CENTER FOR TOBACCO POLICY & ORGANIZING



Smokefree Housing in Multi-Unit Residences

A Matrix of Policy and Enforcement Options September 2005

The following matrix outlines five different policy options and three enforcement options that communities may adopt to help residents of multi-unit housing reduce or eliminate their exposure to secondhand smoke. A sample ordinance that includes specific legal language for these policy options has been produced by the Technical Assistance Legal Center (TALC) and is available at http://talc.phi.org.

Cities and communities may choose some or all of the policy provisions outlined in this matrix. Although none of the options independently will solve all of the problems associated with drifting smoke in multi-unit housing, most communities are likely to begin by passing only a few of these policy options and then proceed to pass the other, more extensive, policies over time.

This matrix is designed to help coalitions and communities working to create smokefree housing determine which policy option, or set of policy options, is appropriate for them. This is a strategic campaign question, and not a legal one. It requires coalitions to evaluate their decision makers, understand their political environment, assess their allies, consider their resources, and understand their community.

As you begin this discussion with your coalition members this matrix is intended to be a tool to help you evaluate what combination of policies is reasonable and achievable in your community. The discussion below of the advantages and disadvantages considers the potential level of support for these different policy/enforcement options and a community's ability to organize around them.

For quick reference, listed below are the policy and enforcement options included in this matrix:

Policy Options

1. No Smoking Common Areas (page 1)

- 2. Non-Smoking Units (page 3)
- Senior Housing (page 4)
- Affordable Housing (page 4)
- Market Rate Housing (page 5)
- Existing Housing (page 5)
- New Housing (page 6)
- 3. Smokefree Buffer Zones (page 6)
- 4. Disclosure Requirement (page 7)

Policy Discussion

5. Nuisance Ordinance (page 8)

Enforcement Options

- 6. Local Government Enforcement (page 10)
- 7. Required Lease Terms (page 11)
- 8. Private Enforcement (page 11)

Description		
1. No Smoking Common Areas		
Would prohibit	Advantages	
smoking in all indoor and	This is a popular policy option. (See Poll Results on page 2.) This may be a good first step on the road to passing other smokefree housing policies.	
outdoor common		
areas.	Current state law already bans smoking in indoor common areas if they are workplaces. This policy option would extend this prohibition to all indoor common	
Also, allows a	areas - whether they are workplaces or not - and would also prohibit smoking in	

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landlord to	outdoor common areas (such as courtyards, entryways, pool areas, and parking lots).
designate an outdoor smoking area.	There are many communities that have already passed these types of policies. This makes it easier to pass this policy in your community because it provides an example to show decision makers the policy works. (See Real Life Examples.)
	This common-sense approach may be comfortable for policy makers, because it does not involve regulating activity inside anyone's home.
	<u>Disadvantages</u> This policy option does not address the root of the problem, which is secondhand smoke drifting into an apartment from neighboring apartments or balconies and patios.
	If smoking is banned in outdoor areas, smokers may be driven back into their apartments where they may expose their families and neighbors to secondhand smoke.
	In general, this would be a hard policy to enforce because it is not easy to pinpoint violators. The smoker would need to be caught in the act of smoking in order for an enforcer to know who was responsible for the drifting smoke. On the other hand, you may be able to spot regular violators relatively easily.
	Prohibiting smoking in indoor common areas would provide few public health benefits because most indoor common areas are already smokefree through the state law prohibiting smoking in enclosed workplaces.
	Poll Results The Center polled 600 apartment tenants in 2004. They were asked about smoking in indoor and outdoor common areas:
	Only 39% of those polled were aware that indoor common areas were already non- smoking.
	67% support making outdoor common areas (entryways, swimming pools, courtyards) non-smoking.
	(For more information visit www.californialung.org/thecenter)
	<u>Real Life Examples</u> Over 70 communities in California already prohibit smoking in all indoor common areas of multi-unit housing buildings (beyond those that are already workplaces).
	In addition, five communities in California prohibit smoking in both indoor and outdoor common areas of multi-unit buildings. These communities are: Arcata, Chico, Davis, Healdsburg, and Laguna Woods.
	Enforcement This policy can be passed with just the basic "Enforcement" provision (see page 9), which means only the local government can enforce this ordinance.
	Another enforcement option is the "Lease Terms" provision (see page 9), which would require that the smoking restriction be included in the lease agreement. This would allow the landlord, as well as other tenants, to enforce the no smoking lease terms against violators.
	A "Private Enforcement" option (see page 11) can also be passed allowing any private citizen (even one who does not live in the building or who was not exposed to secondhand smoke) to enforce the ordinance through a lawsuit.

