STATEMENT OF THE ISSUE: Section 11.100.070(e) of the Fair Rent, Just Cause for Eviction, and Homeowner Protection Ordinance (“Rent Ordinance”) provides for individual upward or downward adjustments of the Maximum Allowable Rent level. Section 11.100.070 (e) allows the Board to adopt regulations that consider “decreases in living space, furniture, furnishings, equipment, or services; substantial deterioration of the Controlled Rental Unit other than as a result of normal wear and tear; or failure on the part of the Landlord to provide adequate Housing Services or to comply substantially with applicable housing, health and safety codes.” To that end, in partnership with Dr. Stephen Barton, Rent Program staff members have prepared the substantive Rent Adjustment regulations, as well as Vacancy Rent Increases and Rent Registration regulations for the Rent Board’s consideration. Vacancy Rent Increase and Rent Registration regulations are key regulations for determining accurate rent ceilings, which is vital data necessary to properly adjudicate individual rent adjustment cases heard by the Hearing Examiner and Board.

RECOMMENDED ACTION: Receive Draft Rent Adjustment Regulations (Subchapter C: Standards for Individual Rent Ceiling Adjustments), Vacancy Rent Increase Regulations (Chapter 7) and Rent Registration Regulations (Chapter 4) – Rent Program (Nicolas Traylor/Michael Roush 620-6564).
DATE: January 24, 2018

TO: Chair Gray and Members of the Rent Board

FROM: Nicolas Traylor, Executive Director
       Michael Roush, Legal Counsel

SUBJECT: RECEIVE DRAFT RENT ADJUSTMENT REGULATIONS (SUBCHAPTER C: STANDARDS FOR INDIVIDUAL RENT CEILING ADJUSTMENTS), VACANCY RENT INCREASE REGULATIONS (CHAPTER 7) AND RENT REGISTRATION REGULATIONS (CHAPTER 4).

STATEMENT OF THE ISSUE:

Section 11.100.070(e) of the Fair Rent, Just Cause for Eviction, and Homeowner Protection Ordinance (“Rent Ordinance”) provides for individual upward or downward adjustments of the Maximum Allowable Rent level. Section 11.100.070 (e) allows the Board to adopt regulations that consider “decreases in living space, furniture, furnishings, equipment, or services; substantial deterioration of the Controlled Rental Unit other than as a result of normal wear and tear; or failure on the part of the Landlord to provide adequate Housing Services or to comply substantially with applicable housing, health and safety codes.” To that end, in partnership with Dr. Stephen Barton, Rent Program staff members have prepared the substantive Rent Adjustment regulations, including Vacancy Rent Increase regulations and Rent Registration regulations for the Rent Board’s consideration. Vacancy Rent Increase and Rent Registration regulations are key regulations for determining accurate rent ceilings, which is necessary data to adjudicate individual rent adjustment cases heard by the Hearing Examiner and Board.

RECOMMENDED ACTION:

Receive Draft Rent Adjustment Regulations (Subchapter C: Standards for Individual Rent Ceiling Adjustments), Vacancy Rent Increase Regulations (Chapter 7) and Rent Registration Regulations (Chapter 4) – Rent Program (Nicolas Traylor/Michael Roush 620-6564).
FISCAL IMPACT:

The cost to administer the Rent Adjustment Petition process is accounted for in the Fiscal Year 2017-18 Rent Program Budget. The proposed draft regulations do not provide for a filing fee at this time, but allows the Rent Board to establish such a fee in the future if deemed appropriate.

DISCUSSION:

Background

For most multifamily rental properties in the City of Richmond, rent increases are limited to the annual change in the Consumer Price Index (a measure of inflation).

In the coming months, the Rent Board will establish standards for allowing individual rent increases and decreases due to a rental unit’s conditions, historically low rent, operating costs, and other reasons.

Before the Rent Board is able to hold individual rent adjustment hearings, the substantive individual rent adjustment regulations and standards for determining changes in the Maximum Allowable Rent, must be considered and adopted by the Board. To ensure that a Hearing Examiner, Staff and the Board have more accurate data on rent ceilings (correct rent ceiling data is required to insure accurate decisions), Staff have included Vacancy Rent Increase regulations and Rent Registration regulations for the Board’s consideration.

Overview of Individual Rent Adjustment, Vacancy Rent Increase and Rent Registration Regulations

The table on the following page is a brief summary of the proposed substantive regulations (Attachment 1).
### Chapter 4: Registration of Base Rent and Rent Increases

<table>
<thead>
<tr>
<th>Regulation Number</th>
<th>Title</th>
<th>Purpose</th>
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<tr>
<td>400</td>
<td>Purpose</td>
<td>Board finds that registration is necessary to carry out its duties</td>
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<td></td>
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<td>401</td>
<td>Establishment of Base Rent</td>
<td>Defines Base Rent</td>
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<td>402</td>
<td>Required Rent Registration</td>
<td>Describes the actions that must be taken and the information that must</td>
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<td>be provided in order to be properly registered</td>
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<td>403</td>
<td>Changes in Exempt Status</td>
<td>Requirements for reporting changes in exempt status of units</td>
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### Chapter 7: Vacancy Rent Increases

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<td>New Maximum Allowable Rent</td>
<td>Explains how a new rent is defined for new tenancies</td>
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<td>Vacancy Rent Levels</td>
<td>Describes the limited circumstances under which the Maximum Allowable</td>
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<td>Rent remains the same as in the previous tenancy</td>
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<tr>
<td>703</td>
<td>Voluntary and Non-Voluntary Vacancies</td>
<td>Defines the circumstances under which termination of tenancy will be</td>
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<td>considered non-voluntary</td>
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<td>704</td>
<td>No Vacancy Rent Increase for Existing Tenants</td>
<td>Defines an “existing tenant” who may not be given a vacancy rent</td>
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<tr>
<td></td>
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<td>705</td>
<td>Increase and Decrease Petitions</td>
<td>Establishes the vacancy increases are separate from and do not</td>
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<td>pre-empt individual rent adjustments</td>
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<td>706</td>
<td>Fraud or Intentional Misrepresentation</td>
<td>Increases gained thereby are not valid</td>
</tr>
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<td>707</td>
<td>Subletting</td>
<td>Defines “original occupant” and protects the landlord’s right to a vacancy increase when the original occupants no longer reside in the unit</td>
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Chapter 8C: Standards for Individual Rent Ceiling or Maximum Allowable Rent Adjustments

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<td>Protects tenants while allowing landlords a fair return on their investment</td>
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<td>872</td>
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<td>Explains when changes in the number of tenants may result in an increase or decrease in the Maximum Allowable Rent</td>
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<td>Explains when changes in space or services may result in an increase or decrease in rent and how decreases are determined</td>
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Community Engagement

Regulations governing rent adjustment standards, vacancy rent increases and rent registration will have community-wide impact and are a critical task to further the intent and purpose of the Fair Rent, Just Cause for Eviction, and Homeowner Protection Ordinance.

