days' notice to tenant to correct this violation.
  - o Is the victim actually allowing the abuser to visit?

#### **Unlawful Detainer Answer Form**



#### 3. AFFIRMATIVE DEFENSES

...

i. Plaintiff seeks to evict defendant based on acts against defendant or a member of defendant's household that constitute domestic violence, sexual assault, stalking, human trafficking, or abuse of an elder or a dependent adult. (A temporary restraining order, protective order, or police report not more than 180 days old is required naming you or your household member as the protected party or a victim of these crimes.)

### Hypo: Jenny



- Jenny lives in a rental property that you manage.
   One day, Jenny comes to the rental office and tells you that since breaking up with her boyfriend several weeks ago, he has been stalking her. Jenny states that she fears for her safety, as her ex knows her current address. She asks if there is a way for her to move out (even though her lease is not up) because her ex knows her address.
- Can Jenny terminate her lease early?
- If so, what does the law require Jenny to do?

#### Early Lease Termination: CA CC § 1946.7



- State law permits victims of domestic violence, sexual assault, stalking, human trafficking, or elder/dependent adult abuse to end their leases.
  - Victims must give 30 days' written notice to the landlord.
  - Victims must provide either a police report/restraining order issued in the past 180 days, or third-party documentation.
  - Tenants who are not family members of the victim are still obligated under the lease.
  - Existing security deposit law applies.

# Hypo: Jenny (cont.)



- Assume Jenny is the same situation (an ex-boyfriend who is stalking her), except that she does not wish to move. Instead, she comes to the rental office and asks you to change her locks, as the ex has a copy of her key.
- Do you have to change the locks?
- What if Jenny's ex-boyfriend lives with her?

#### Lock Changes: CA CC §§ 1941.5, 1941.6



- Law permits lock changes for victims of domestic violence, sexual assault, and stalking.
- If the victim lives with abuser, landlord <u>must</u> change locks within 24 hours of receiving a restraining order.
  - R.O. must have been issued within last 180 days.
  - · R.O. must have kick-out order.
  - Request must be in writing.
  - If the landlord does not change the locks within 24 hours, tenant may change the locks without the landlord's permission.
- If the victim and the perpetrator do not live in the same unit, the same rules apply, but the victim may also use a police report to request the lock change. However, a victim who lives with the abuser can <u>only</u> use a restraining order to make this request.

# Landlord's Duty to Provide Safe Housing



- No black letter law
- Landlord owes general duty to maintain property in safe condition. Failure = Liability for negligence.
- Question is balance between <u>foreseeability</u> of the harm and the <u>burden</u> of the duty to the landlord. (See *Ambriz v. Kelegian*, 53 Cal. Rptr. 3d 700, 710 (2007).)
- Thus, the simpler (and less expensive) the safety measures requested, the lesser the degree of foreseeability the tenant must demonstrate, and the greater the likelihood that the landlord will be liable for negligence.

# Violence Against Women Reauthorization Act of 2013



VAWA 2013 PROTECTS VICTIMS ACCESSING AND MAINTAINING FEDERAL HOUSING



#### What is VAWA?



- VAWA is intended to encourage victims who are receiving federal housing subsidies to report and seek help for the abuse against them, without fear of eviction.
- VAWA protects individuals applying for or living in federally subsidized housing from being discriminated against because of acts of domestic violence, sexual assault, dating violence, and stalking committed against them.
- Applies to men and women
- Applies to listed federal housing programs

#### VAWA 2013 - Authority and Guidance



- VAWA 2013 maintains VAWA 2005's housing safeguards and adds new protections. 42 U.S.C. § 14043e-11
- HUD's final regulations implementing VAWA 2005, 75 Fed. Reg. 66,246 (Oct. 27, 2010), continue to apply.
- HUD notice applying VAWA 2013 to HUD programs, 78 Fed. Reg. 47,717 (Aug. 6, 2013)
- RD notice to state directors and program directors of multifamily housing, RD AN No. 4747 (1944-N) (Feb.10, 2014).

VAWA 2005 & 2013: Housing Programs	
Programs that were covered by VAWA 2005:	Programs added by VAWA 2013:
Public Housing	Other HUD programs
Section 8 vouchers	• § 236 Multifamily rental housing
Project-based Section 8	• § 221d3 BMIR (Below Market Interest Rate
Section 202 Supportive Housing for the Elderly*	• HOME
	• HOPWA (Hous. Opp. for Pple w/AIDS)
Section 811 Supportive Housing for People with Disabilities*	McKinney-Vento (Homelessness Programs)
*Originally added by HUD regulations. Now provided for in the VAWA 2013 statute.	Department of Agriculture
	Rural Development (RD) Multifamily
	Department of Treasury/IRS
	Low-Income Hous. Tax Credit (LIHTC)

# VAWA: RD/RHS Programs

- VAWA 2013 has extended coverage to the following RD/RHS programs:
  - o Section 515 rural rental housing (42 U.S.C. § 1485).
  - Section 514 and 516 Farm Labor housing (42 U.S.C. §§ 1484 and 1486).
  - Section 533 Housing Preservation Grant Program (42 U.S.C. § 1490p)
  - Section 8 multi-family rental housing (42 U.S.C. 1490p-2).
  - Coverage was NOT extended to the RD Voucher program, authorized by Section 542 (42 U.S.C. § 1490r).