Advantages
This option is the one likely to protect the most Californians from secondhand smoke
exposure.
There are numerous voluntary examples that can be used to demonstrate to policy
makers and the community at large that requiring non-smoking units and non-smoking sections can be a very successful policy. This will strengthen your argument that this
policy will work community wide.
policy will work community wide.
Public support is highest for creating non-smoking units than for any other policy
option. (See Poll Results.)
For the most part, this policy is likely to be self-enforcing because renters can choose
to move into units that are either smoking or non-smoking, depending on their
preference.
There is strong support among tenents for evicting tenents where the states the sec
There is strong support among tenants for evicting tenants who violate the non- smoking policy if they are given multiple warnings.
smoking policy if they are given multiple warnings.
In order to overcome opposition it is important to clarify that smokers may rent a non-
smoking unit, so long as they do not smoke in the unit.
The enforcement of this option can be constructed so that the first violation is just a
warning. This ameliorates the problem of guests accidentally smoking in the unit.
Disadvantages
This policy proposal will stimulate significant opposition. Landlords will be concerned
about whether they will be able to rent all their units, about whether they will be
responsible for enforcing the non-smoking provision, and whether they will be held liable by non-smoking tenants if someone violates the smoking restriction.
The issue of what to do about existing tenants who smoke may create political
problems or weaken the ordinance.
The ordinance has a "grandfather" clause that allows current smoking tenants to
continue smoking in their unit for as long they live in the unit, even if it is designated
as non-smoking. Although this clause may be necessary, this would weaken any
policy by failing to protect many non-smokers from secondhand smoke exposure.
• Alternatively, rather than being for an indefinite period of time, the "grandfather" clause can be set for a specific time period, such as six months or a year.
 Another option would be to offer smoking tenants an incentive to move to a
designated smoking unit. However, incentives could make the ordinance more costly
and increase opposition.
Poll Results
In the Center poll, tenants were asked whether or not they favor a law that would
require all apartment buildings to offer non-smoking sections (where all units, patios,
and balconies in the section were non-smoking).
45% strangly favor this policy
45% strongly favor this policy 24% somewhat favor
11% somewhat oppose
17% strongly oppose this policy
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(Results from the Center poll of 600 apartment tenants in 2004. For more information
visit www.californialung.org/thecenter)