As a first step towards achieving this task, Rent Program staff members held Community Workshops on December 4, 2017, and December 9, 2017, to inform and solicit feedback from community members about possible models and standards for adjusting the Maximum Allowable Rent due to:

- Increases or decreases in space, services, or habitability

  Note: Vacancy rent increases (when a landlord can or cannot reset the rent to market) and rent registration (administrative mechanism for accurately recording and tracking the Maximum Allowable Rent, which is key data for a Hearing Examiner or Board in adjudicating rent adjustment petitions) were not covered in the community workshops on rent adjustment standards, but are key regulations related to rent adjustments petitions for determining the Maximum Allowable Rent.

A summary of community feedback gathered for individual rent adjustments are contained in Attachment 2.

A copy of the draft substantive rent adjustment regulations for the Board’s consideration will be posted on the Rent Program website and a listserv message will be sent with instructions for submitting comments prior to February 21, 2018 Board meeting.

Updates regarding the process of developing Rent Adjustment Regulations will be posted at http://www.ci.richmond.ca.us/3521/Rent-Adjustment-Regulations and disseminated via the Rent Program listserv.

Proposed Timeline and Next Steps

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<td>January 17, 2018 – Rent Board Meeting #1</td>
<td>Rent Board considers procedural regulations</td>
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<tr>
<td>Mid-January 2018</td>
<td>Public review period begins; staff hold review sessions with community members</td>
</tr>
<tr>
<td>January 24, 2018 – Rent Board Meeting #2 (Special Meeting)</td>
<td>Rent Board considers substantive regulations; possible adoption of procedural regulations</td>
</tr>
</tbody>
</table>
### CITY OF RICHMOND RENT PROGRAM

**Late February 2018**
- Public review period ends; feedback incorporated; Hearing Examiner on boarded

**February 21, 2018 – Rent Board Meeting #3**
- Rent Board considers additional substantive regulations

**February 28, 2018 – Rent Board Meeting #4 (Special Meeting)**
- Rent Board adopts regulations; first hearings are scheduled

### DOCUMENTS ATTACHED:

Attachment 1 – DRAFT Rent Adjustment Regulations (Subchapter C: Standards for Individual Rent Ceiling Adjustments), Vacancy Rent Increase Regulations (Chapter 7) and Rent Registration Regulations (Chapter 4)

Attachment 2 – Summary of Community Feedback from Community Workshops held on December 4, 2017, and December 9, 2017, and Comments from Community Members received from January 5th through January 16, 2018 regarding Draft Rent Adjustment Regulations.
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Chapter 4: REGISTRATION OF BASE RENT AND RENT INCREASES

400. Purpose

The Rent Board finds that in order to monitor compliance with Annual General Adjustments and provide for Individual Rent Adjustments as required under the Rent Ordinance it is essential that registration of rental units include information on base rents and notification of increases.

401. Establishment of Base Rent

A. The rent in effect on July 21, 2015 is the Base Rent. If there was no rent in effect on that date, the Base Rent is the rent charged on the first date that rent was charged after that date.

B. For subsequent tenancies the Base Rent is the initial rental rate in effect on the date the tenancy begins. “Initial rental rate” means the amount of rent actually paid by the tenant for the initial term of occupancy as defined under Regulation Section 701.B.

402. Required Rent Registration

(A) A rental unit is properly registered in accordance with this Chapter if the landlord or landlord's representative has:

(1) Filed with the Board completed registration statements on the form(s) provided by the Board for the unit and all the units in the same property that include

(a) The addresses of all units on the same property,
(b) The name and address of the landlord and/or property manager,
(c) The date the current tenancy began and, for all tenancies that began after July 21, 2015, an explanation of the circumstances of the termination of the previous tenancy sufficiently detailed to demonstrate whether the unit qualifies for a vacancy increase or not, as described in Chapter 7 Vacancy Rent Increases.
(d) The base rent currently in effect for each individual unit and the services included in the rent or the reason it is exempt from rent control and has no current base rent;

(2) Paid to the City of Richmond all required registration fees and penalties due for the unit and all the units in the same property; and

(3) Filed with the Board, for the unit and all the units in the same property, notification of all subsequent changes in tenancy, rent or lease terms.

(B) In designating a rental unit as properly registered, the Board's intent is to facilitate the rent registration and individual adjustment of rent ceiling processes and the dissemination of information regarding the registration of rental units. Such designation shall not be construed as the Board's certification of the lawful base rent, current lawful rent ceiling or any other information provided on the rent registration statement. Nothing in this Regulation shall preclude
the Board nor any person from challenging the accuracy of any information provided in any registration statement or declaration in the context of any proceeding or action.

(C) A landlord shall be found in substantial compliance with registration requirements when:

(1) The landlord has made a good faith effort to comply with the Ordinance and regulation concerning registration sufficient to reasonably carry out the intent and purpose of the Ordinance and Regulations; and

(2) The landlord has cured any defect in compliance in a timely manner after receiving notice of a deficiency from the Board.

403. Changes in Exempt Status

(A) Within sixty (60) days of the date a rental unit formerly exempt from rent stabilization comes under coverage of the Ordinance, the landlord shall file an initial registration statement, or an amended registration statement of an initial registration statement has been previously filed, for the rental unit.

(B) Within sixty (60) days of the date a covered rental unit becomes exempt from rent stabilization under the Ordinance, the landlord shall notify the Board in writing of the exempt status of the rental unit and the basis for the exemption.

(C) Within thirty (30) days after the filing of a new rent registration statement, the Board shall provide a true and correct copy of said statement to the occupant of the respective unit.

404. Notification of Changes of Name or Address of Landlord and/or Property Manager

(A) Within sixty (60) days of any change in the owner and/or property manager of a rental unit, the landlord shall notify the Board in writing of the change.