# VAWA: RD/RHS Programs (cont'd)



- No regulations yet.
- RD notice to state directors and program directors of multifamily housing, RD AN No. 4747 (1944-N) (Feb.10, 2014). (available at

http://www.rurdev.usda.gov/rd-an list.html).

Existing leases should have some VAWA protections.

- "All leases, including renewals, must include the following language:
  - ... It is further understood that **domestic violence** will not be tolerated on Rural Housing properties, and that such action is a material lease violation. All perpetrators will be evicted, while the victim and other household occupants may remain in the unit in accordance with eligibility requirements."

HB-2-3560, Attachment 6-E (02-24-2005) (at page 3 of 5).

#### VAWA: Who is Protected?



#### VAWA covers people who are subject to:

**Domestic violence:** Any felony or misdemeanor crimes of violence committed by a current or former spouse, **intimate partner**, person with whom the victim shares a child, person who is or has cohabitated with the victim

**Dating violence:** Violence committed by a person who is/was in a social relationship of intimate nature with victim as determined by considering three factors

Sexual assault: Any nonconsensual sexual act prohibited by law

**Stalking:** Any conduct directed toward a specific person that would cause a reasonable person to fear for safety or suffer substantial distress

"Affiliated individual" of the victim: Immediate family or any individual living in the household

#### **VAWA: Admissions**



 PHAs, landlords, and owners shall not deny an applicant housing on the basis that an applicant is or has been a victim of domestic violence, dating violence, sexual assault, or stalking.



#### **VAWA: Evictions**



- PHAs, landlords, and owners may not evict a tenant on the basis that she is or has been a victim.
- Crimes against a victim directly relating to the abuse are not grounds for evicting him or her or terminating his/her rental subsidy.
- An incident of actual or threatened DV does not constitute a "serious or repeated lease violation" or "good cause" for evicting the victim or terminating his/her rental subsidy.
  - A New York court found that a Section 8 tenant could not be evicted for nuisance after her abuser forced his way into her home and assaulted her. Metro N. Owners LLC v. Thorpe

#### **VAWA: Limitation**



- However, PHAs and owners can evict victims if they demonstrate an "actual and imminent threat" to other tenants or employees at the property if the victim is not evicted.
- "Actual and imminent threat" not defined in VAWA
- Current HUD regulations are important:
  - "Threat" consists of a physical danger that is real, would occur within an immediate timeframe, and could result in death or serious bodily harm.
  - Factors to be considered include the duration of the risk, the nature and severity of the potential harm, the likelihood that the harm will occur, and the length of time before the harm would occur. 24 C.F.R. § 5.2005
  - Eviction should occur only if there is no other action to be taken that would reduce or eliminate threat. 24 C.F.R. § 5.2005

#### **VAWA: Lease Bifurcation**



- A public housing authority or landlord may "bifurcate" or split a lease to evict a DV abuser while allowing the victim to stay
  - Review lease: RD form lease "all perpetrators will be evicted, while the victim may remain" HB 2-3560, Att 6-E.
- Protection for tenants remaining in housing after lease bifurcation
  - If the individual who is evicted is the sole tenant eligible to receive the housing assistance, the PHA or landlord must provide the remaining tenant an opportunity to establish eligibility or a reasonable time to move or establish eligibility for another covered housing program.
- The landlord must follow federal, state, and local law in evicting the abuser.

# VAWA: Preserving Section 8 Voucher for Victim

- PHA may terminate Section 8 assistance to the abuser while preserving assistance to victim.
  - If a family breakup results from DV, "the PHA **must** ensure that the victim retains assistance." 24 C.F.R. § 982.315.