smokers whose units are in areas of a building that is to become non-smoking.	units in new affordable The Housing Authority buildings as non-smo The Santa Barbara H complex. <u>Enforcement</u> This policy can be pa	Oaks adopted a policy in September 2004 requiring that 30% of e housing be non-smoking. y of the City of Madera designated two out of three senior	
	who violates the lawThe local government	nent could enforce the non-smoking requirement against a tenant w by smoking in a non-smoking unit. nent could enforce the law against a landlord for failing to set	
	aside the required percentage of non-smoking units. Another enforcement option is the "Lease Terms" provision (see page 9), which would require that the smoking restriction be included in the lease agreement. This would allow the landlord, as well as other tenants, to enforce the no smoking lease terms against violators.		
	A "Private Enforcement" option (see page 11) can also be passed allowing any private citizen (even one who does not live in the building or who was not exposed to secondhand smoke) to enforce the ordinance through a lawsuit.		
	Non-Smoking Units Senior Housing	Advantages By focusing away from broader market rate housing, not as many people would be affected, and therefore the ordinance may not encounter as much public opposition.	
		Seniors often have serious health conditions that could be made worse by secondhand smoke. This could make the argument for this policy stronger.	
		Disadvantages Because this type of policy would only encompass a small percentage of rental housing it would not cover all of the people who need protection from drifting secondhand smoke, such as families.	
		In addition, it may be extremely difficult to relocate seniors who currently smoke in a unit that is to be designated non-smoking.	
	Non-Smoking Units Affordable Housing	Advantages By focusing away from market rate housing, not as many people are affected, and therefore the ordinance may not encounter as much public opposition.	
		Because government money is used to pay for the building or for subsidizing the rent, some people may see this as a stronger reason for why government should be involved in its regulation. This view could make this ordinance a good first step in this policy area.	

	Low-income residents of multi-unit housing are particularly vulnerable to drifting secondhand smoke. Low-income residents have few alternative housing options, have a harder time moving, and are more fearful of complaining to a landlord. In addition, there are often higher rates of smoking in this population, which creates more opportunities for exposure to drifting smoke. Disadvantages Because this type of policy would only encompass a small percentage of the market it would not be covering all of the people who need protection from secondhand smoke. Tenants' rights groups may be uncomfortable because such a policy might result in evicting those who have very limited housing options. It may be harder to find individual tenants in these populations willing to speak out. People may be concerned that this policy will make it harder for low-income tenants to find the type of housing they need, because their pool of potential housing will be narrowed even more by the designation of non-smoking vs. smoking units.
Non-Smoking Units Market Rate Housing	Advantages More people will likely be covered by this option than under a subset of the housing market such as senior or affordable housing. Disadvantages Because this option covers more people it is likely to face more opposition. Opponents may be able to make a stronger case that this is an
Non-Smoking Units Existing Housing	 Opponents may be able to make a stronger case that this is an improper restriction on what people can do in their own home. Advantages By covering existing housing this policy option deals directly with problems that people are currently facing in their homes. This would provide a large pool of non-smoking options for people looking for rental housing. Disadvantages With existing housing there are likely to be many smokers who are fearful that their current unit may become non-smoking. This is likely to create significant opposition to your policy. Your campaign team will need to think strategically to decide what to do with those smokers in an apartment unit that is newly designated as non-smoking. Those who currently smoke in their units can be grandfathered in or provided incentives as discussed above.

	Non On able	Adventance
	Non-Smoking Units	Advantages This policy option eliminates the political problems posed by
	New Housing	current tenants who smoke (see above).
	New Housing	current tenants who shoke (see above).
		By only covering new housing it is easier to make entire buildings (rather than just sections of a building) non-smoking because there are no current smokers to deal with. This would provide non-smokers with stronger protection.
		Decision makers might like this as a first step because it covers fewer people and will likely have fewer opponents.
		This policy begins to provide a pool of smokefree housing for those seeking it.
		Disadvantages All of the tenants who are being affected now by drifting secondhand smoke will have no relief in their current situation.
		In some established communities there may be no new multi- unit housing being built.
3. Smokefree Buff	fer Zones	<u> </u>
Would create a	Advantages	
smokefree buffer	-	s the large number of current complaints about people smoking
around the		os and exposing people in neighboring apartments to
windows and		t should be easy to find people willing to testify in favor of such
doors of non-	an ordinance.	
smoking units		
and indoor	This policy is a good	companion piece to the designation of units as non-smoking (see
common areas		ve to encourage the landlord to separate any non-smoking units
where smoking is		uired from smoking units, in order to avoid overlapping balconies.
prohibited.		
		ne easiest policies to enforce because violators (especially those
Would result in prohibiting		will likely be easy to spot by managers or tenants.
smoking on	<u>Disadvantages</u>	
balconies or		cy, this does not address the fundamental problem of smoke
patios near non-		ing apartments. In fact, because this policy would prohibit people
smoking units.		on balconies or patios, this policy may drive smokers indoors see their families and neighbors to secondhand smoke.
This policy option	Boouroo of this nation	stiel for ingrocood emplying indeers, this policy may be mar-
does not make very much sense	difficult to pass politic	ntial for increased smoking indoors, this policy may be more
as a stand-alone		any.
policy. While it	Depending on the law	out of the building, this policy may make it difficult to find a legal
can be passed by		e grounds of the multi-unit housing complex.
itself, ideally, it		
would be passed		poses, it may also be difficult to know whether a smoker is within
with or after non-	the boundary establish	hed as a buffer.
smoking units or		
smokefree	Poll Results	understeed that eccendhand amoly drifted inside from outdoorse
common areas	when polled, tenants	understood that secondhand smoke drifted inside from outdoors:
have been established.	72% thought second	nand smoke drifted inside
องเฉมแงกอน.	25% did not think it d	
The distance		
established as a	(Results from the Cer	nter poll of 600 apartment tenants in 2004. For more information
Page 6 of 12		