(B) Within sixty (60) days of any change in the address of the owner and/or property manager of a rental unit, the landlord shall notify the Board in writing of the change. The Board shall send all notices to the landlord at the most current address provided by the landlord. Failure to receive a notice as a result of noncompliance with this section shall not be a good cause for purposes of waiving penalties owed to the Board.
Chapter 7. Vacancy Rent Increases

701. New Maximum Allowable Rent

(A) Pursuant to Section 1954.50, et seq. of the Civil Code, the landlord may establish the lawful maximum allowable rent for any controlled rental unit consistent with this regulation. The new rent level shall thereafter become the maximum lawful rent ceiling for the unit for all purposes including, but not limited to, the computation of all future rent adjustments. The unit shall otherwise remain controlled by all other regulations of the Rent Board.

(B) In these Regulations the terms "new rent level," "new rent ceiling" and "initial rental rate" refer to the rent established by the landlord for a tenant whose tenancy becomes effective after July 21, 2015. For tenancies commencing on or after July 21, 2015, the "initial rent" for a rental unit shall be the monthly market rent established by the parties at the commencement of the most recent tenancy. Where the rental agreement includes periods for which the tenant pays reduced, discounted or "free" rent, the monthly market rent is calculated as the average of the monthly payments made during the initial term of the agreement or, in the case of a month-to-month tenancy, during the first twelve months of the tenancy.

702. Vacancy Rent Levels

(A) Commencing July 21, 2015 a landlord may establish the initial rent rate for all new tenancies consistent with Civil Code Section 1954.50, et seq., and any Board regulations enacted consistent therewith, except where any of the following applies:

1) (a) The previous tenancy has been lawfully terminated by the landlord pursuant to Civil Code Section 1946, or

(b) The previous tenancy has been lawfully terminated upon a change in terms of tenancy noticed pursuant to Civil Code Section 827, except a change permitted by law in the amount of rent or fees or resulting from the owner's termination of or failure to renew a contract or recorded agreement with a Housing Authority or any other governmental agency that provided for a rent limitation to a qualified tenant of the unit. A tenancy shall be presumed to have terminated upon a change in terms of tenancy if the tenant(s) vacate(s) the rental unit within twelve months of the landlord's unilateral change in the terms of the rental agreement. Absent a showing by the landlord that the tenant(s) vacated for reasons other than the change in the terms of the rental agreement, the initial rental rate for the new tenancy shall be no greater than the most recent rent ceiling (prior to the new tenancy).

2) A new tenancy begun within three years of the date that the owner terminated or failed to renew a contract or recorded agreement with a Housing Authority or any other governmental agency that provided for a rent limitation to a qualified tenant of the unit unless the new tenancy is exempted from this limitation pursuant to Civil Code Section 1954.53 (a) (1) (B). During the three year period, the rental rate for any new tenancy established in that vacated unit shall be at the same rate as under the terminated or non-renewed contract or recorded agreement, increased by any subsequently authorized Annual General Adjustments.
ITEM H-1
ATTACHMENT 1

(3) The landlord has otherwise agreed by contract with a public entity to limit or otherwise restrict rent levels in consideration for a direct financial contribution or any other forms of assistance specified in Chapter 4.3 (commencing with Section 65915) of Division 1 of title 7 of the Government Code.

(4) The dwelling or unit has been cited in an inspection report by the appropriate government agency as containing serious health, safety, fire or building code violations as defined by Health & Safety Code Section 17920.3 excluding those caused by disasters, for which a citation was issued at least 60 days prior to the date of the vacancy, and the cited violation had not been abated when the prior tenant vacated and had remained unabated for at least 60 days, unless the time for correction was extended by the agency that issued the citation.

(5) The prior tenant was the spouse, child, parent or grandparent of a landlord who recovered possession of the unit pursuant to RMC 11.100.050 (a) (6).

(6) The prior tenant vacated the property as a proximate result of the conduct by the landlord such that the vacancy is non-voluntary, except for evictions for just cause as provided under RMC 11.100.050.

703. Voluntary and Non-Voluntary Vacancies

(A) For the purposes of this Regulation, a "voluntary" vacancy shall mean a vacancy that results from the independent choice of the tenant, without intimidation, pressure, or harassment.

(1) For purposes of this section “abandonment" is defined as the tenant's independent choice, without intimidation, pressure, or harassment to relinquish all right and possession of the premises, with the intention of not reclaiming or resuming its possession or enjoyment, and the landlord terminates the tenancy pursuant to Civil Code Section 1951.3. Such abandonment is considered voluntary.

(B) Non-Voluntary Vacancy means a vacancy resulting from conduct by the landlord which constitutes:

(1) Acts prohibited by law,

(2) Constructive eviction

(3) A breach of the covenant of quiet enjoyment of the property.

(4) Harassment

(5) Threats to withdraw the property from the rental market pursuant to the Government Code Section 7060-7060.7 (Ellis Act),

(6) Or notices of any kind that negligently or intentionally misrepresent to a tenant that they are required to vacate the controlled unit.

(C) "Harassment" shall be defined as a knowing and willful act or course of conduct directed at a specific tenant or tenants which:
ITEM H-1
ATTACHMENT 1

(1) Would cause a reasonable person to fear the loss of use and occupancy of a residential unit or part thereof, or of any service, privilege or facility connected with such use and occupancy, without legitimate reason or legal justification;

(2) Materially interferes with a tenant's peaceful enjoyment of the use and/or occupancy of a residential rental unit

(3) A single act may constitute harassment for purposes of determining whether a vacancy was voluntary. A course of conduct is a pattern of conduct composed of a series of acts over a period of time, however short, evidencing a continuity of purpose.

(4) Acts constituting harassment include, but are not limited to the following:

(a) Eviction on the grounds of owner or relative occupancy pursuant to Rent Ordinance section 11.100.050 (a) (6) which is not in good faith.

(b) The threat or repeated threat to evict a tenant in bad faith, under circumstances evidencing the landlord's purpose to cause the tenant to vacate a controlled rental unit.