#### **VAWA: Voucher Portability**



- Generally, if a Section 8 voucher family moves out in violation of a lease, PHA has grounds to terminate the family's subsidy.
- VAWA provides an exception for victims who must move for safety.
- Many PHAs prohibit Section 8 voucher tenants from moving during the first year of their lease, or from moving more than once during a 12-month period. However, these policies do **NOT** apply when the move is needed for safety. See 24 C.F.R. § 982.314

# Hypo: Angie

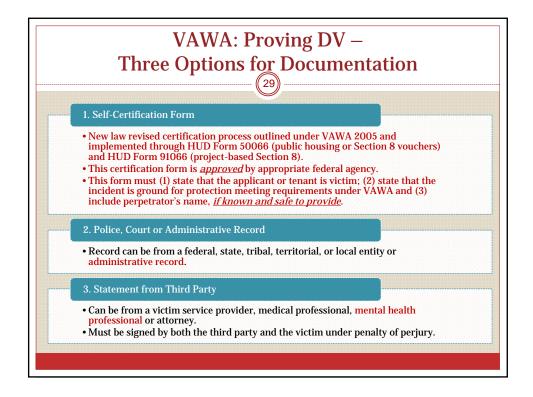


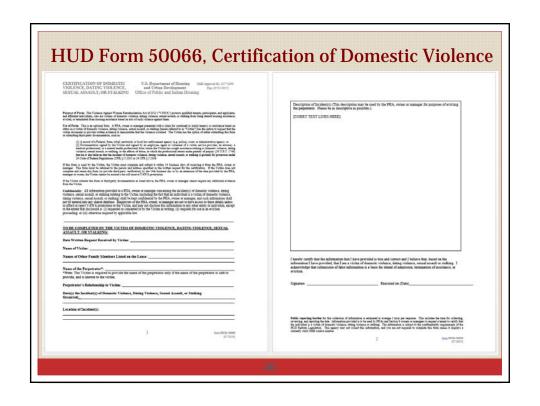
- Angie rents a unit in your building with a Section 8
   Housing Choice Voucher. You seek to evict Angie
   because of a lease violation. Angie says that the
   violation is due to domestic violence perpetrated by
   her estranged husband.
- Can you ask Angie to prove that she is a victim of domestic violence?
- Are you free to take Angie at her word?

# Hypo: Angie (cont.)



- You are free to take Angie at her word, or you can ask her to prove DV.
- Any request by a PHA or owner for proof must be in writing.
- Angie has 14 business days from the request to provide proof.
- You are free to grant extension if Angie needs more time.





# Proving DV (cont'd)



 Poll: Can a housing provider require a tenant to provide third-party proof of domestic violence, dating violence, stalking, or sexual assault to use VAWA's housing protections?

# Proving DV (cont'd)



- HUD has stated that "an individual requesting protection cannot be required to provide third-party documentation." 75 Fed. Reg. 66,251.
- However, in cases where 2 household members claim to be the victim and name the other household member as the perpetrator, the housing provider can require third-party documentation.
  - Included in VAWA statute for the first time in 2013
  - Currently in HUD's implementing regulations for VAWA 2005

#### **VAWA: Additional Key Provisions**



- *Notice*: HUD must develop a notice that must be given to all tenants in covered developments advising them of their rights under VAWA, if they are denied housing, at the time of admission, or when notified of eviction or termination of assistance. This notice must be available in multiple languages.
- Emergency Transfers: The federal agencies administering the programs must adopt model emergency transfer policies for use by PHAs and landlords of covered properties that allow tenants who are victims of DV to transfer to another available & safe dwelling unit assisted under a covered program.

# **Other Requirements**



- Confidentiality
- Victims held to same standard as other tenants
- VAWA does not trump state or local laws that provide greater protections for victims
- Impact on existing protections

#### RD Administrative Notice 4747 (1944-N)



#### • Purpose:

- To inform RD State Directors, Program Directors, Borrowers, and Management Agents of the Protections afforded tenants in RD multi-family housing by VAWA.
- "be prepared to implement the Model Emergency Transfer Plan. . . . At this time, no changes need be made to Tenant Leases, Occupancy Rules or the Management Plan."

#### **RD AN 4747 (Cont.)**



- HUD is primarily responsible for implementing VAWA Notice requirements. USDA will amend AN once HUD Notice is published.
- USDA must approve a certification form for survivors.
  - Not been completed; AN will be amended when it is.
- Under existing regulations, borrowers certify legal compliance with applicable laws. See 7 C.F.R. §§3560.102(a), 3560.352(c)(4) and 3565.105(b).
  - "These certifications necessarily relate to compliance with applicable provisions of VAWA"

#### **RD AN 4747 (Cont.)**

- "Owners and Managers ... should update their Tenant Selection Policy and Occupancy Rules, if applicable, to incorporate the tenant's rights and protections, to ensure uniformity in spreading awareness of VAWA ... and to avoid improper evictions."
- HUD VAWA regulations apply to residents living in RHS housing with Section 8 Assistance. (27,764 units). HUD Lease Addendum Applies VAWA (Form HUD 91607).
- RD Housing Preservation Grant agreements need to be amended.