buffer zone is a	visit www.californialung.org/thecenter)
strategic policy choice.	Real Life Examples
	There are no examples of this type of policy in the multi-unit housing context.
An alternate	
choice is to pass the buffer around the entire apartment building (rather	However, the State of California has recognized the fact that secondhand smoke drifts indoors from around entrances and exits of buildings, and as a result has banned smoking within 20 feet of a main exit, entrance, or operable window of a government building (Government Code section 7596). In addition, there are some local ordinances that also restrict smoking around windows and doorways.
than just the non- smoking units).	Enforcement
Smoking units).	This policy can be passed with just the basic "Enforcement" provision (see page 9), which means only the local government can enforce this ordinance.
	Another enforcement option is the "Lease Terms" provision (see page 9), which would require that the smoking restriction be included in the lease agreement. This would allow the landlord, as well as other tenants, to enforce the no smoking lease terms against violators.
	A "Private Enforcement" option (see page 11) can also be passed allowing any private citizen (even one who does not live in the building or who was not exposed to secondhand smoke) to enforce the ordinance through a lawsuit.
4. Disclosure Req	uirement
Would require	Advantages
landlords to disclose to	This policy allows non-smokers to make informed decisions about whether or not to rent a unit based on where the smoking and non-smoking units are located.
potential tenants the location of	By disclosing that there are non-smoking and smoking units, this approach could
designated	increase awareness of the issue and of people's right to live in a non-smoking
smoking and	environment.
non-smoking	
units and designated smoking areas.	Landlords may be more favorable to this approach, because this option allows each owner to decide what percentage of the building's units, if any, to designate as non-smoking.
To clarify, this option does not	This policy option would be strongest in conjunction with an ordinance requiring a certain percentage of non-smoking units (see above).
require landlords to find out whether tenants are smokers. Instead, this would merely require landlords	However, this policy option could be passed separately (before the non-smoking units policy). This would require a landlord to point out which units are smoking and which units he/she has voluntarily designated as non-smoking. This could increase awareness of drifting secondhand smoke and perhaps lead to the establishment of more voluntary policies.
to disclose the	<u>Disadvantages</u>
status of a rental	Because there is no requirement that landlords designate any portion of units as non-
unit – whether	smoking, this policy does not do anything to stop drifting smoke.
the unit is designated as	The ordinance puts a burden on the landlord to keep track of which apartment units
smoking or non-	are smoking and non-smoking. Landlords are unlikely to welcome additional legal requirements that they must meet.
smoking.	requirements that they must meet.