(c) Reduction in housing services under circumstances evidencing the landlord's purpose to cause the tenant to vacate a controlled rental unit;

(d) Reduction in maintenance or failure to perform necessary repairs or maintenance under circumstances evidencing the landlord's purpose to cause the tenant to vacate a controlled rental unit;

(e) Abuse of the landlord's right of access into a residential unit within the meaning of California Civil Code §1954;

(f) Verbal or physical abuse or intimidation;

(4) A vacancy occurring as result of the filing of a Notice of Intent to Withdraw under Government Code Section 7060-7060.7 (the Ellis Act) shall not be considered voluntary.

(5) A tenancy and subsequent vacancy created as a sham shall not be considered voluntary. A sham tenancy may be presumed where the occupant did not have a bona fide landlord-tenant relationship with the landlord, or occupied the property for less than four (4) months and principally for the purpose of vacating the property to establish eligibility for vacancy-related increase.

704. No Vacancy Rent Increase for Existing Tenants

(A) The maximum lawful rent ceiling for any controlled rental unit that is occupied by an existing tenant shall not be increased under the provisions of this Regulation, while the existing tenant occupies their unit. For purposes of this Regulation, "existing tenant" refers to all persons who are defined as "tenants" pursuant to Rent Ordinance section 11.100.030(r), i.e. any renter, tenant, subtenant, lessee, or sub-lessee of a rental unit, or any other person entitled under the terms of a Rental Housing Agreement, written, oral or implied, to the use or occupancy of such rental unit.
(B) No existing tenant shall be required to vacate a controlled rental unit as a result of a covenant or condition in a rental agreement requiring the tenant to surrender possession.

705. Increase and Decrease Petitions

Nothing in this Regulation prohibits tenants or landlords from filing rent decrease or increase petitions pursuant the Board's regulations.

706. Fraud or Intentional Misrepresentation

Any increase in the maximum allowable rent authorized pursuant to this regulation that is obtained by fraud or misrepresentation by the landlord or his or her agent, servant, or employee shall be void.

707. Subletting

(A) An owner may increase the rent by any amount allowed by Civil Code section 1954.50 et seq., and subsection (B) of this Regulation, to a sub-lessee or assignee where the original occupant or occupants who took possession pursuant to the rental agreement with the owner, no longer permanently reside there. The term “original occupant” as used herein includes any tenant or subtenant who, with the landlord's knowledge, was residing in the unit on or before July 21, 2015 or when the landlord last established an initial rent for the unit.

Within fifteen (15) days of any rent increase pursuant to this Subsection, Tenancy Registration form(s) described in Subsection (K) shall be filed with the Board.

(B) Where one or more of the occupants of the premises pursuant to the agreement with the owner provided for above, remains an occupant in lawful possession of the dwelling or unit, this subdivision shall not apply to partial changes in occupancy of a dwelling or unit made with the consent of the owner. Nothing contained in this subsection shall establish or create any obligation of an owner to permit or consent to a sublease or assignment.

(C) Acceptance of rent by the landlord shall not operate as a waiver or otherwise prevent enforcement of a covenant prohibiting sublease or assignment, or as a waiver of an owner's rights to establish the initial rental rate, unless the landlord has received written notice from the tenant that is a party to the agreement and thereafter accepted rent. The landlord's right to establish the initial rent shall not be waived if, after receiving written notice that the last original occupant has vacated the premises, the landlord agrees in writing with any tenants still occupying the unit that the landlord's right to establish the initial rental rate, consistent with Civil Code section 827, shall be extended for up to six months following receipt of the notice.

(D) A landlord may not unilaterally impose or require an existing tenant to agree to new material terms of tenancy or a new rental agreement, unless the provisions are substantially identical to the prior rental agreement.
(E) Where the landlord initially rents a rental unit to a tenant and authorizes more than one tenant to occupy the unit, but fails to place the name of more than one tenant on the lease, all tenants who occupy the unit within one month, with permission of the landlord, express or implied, shall be considered to be original occupants.

708. Rent Level following an Owner Move-In Notice or Eviction

(A) A written or oral request from a landlord to vacate a unit so the landlord or a qualifying relative of the landlord may occupy the unit as his principle residence shall be treated as a Notice to Terminate Tenancy pursuant to Civil Code section 1946 for the purpose of determining the rent level when the unit is subsequently rented.

(B) A landlord who serves a 30 or 60-Day Notice of Termination of Tenancy pursuant to Richmond Municipal Code section 11.100.050(A)(6) for the purpose of recovering possession of the unit for their own use and occupancy as a principle residence or the principle residence of a qualifying relative may rescind the notice or stop eviction proceedings but, if the tenant vacates within one year of the date of service of the notice, the tenancy is presumed to have been terminated by the owner as a result of the notice. The rental rate for the next tenancy established in the vacated unit shall be no more than the maximum allowed under the Rent Ordinance for the tenant who vacated, plus any subsequent increases authorized by the Rent Board.

(C) This presumption applies even though the tenant vacates the unit after the notice has been rescinded. A written statement from the tenant that they are leaving of their own volition signed as part of a settlement whereby the tenant is required to vacate the unit is insufficient to rebut this presumption.

(D) A landlord may rebut the presumption at a hearing based on a preponderance of the evidence. Such a hearing shall follow the process established for an Individual Rent Adjustment.
Chapter 8: Subchapter C. Standards for Individual Rent Ceiling Adjustments

871. Purpose of Subchapter

The purpose of this subchapter is to protect tenants from unwarranted rent increases, while at the same time allowing rent levels which provide landlords with a fair return on their investment. It is the intent of these regulations that individual upward adjustments in the rent ceilings be made only when the landlord demonstrates that such adjustments are necessary to provide the landlord with a fair return on investment under the Rent Ordinance (RMC Sections 11.100.070 (e - k) and as required by the California or United States Constitution.

872. Procedure

Unless otherwise specified, petitions for rent increases and decreases under this Subchapter shall follow the procedures in Chapter 8 Subchapters A and B.

Regulation allowing rent ceiling (MAR) to decrease or increase based on a decrease or increase of allowable occupants

873. Changes in Number of Tenants

(A) Base Occupancy Level. The base occupancy level for a unit shall be the number of Tenants allowed by the lease or rental agreement for the unit effective July 21, 2017 or at the beginning of any subsequent tenancy established after a vacancy.

(B) Increase in Tenants

(1) Agreement to increase the number of tenants allowed by the lease or rental agreement above the base occupancy level for that unit shall be grounds for an increase in the Maximum Allowable Rent of up to ten percent (10%) for each additional tenant above the base occupancy level, in addition to any rent ceiling adjustment to which the landlord is otherwise entitled. A petition seeking rent adjustments solely for increased tenants will be processed under subsection (D) of this regulation.