### **RD Model Emergency Transfer Plan**

Attachment B to AN 4747

- Survivors "shall be permitted by the owner or manager to transfer to another available and safe dwelling unit assisted under the MFH Program . . . when a transfer is requested by a tenant, and (1) the tenant reasonably believes that he or she is threatened with imminent harm from further violence if he or she remains within the same dwelling; and (2) in the case of a tenant who is a victim of sexual assault, the sexual assault occurred on the premises during the 90-day period preceding the request for transfer."
  - \* "and" is wrong; should, consistent with the statute, be "or." (RD has acknowledged problem.)
  - ➤ VAWA 2013 extends beyond domestic violence to dating violence, sexual assault, and stalking.

# RD Emergency Transfer Plan (Cont.)



- Under Emergency Transfer Plan, survivors are entitled to a Letter of Priority Entitlement, which grants the survivor priority admission to other RD multi-family housing. See 7 C.F.R. § 3560.159(c).
  - Must be issued by RD. (Not clear who issues, but RD will inform owners).
  - Reasonable confidentiality measures must be incorporated so that location of new dwelling is not disclosed to perpetrator.
  - VAWA extends beyond domestic violence.
  - Future Regs. Possible transfer of Rental Assistance.

#### **Enforcement of AN 4747**



- ANs do not have the force and effect of law.
- Nonetheless, landlords and RD must comply.
  - Rely on AN; landlord's agreement to comply with all applicable laws.
- Tenants may use grievance and appeals process to force compliance. 7 C.F.R. § 3560.160.
- RD can enforce VAWA.
- AN 4747 expires Feb. 28, 2015. It must then be republished or superseded by regulations.

# Fair Housing and Domestic Violence



THE FAIR HOUSING ACT MAY PROVIDE DEFENSES FOR VICTIMS FACING DISCRIMINATION BECAUSE OF THE VIOLENCE COMMITTED AGAINST THEM



# **Fair Housing Laws**



- Federal Fair Housing Act, 42 U.S.C. § 3601, et seq.
- CA Fair Employment and Housing Act (FEHA), Cal. Gov. Code § \$12900-12996.
- Apply to all housing
- Prohibit discrimination in the renting, leasing, buying/selling, or occupying of a dwelling because of a person's membership in a protected class
- Protected categories

#### Statistics: Domestic Violence and Sex



- Survivors aren't a protected class under the FHA or CA FEHA, but most are female.
- Statistics:
  - HUD FHEO DV Memo: "[W]omen are five to eight times more likely than men to be victimized by an intimate partner..."
     More than 70% of those murdered by their intimate partners are women.
  - U.S. Bureau of Justice Statistics: 85% of victims of intimate partner violence are women.
  - U.S. Dept. of Justice: Among people who rent their homes, women are 7.4% times as likely as men to be victims of domestic violence.

## **Common Discriminatory Policies**



- Evictions or terminations based on violence against a victim can violate fair housing laws. Examples:
  - Policies based on gender stereotypes may violate the FHA.
    - ➤ Ex: Evicting women with a history of domestic violence because "they always go back to the men who abuse them."
  - Treating women differently because of their status as victims of DV may violate the FHA.
    - ★ Ex: A landlord evicts a DV victim because the abuser broke into her unit and she called the police, but does not evict another tenant after a stranger broke into his unit and he called the police.
  - Evictions for property damage caused by the abuser

#### Common Discriminatory Policies (cont'd)



- HUD's Memo also states:
  - A neutral policy that negatively affects DV victims may violate the FHA because of its disparate impact on women.
  - Example:
    - ★ A housing provider has a zero-tolerance policy, under which the entire household can be evicted for the criminal act of one household member.
    - ➤ Women are disproportionately affected by the zero-tolerance policy b/c women are majority of DV victims and can be evicted because of the abuse.
    - As a result, the housing provider should make exceptions to the zero-tolerance policy for DV victims in order to avoid a disparate impact on women.
- HUD Memo available at:

 $\frac{http://www.hud.gov/offices/fheo/library/11-domestic-violence-memo-with-attachment.pdf}{}$ 

 See also FHA's Discrim. Effects Stand., 78 Fed. Reg. 11,460 (2/15/13)

#### **Information Packet**



- Domestic Violence Laws: An Overview for California Housing Providers, with Q&As on:
  - Evictions
  - Lock Changes
  - Early Lease Terminations
  - **OVAWA**
- Sample qualified third-party statement for early lease terminations (CA early lease termination law)
- VAWA certification forms
- RD AN 4747

#### Thank You!



- If you have questions, please contact:
  - Gideon Anders, ganders@nhlp.org, 415-546-7000 x. 3103
  - Renee Williams, rwilliams@nhlp.org, 415-546-7000 x. 3121

Note: Presentation materials do not constitute legal advice and are provided for informational purposes only. If you have questions about a particular situation involving a tenant experiencing abuse, please consult with an attorney.