	Poll Results The Center asked tenants if they supported disclosure of whether tenants smoked in units adjoining the unit they were considering leasing. Note: This is different than the policy option in the TALC sample ordinance, which, less controversially, only requires the disclosure of whether the unit is a designated non-smoking unit or not. Although the option that was polled raises many more privacy concerns, it was still supported by tenants.
	41% of those polled strongly supported this policy20% somewhat favor13% somewhat oppose23% strongly oppose
	(Results from the Center poll of 600 apartment tenants in 2004. For more information visit www.californialung.org/thecenter)
	Real Life Examples Disclosure requirements are common in housing lease agreements, although none currently exist for exposure to secondhand smoke. For example disclosures are made for lead paint, shared utility arrangements, the existence of the Megan's Law database, known asbestos hazards, dangerous mold, and notice of periodic pest control.
	Enforcement The local government can enforce the ordinance if they find evidence that a landlord has not given potential tenants the floor plan identifying the locations of the smoking and non-smoking units (see page 9).
	A "Private Enforcement" option (see page 11) can also be passed allowing any private citizen (even one who does not live in the building) to enforce the ordinance against the landlord through a lawsuit.
5. Nuisance Ordin	iance
Would	Advantages
specifically identify secondhand smoke as a nuisance.	This provision as written in the TALC sample ordinance provides broad protection from secondhand smoke anywhere in the city or county, not just in multi-unit residences. It allows anyone who is exposed to secondhand smoke without their consent to take the smoker to court seeking money damages or a court order to prevent future smoking.
Doing so makes it easier to prove a case should	Some policy makers may be more comfortable with this option because it is not "telling people what they can do in their own home." It is addressing the issue in a more general way.
someone want to bring a lawsuit for exposure to	Even if the law were not used much, passing a nuisance law would create public awareness of the problem of drifting smoke and its ramifications.
secondhand smoke.	The TALC ordinance only requires one non-consensual exposure to be a nuisance.
It is a strategic	The nuisance policy option would provide protection from drifting secondhand smoke to people living in condominiums, which many of the other policy options do not.
decision whether or not to go with the general	Disadvantages This law requires tenants to take legal action to get help. If it is not used, the law does not protect anyone.

Tenants may be reluctant to sue their neighbors for fear of retaliation from the neighbor. Although there is a provision in the ordinance that makes it unlawful to retaliate, it is unlikely that this will make people feel entirely comfortable.

nuisance option

(as the TALC ordinance does)

or a housing specific nuisance

option (as the State of Utah did).	Individuals may not have the necessary time, money, or familiarity with the court system required to act.
	The poll results demonstrate that this is not a popular policy option with tenants. (See Poll Results.)
	The scope of a nuisance law is broad, and so is the potential opposition. Opposition could come from well beyond the housing industry.
	Poll Results When tenants were polled, they were opposed to passing a nuisance law:
	33% of apartment residents support passing a nuisance law.64% of those polled opposed.
	When asked for more information about their point of view on the proposed nuisance policy 61% of those polled said they did not like the nuisance option because it would result in neighbors suing each other.
	(Results from the Center poll of 600 apartment tenants in 2004. For more information visit www.californialung.org/thecenter)
	<u>Real Life Examples</u> The State of Utah has passed a nuisance law that applies only to housing situations, not to all secondhand smoke exposure. (Unfortunately, this law is very restrictive about what constitutes a nuisance, e.g. the secondhand smoke has to drift in more than once in each of two or more consecutive seven-day periods.)
	Noise and smell are other common nuisance provisions that tenants can enforce against each other.
	Enforcement Anyone who has been exposed to non-consensual secondhand smoke can sue (in either small claims court or regular court). In the housing context, this allows a tenant who has been exposed to secondhand smoke to sue the smoking tenant. In the non- housing context, a citizen could sue anyone who is exposing them to secondhand smoke without their consent.
	Local government could enforce the nuisance provision against the person who was generating secondhand smoke and creating the nuisance (see page 9).
	A "Private Enforcement" option (see page 11) can also be passed allowing any private citizen (even one who does not live in the building or who was not exposed to secondhand smoke) to enforce the ordinance through a lawsuit.