(2) No rent ceiling increase for additional tenants, as provided for in subsection (B) (1), shall be granted for any additional tenant who is a spouse, registered domestic partner, child, grandchild, grandparent, legal guardian of a child or parent of any of the tenants, unless the tenants agree in writing to the specific rent ceiling increase.

(3) If the number of tenants actually occupying a rental unit as a principal residence decreases subsequent to any rent ceiling increase for additional tenants granted pursuant to subsection (B) (1), then the rent ceiling for that unit shall automatically decrease, by the amount of the rent ceiling increase that is no longer justified, as a result of the decrease in the number of tenants.

(C) Decrease in Number of Tenants Allowed.

If any policy or policies imposed by the landlord unreasonably prevent the tenants from maintaining the base occupancy level for that unit, then the rent ceiling for that unit shall be
decreased by an amount equal to the percentage by which the number of allowable tenants has been reduced. As used in this regulation, "policy" or "policies" means any rule, course of conduct, act or actions by a landlord.

(D) Petitions for Rent Increases

Grounds for Tenant Objection. Tenants subject to petitions under subsection (B) (l) may file objections with the Board only on the following grounds:

(1) The tenant did not agree or chooses to retract the agreement to add additional tenants and pay an additional amount as allowed under (B) (1).

(2) The additional tenant claimed by the landlord as justifying a rent increase is a spouse, registered domestic partner, child, grandchild, grandparent, legal guardian of a child or parent of any of the tenants, and the tenant(s) were not informed that they did not need to agree to an increase for such person(s).

Regulation allowing rent ceiling to increase or decrease based on an increase or decrease in space or services provided

874. Changes in Space or Services

(A) Increase in Space

Rent ceilings may be adjusted upward when, with the written agreement of the tenant(s), there is an increase to the usable space or the housing services beyond that which was provided to a unit on July 21, 2015 or when the base rent was first established.

(1) Additional or reconfigured space. Where a landlord adds habitable living space to a unit or reconfigures it, the lawful rent ceiling for such unit shall be permanently increased as provided under Section 8XX Capital Improvements.

(2) Additional services. Where a landlord adds non-habitable space or increases the services provided to a unit, the lawful rent ceiling for such unit shall be increased by an amount representing the market value of the additional space or increased services.

Increases may be denied if a tenant objects and the added or reconfigured space or the services do not clearly benefit a majority of the affected tenants. If the additional or reconfigured space or the services are subsequently reduced or eliminated, the rent increase authorized herein shall be reduced or terminated. Any increase for an additional bedroom shall result in an increase to the base occupancy level for an additional occupant.

(B) Decrease in Space or Services; Substantial Deterioration; Failure to Provide Adequate Services; Failure to Comply with Codes, the Warranty of Habitability or the Rental Agreement.
1. Decreases in Space or Services. Rent ceilings shall be adjusted downward where a landlord causes a tenant to suffer a decrease in housing services or living space, from the services and space that were provided at the unit on July 21, 2015 or from any services or space provided at the beginning of the tenancy. The amount of the rent decrease is calculated by multiplying the percentage of impairment of the tenant's use of and benefit from the unit (as a result of the reduction in living space or housing services) by the rent ceiling in effect at the time of the impairment, and for past decreases, multiplied by the period of time the impairment existed. In determining the amount of the downward rent adjustment by the percentage of impairment of use/benefit method, the hearing examiner may consider the reasonable replacement cost of the space or service in question.

2. Denial of Petitions for Unilateral Removal.

The Board will not accept petitions from landlords who seek a rent ceiling decrease for the unilateral removal or reduction of space or services from a tenant's base level space or services. Landlord petitions shall be accepted only when a tenant has expressly agreed in writing to the removal of such space or services. "Base level space or services" are the housing services or living space that were provided at the unit on July 21, 2015 or at the beginning of the tenancy.

3. Inadequate Services, Substantial Deterioration

Rent ceilings shall be adjusted downward for any substantial deterioration in a rental unit and/or for any failure to provide adequate housing services occurring during the petitioner's tenancy. For purposes of this subsection, a substantial deterioration means a noticeable decline in the physical quality of the rental unit resulting from a failure to perform reasonable or timely maintenance and adequate housing services means all services necessary to operate and maintain a rental property in compliance with all applicable state and local laws and with the terms of the rental agreement. The amount of the rent decrease is calculated by multiplying the percentage of impairment of the tenant's use of and benefit from the unit (as a result of the deterioration or failure to provide adequate service, violation, breach or failure to comply) by the rent ceiling in effect at the time of the impairment.


(A) Where a condition at the rental unit threatens the health or safety of the occupants but does not actually impair the use of the unit, the rent ceiling decrease shall be in an amount that reflects the reduction in value of the premises due to the unsafe or unhealthy condition.

(B) A substantial lack of any of the affirmative standard characteristics for habitability set forth in Civil Code section 1941.1 shall be deemed a violation of the warranty of habitability and the rent ceiling shall be decreased by no less than 10% or, for a violation of subsections (b), (c) or (d) of Civil Code section 1941, no less than 20%, until the condition is corrected, notwithstanding seasonal variations in or an absence of impairment to a tenant's use of or benefit from the unit.
(C) The rent decrease authorized under this subsection for a violation of the warranty of habitability or for a code violation that poses a significant threat to the health or safety of tenants (e.g., dangerous window bars, missing smoke detector) shall be automatically doubled prospectively if proof of correction of the violation is not submitted to the Rent Board within 35 days of mailing of the hearing examiner's decision unless the landlord establishes that the violation cannot be corrected within that time due to circumstances beyond the landlord's control.

(D) No rent shall be charged for a period in which the landlord is found to be in violation of California Civil Code Section 1942.4. (E) For purposes of this subsection, a breach of the warranty of habitability occurs when the rental premises are not in substantial compliance with applicable building and housing code standards, which materially affect health and safety. Minor housing code violations which do not interfere with normal living requirements do not constitute a breach of the warranty of habitability.

5. Rent ceiling reductions pursuant to this Section shall be effective from the date the landlord first had notice of the space or service reduction, deteriorated condition, service inadequacy, or code or habitability violation in question and shall terminate on the date of the first rent payment due after adequate proof has been submitted to the Board that the condition for which the reduction was granted no longer exists.

6. A tenant who files a petition pursuant to this regulation must be able to establish the basis for the reduction and when the landlord first received notice of the decreased service, deterioration, code violation or habitability violation. Notice may be actual or constructive. A landlord is deemed to have notice of any condition existing at the inception of a tenancy that would have been disclosed by a reasonable inspection of the premises. A copy of a housing code inspection report from the City of Richmond should be submitted with the petition.

875 – 880 for MNOI, Capital Improvements, Historically Low Rent, etc.

Regulation establishing process for repayment of rent overcharges.

881. Overcharges and Other Violations

(A) Overcharges. If on or after July 21, 2015, the landlord has received rent in violation of the Ordinance, the landlord shall be ordered to refund the overcharge. Any overcharge refund shall be paid to the person or persons overcharged, except as provided in Subsection (B) below. For purposes of this Regulation, any receipt or retention of rent, including security deposits and interest earned on security deposits, in violation of any order, rule or regulation of the Board or any other applicable law shall be deemed to be an overcharge.

(B) Overcharges paid by former Tenants. If any of the rent overcharge was received from former tenant(s), the landlord shall make reasonable efforts to find the former tenant(s) and refund the
overcharge. The landlord shall notify the Board in writing of the nature, extent, and result of those efforts within 60 days of the overcharge refund order.

If the landlord does not refund any past overcharge(s) to any former tenant(s) within 60 days, or has made reasonable but unsuccessful efforts to locate the former tenant(s), the landlord shall pay the overcharge(s) to the Rent Stabilization Board to be held in trust for the former tenants for one year. Each year, no later than the second meeting in March, staff shall provide the Rent Board with an accounting of any unclaimed funds, following which, the Board, by resolution, shall designate a program of the City of Richmond that benefits low- and/or moderate-income tenants to which the unclaimed funds shall be transferred.

(C) Other Violations. If the landlord has failed to comply with the Ordinance or any rule or regulation of the Board or in any way charges unlawful rent, the hearing examiner may make an appropriate order for compliance or other appropriate relief.

(E) Limitation on Liability for the Refund of Overcharges.

(1) Except as provided in subsection (2), no order for the refund of rent overcharges shall require the repayment of overcharges that were actually received by the landlord more than three years prior to the date upon which the Individual Rent Adjustment petition is filed.

(2) The three year limitation period shall not apply and the landlord shall be ordered to refund to the tenant(s) of the affected unit(s) that portion of the rent payments made by such tenant(s) that have been illegally retained by the landlord from the date which the tenant(s) first paid excess rent, upon proof of any of the following:

(a) the landlord willfully failed to register the affected property, or

(b) the landlord willfully provided false or inaccurate information to the Board and the tenant(s) were thereby induced to pay excess rent in reliance upon said information, or

(c) the landlord, through threats of eviction, physical violence, coercive actions, or intentional misrepresentation on which the tenant reasonably relied, prevented a more timely filing of the petition.

(3) If landlord has willfully failed to register the affected property, the three year limitations period shall commence to run on the date upon which the landlord completes all required registration forms for the affected property.

(F) Supporting documentation.

For tenant petitions under this Regulation, the documentary evidence attached to the petition shall include any copies of canceled checks, rent receipts or other documentary evidence of the claimed overcharge. If no such documentary evidence is in the possession of the tenant, the tenant shall state on the petition that they do not have documentary evidence of the overcharge and set forth the factual basis for the claim of overcharge. Where the basis of any overcharge is
ineligibility for Annual General Adjustments due to violation of housing codes, the tenant shall attach documentation indicating that the unit was in violation of the warranty of habitability on September 1st of the applicable year. Such documentation may include a copy of an inspection report issued by the City of Richmond.

Regulation establishing process for restoration of Annual General Adjustments after a landlord comes into compliance with the Ordinance.

882. Petition to Obtain Previously Lost Annual General Adjustments (AGAs)

(A) General. When an owner who has previously been out of compliance comes into compliance with the ordinance, regulations, or applicable housing, health and safety codes, all AGAs lost during the period of noncompliance may be granted prospectively. For any residential unit which has been registered and for which a base rent has been listed or for any residential unit which an owner can show, by a preponderance of the evidence, a good faith attempt to comply with the registration requirements, all annual rent adjustments which may have been denied during the period of the owner's non-compliance shall be restored prospectively once the owner is in compliance with the ordinance or regulation.

In addition, to be eligible, the owner must state under penalty of perjury that the unit is in substantial compliance with the ordinance, regulations and applicable codes. Specifically, the owner shall certify to payment of all fees and penalties owed to the Richmond Rent Program (RRP) which have not otherwise been barred by the statute of limitations, substantial compliance with applicable local and state housing code provisions, and satisfaction of all claims for refunds of rental overcharges brought by tenants or by the RSP on behalf of tenants of the affected unit.

The owner is not entitled to recover any AGA's which have been previously regained through a net operating income analysis or, for new tenancies that were established after the loss of the AGA.

(B) Petition. Upon the petition of the landlord, the owner's eligibility for previously lost AGA's shall be determined. At the time of filing the petition, the owner shall submit a proof of service showing that all affected tenants have been provided with a complete copy of the documents filed.

Chapter 8 Subsections A and B of these regulations shall govern all additional petition procedures for AGA petitions.
Increases in Operating Expenses, Fair Return Standards

What do you think are the most important factors to consider in setting a fair return standard?

• One factor includes the high costs that Landlords must pay to improve their rental units and keep them up to code.

• Units damaged by previous tenants are another financial burden a landlord has to face.

• Insurance costs to landlords are increasing due to the ability to not add addendum to the current lease (Tenant insurance).

• Considering mortgage payments is an important factor.

• Due to some of their rental units having large families, many Landlords have seen an increase in their utility bills.

• Property taxes have also seen a hike for many Landlords in the previous years.

• Consider the fees that Landlords must pay to conduct business in the City of Richmond (Business License, Fire Prevention, Rental Inspection, and Rental Housing fee).

• Depending on the number of units that a building has, there is a scheduled time as to when they must refinance the building.

• Consider the costs for legal services for issues with tenants.

• Landlords feel that the Annual NOI should stay above the AGI.

2. What did you like or dislike about any of the fair return models presented?

• Landlords disliked that there was no transparent remedial courses of action regarding tenant and Landlord responsibilities for claims and actions.

• A couple of Landlords did not like the ROI model presented.

• Landlords thought the MNOI model was okay but had questions in regards to excluding the debt service and the rent rollback.
• The ROI model was also questioned and some Landlords wanted to know what exactly was the investment and if it included mortgage payments.

3. Please share any additional comments or questions in the space below:
   • A question arose that if a Landlord were to create a rule requiring renter’s insurance, would that be considered a “rent increase”?
   • Many Landlords voiced their disapproval of the fact that tenants were allowed to add more tenants into their unit and the Landlord could not increase the rent automatically.
   • The ROV model also had a few questions in regard to some of the wording used such as the meaning of “value”.
Increases or Decreases in Space, Services or Habitability

1. What do you think are the most important factors to consider in establishing rent increase or decrease standards for increase or decreases in services, or habitability issues?

   • If the problem means the renter has to move temporarily (mold abatement) they would get a relocation payment so rent decrease should not apply.

   • If a decrease in service is based on the landlord bringing the property into compliance with the code then this should not be seen as a decrease in service & not be eligible for a rent decrease.

   • The most important factors in establishing a rent increase or decrease should be habitability, the level of inconvenience, lack of safety, and whether or not a code violation is involved.

2. What do you like or dislike about any of the standards presented?

   • I don’t think landlords should be held liable for pests brought in by renters nor should they have to pay relocation fees for time of abatement.

   • I like the standard that takes into account the market value of the service/ space that is being decreased or increased. Using a dollar range seems arbitrary.

3. Please share any additional comments or questions in the space below:

   • Changes in rent and habitability are a complicated issue and should be reviewed on a case by case basis.

   • Require landlords to respond to tenant notices in a reasonable amount of time. For example 5 business days, there could include a monetary penalty for non-compliance.

   • Confusion about occupancy. If one tenant moves out the rent decreases by 25%, but if one is added we can only raise the rent by 10%?

   • Notations entered clearly into database for responsibilities regarding claims of service or habitability – tenant responsibility or landlord responsibility?

   • How can we apply lease items to decreases in space (like a parking space) - regarding breaches in the lease?
1. What do you think are the most important factors to consider in establishing standards for increasing the rent for capital improvements?

- Make improvements for rent increases.
- Good landlords improve property values.
- Resolution should allow a reasonable time period for the cost of repairs to be gradually written off.
- Set a cap on percentages that can be passed through the cost of rent.
- If the capital improvement cap is lower than 10% of the rent, the capital improvement increase should be permanent and be added to the base rent of the unit.
- Owners need to be able to recoup capital improvements.
- Tenants and landlords should be able to negotiate non-capital improvements.
- The board should consider all improvements made on a case by case basis.
- Determine whether the proposed work is required or an optional upgrade. Even if the work is required for code compliance the landlord is responsible for daily repairs and maintenance and that needs to be covered by the base rent not considered an improvement.
- A 5 year amortization schedule is reasonable.
- The considerations should be type of improvement and benefits to the tenant.
- Capital improvements should be dependent on whether it is necessary or not.
- Capital improvements are permanent improvements and the rent increase should also be permanent.
- Capital improvements should depend on whether it is necessary or not.
- Capital improvements from the past 5 years should be included in the rent rate adjustment.
2. **What do you like or dislike about any of the standards presented?**

- Do not want the standard for capital improvements to be too narrow. Review capital improvements to be passed because if you don’t allow landlords to pass through capital improvements landlords will not want to invest and properties become eyesores.

- If capital improvements cannot be passed on then most of them will not be completed.

- Capital improvements should be retroactive to year 2015. I made many changes to the apartment and then rents were frozen. I should be allowed to raise the rent based on the improvements.

- Pass through costs and the percentages you can pass on should take into account how long the tenant has been there. I disagree on capping the percentage of pass through costs. If the tenant never leaves they are getting all the benefit.

- Giving tenants the option to pre-approve optional capital upgrades along with rent increases could be considered.

3. **Please share any additional comments or questions in the space below:**

- Capital improvements mean an increase in property value. Why does the tenant have to pay for the landlords increase in property value?

- Policy should be balanced.

- Consider low interest loans for capital improvement projects. It is hard to save for projects under rent control.

- Guidance on the definition of capital improvements with primary examples is needed.

- Property owners need to be supported in maintaining the property.

- Capital improvement should include aesthetic improvements.

- Things that should be included as a possible pass through are: roof, exterior paint, heating, electrical, windows, fencing, appliances, railings, screens, and seismic retrofits.

- Remodeling of the bathroom and/or kitchen should be considered a capital improvement.
• There needs to be a fairness ratio. If you bought a property with old systems why should the tenant bear all the costs of the upgrade?

• If you allow less than 100% of total cost you end up with a circular argument where I would file a petition for fair return.

• Giving tenants the option to pre-approve optional capital upgrades along with a rent increase could be considered.

• Capital improvements extend the life of the property.

• There needs to be a provision for the tenant’s constructive damage of the rental unit.

• Need clarity on definition of capital improvements.

• Distinction is necessary between required and optional improvements.

• Tenant has the option to receive optional improvement but will see a rent increase.

• Do we want to give tenants an opportunity to request an upgrade and pay the rent increase?

• When can a rent increase take effect?
Historically Low Rents

1. **What do you think are the most important factors to consider in establishing standards for increasing the rent due to historically low rents?**

   - The Rent Program/Board should research market rents from public sources like Zillow and Single-Family Home rents to reflect a true natural rent baseline.

   - The Rent Program/Board should take into consideration the increasing operating expenses that they face and the low amount of fair return that they make with the max 6.56% AGA.

   - Rental market rates differ depending on the neighborhood and zip code which is something that Landlords feel should be analyzed by the Program.

   - Consider rental market rates for 2015.

   - Other factors included the type of unit, the condition of the unit, and how long the tenant has been living in the unit.

   - The Program/Board should financially analyze how much it would take for Landlords with historically low rents to reach market value.

   - The 2015 HUD Income Limits should be used to establish standards for Landlords with historically low rents.

   - Analyzing rental units that are not subject to rent control could better help set the standards for Landlords with historically low rents.

2. **What did you like or dislike about any of the standards or policy options presented?**

   - Landlords dislike the fact that no account has been taken of the economic changes in the area including gentrification & high property values that are continuing to rise.

   - Landlords disliked the fact that the current rate cap/base rent rollback penalizes landlords that were being nice to their tenants when their tenancy began.

   - Landlords also dislike the fact that they are keeping their units in perfect condition and cannot make a fair rate of return.

   - One of the main critiques of the policies was that the rental market rate for 2015 was not taken into consideration when coming up with the AGA percentages.
3. Please share any additional comments or questions in the space below:

- Rent appraisals need to be done via neighborhoods and not the city as a whole due to different neighborhoods having different rental rates.

- Having to give a full relocation payment to tenants also affects their financial stability and a regulation is needed so landlords with historically low rents could pay a reduced fee instead of the set relocation payment fee.

- Landlords should be given special AGA percentages to be able to reach the minimum standard in the City.

- Having to give excess rent refunds for rent increases in the previous years is making it difficult for them to stay in the rental market. o There should be an exemption where Landlords with historically low rents should not have to give back excess rent refunds.

- Having to rollback their rents makes it even more difficult to get anywhere near the market rate.

- The Rent Program is more of an insurance program for a tenant that seeks to punish Landlords financially.

- Landlords with historically low rents should be allowed to raise their rent to a certain percentage of what the market was in 2015.

- The Rent Program/Board should set an average rent for 2015 and allow Landlords to increase it from there.
Please accept my comments for consideration in your upcoming meeting. For the individual rent adjustment considerations, I would like to weigh-in on the following:

1. **Providing for a fair return standard for landlords:** If landlords are not afforded a fair rate of return on their rental properties, in comparison to other investment areas, then inevitably Richmond will end up with more and more run-down housing stock. When the rent for an apartment is locked-in at a price much lower than the going market rent, landlords will have very little incentive to invest money in maintaining and improving their property. This causes landlords to do the bare-minimum in upkeep and spending money, which is a rational response to not receiving a fair return on investment. I would ask that you please take to heart this upspoken down-side to rent control that often gets ignored.

2. **Tenants adding more occupants than allowed:** The California Department of Fair Employment and Housing (DFEH) recommends two persons per bedroom plus one additional person for the overall rental unit. What happens in many cases is that one person is on the lease, but then there are many more people than the max recommendation staying in the apartment. This causes an increase in wear on the apartment and common areas, adds to parking congestion, and adds to utility costs when the landlord pays for utilities. I think that the Rent Control Board should allow for a fair increase in rent (perhaps as a percentage of current rent) if tenants exceed HUDs recommendation for occupancy.

3. **Capital/Building improvements:**
   a. It is imperative that owners can recoup the cost of capital improvements within a reasonable length of time. Owners will look at the opportunity cost of deploying their capital on building repairs vs. investing elsewhere. Amortizing the repairs over anything longer than 5 years makes most capital improvements not cost-effective.
   b. Any improvements completed since the rent control board went into effect, but before an official hearing has been completed should be included when considering a rent adjustment. Many landlords have filed petitions many months ago, but have been unable to wait on completing capital improvements (for example in the case of health and safety issues). At a minimum any improvements made since January 01 2017 should be taken into consideration. I think it would be more fair if capital improvement consideration were retroactive to the date in 2015 when the baseline for rents were set.
   c. Capital improvements are permanent, and the money spent is money that is not providing the owner a return elsewhere. Therefore, the approved rent increases associated with capital repairs should be permanent and not phase out.
   d. The standard for capital improvements should not be defined too strictly. It should be a case-by-case basis and the default should be that since landlords own their property they can choose which improvements are deemed reasonably necessary. Of course, the rent board could still deem an improvement ineligible for pass through if it deems that the improvements doesn’t improve the quality, safety or use of the building or apartment for the tenants in any way.
4. Historically Low Rents:

a. The pattern of rent increases with historically low rents should be looked at regardless of the date the owner bought the property. That is to say, if rents have a history of low rents and the owner has bought the building recently, the owner should be able to request a rent adjustment based on the historically low rents. If this isn’t the case, and the historically low-rents are only considered since the owner purchased the property, this will have a very negative impact on the housing market. Buildings with low rents will be stuck with those low rents and the value of the building will remain artificially low.

b. The adjustment of historically low rents should not have a cap at some percentage of AGA. Rather, the adjustment should be a function of the low rents vs. a consideration of increasing ALL operating expenses.

Thank you,
Ori Skloot
Richmond Building Owner
To the Rent Board and Staff,

Thank you for the opportunity to review these latest proposed regulations. After a first read, I noticed that the regulations allow for an unlimited number of appeals free of charge. This is also the practice in Oakland and is responsible, in part for a backlog of tens of thousands of cases. Many of these cases involve "frequent fliers" who use the appeals to put off resolution in perpetuity.

This results in the system being unable to provide due process, not only in these cases but in the many others waiting in the wings.

In order to mitigate this, I propose that you charge for appeals. a minimal amount for the first appeal - $5 for example. and for subsequent appeals charge $25, then $125, then $250, then $600, and so on. Capping the number of appeals in addition to charging for them would also help contain this problem. These rules should apply no matter which "side" is asking for appeals.

Also, the regulation makes it clear the housing providers will not get a hearing unless they are in compliance with the law. There is no such provision for renters, I propose that renters must also pay their share of the rent board fee (TBD) and be in compliance with any relevant laws pertaining to the rent board and the City in order to benefit from rent board services as well.

In section 807 "tenants in each affected rental unit" should specify that these are the tenants listed on the lease of the affected unit.

Finally, I ask that you consider continuing this item until next month so that more of my group has the opportunity to read it and make suggestions.

Thanks so much,
Ilona Clark RN

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Be kind, for everyone you meet carries a heavy burden.
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Be kind, for everyone you meet carries a heavy burden.
To the Rent Board and Staff,

I have printed out the 19 pages and have begun reading them after a month of the cold that's been going around and the activities of the holidays. I am sure you have also been affected by them all. Please consider postponing this item until next month so we can do it justice. I very much want to be able to make thoughtful suggestions during this time of examining how to make the ordinance effective and fair.

From the first Rent Board meeting it has been obvious to me how difficult starting up this Board is, and I've been impressed with how hard everyone is working to make it a success. This is one of those times when the public needs to pitch in and help; now we need the preparation time to be able to do so.

Thank you for your consideration on this matter.

Linda Newton