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ENFORCEMENT OF SMOKEFREE HOUSING POLICIES – A CLOSER LOOK Supplemental Matrix of Enforcement Options for Smokefree Housing Ordinances

The descriptions below are intended to help those seeking further clarification on the enforcement provisions described in the main body of the policy matrix. None of the enforcement provisions below are stand-alone policies; they should be passed in conjunction with one of the policy options from the matrix.

This information follows the TALC sample ordinance enforcement sections, including "Enforcement," "Required Lease Terms," and "Private Enforcement."

Every jurisdiction should, and probably will, include the basic "Enforcement" section because this allows the local government to enforce their laws. The other two policies described allow additional people to enforce the law against violators -- "Lease Terms" extends this enforcement ability to the landlord and other tenants in the building, and the "Private Enforcement" provision extends the right of enforcement to the public.

(It is important to remember that, regardless of the enforcement options described below, the landlord can voluntarily write any of the non-smoking requirements into the lease and can then enforce it.)

Enforcement	Enforcement Discussion
Description	
6. Local Government Enf	orcement
Allows a local	Advantages
government agency to	There is precedent to having a local agency enforce smoking-related laws and
enforce the law. A tenant	ordinances. Under the California Smoke-Free Workplace Act, each local
who observes a violation	jurisdiction has designated an agency (environmental health, sheriff's office,
of the ordinance would	fire department) to ensure compliance with this law.
call the specified	
enforcement agency to	This should be easy to pass because the government will want to be able to
report the violation.	enforce its own laws.
The local government	This helps both tenants and landlords avoid confrontation and enables a
could enforce the	tenant to avoid an uncooperative landlord by allowing the government agency
ordinance in two ways.	to follow up on any reported violations.
The first is for an	
employee of the	The government can hold a landlord responsible for failing to comply with their
designated local	responsibilities under the ordinance (such as not designating non-smoking
enforcement agency to	units, not providing a floor plan for new residents, or for "knowingly" permitting
come to the housing	smoking in common areas).
complex, actually see the	
violation taking place, and	<u>Disadvantages</u>
issue a citation to the	Requires a city official (police officer or other designated local enforcement
violator. The second way	agency employee) to actually come to the complex and see the violation for
to enforce the ordinance	him/herself in order to issue a citation.
is through a civil action in	
the trial court, where the	The probability of local government using their limited resources to enforce this

city attorney or county	ordinance by either method (citation or civil action) is not very high.
counsel would file a	Dell Deculto
lawsuit against the	Poll Results None available at this time.
person violating the ordinance.	
ordinance.	Real Life Examples
	This enforcement mechanism is the way that most every other law in a
	community is enforced.
7. Required Lease Term	
Requires that every non-	Advantages
smoking unit have a non-	Putting the non-smoking provision in the lease and allowing landlords and
smoking provision in the	tenants to enforce the lease terms creates more opportunities and avenues for
lease. Also requires a	enforcement. Tenants suffering from drifting tobacco smoke no longer must
clause stating that it is a	rely solely on the government to step in and enforce the law.
breach of the lease	
agreement to violate any	Since the landlord is neither solely responsible for enforcing nor required to
law restricting smoking on	enforce the non-smoking provision in the lease, owners and managers may
the premises. This allows	not oppose the ordinance as strongly. Without their opposition it will be easier
a landlord to enforce	to pass a non-smoking units policy that includes this enforcement provision.
these lease terms against	
violating tenants by	Because of the fear of being sued, this provision may serve as a strong
bringing an eviction	deterrent for people thinking about smoking in a non-smoking unit.
action in trial court.	
	<u>Disadvantages</u>
In addition, all other	Poll results demonstrate that allowing tenants to sue other apartment residents
tenants in the housing	is an unpopular approach. (See Poll Results.)
complex would become	
beneficiaries of the lease,	This law may be unsuccessful because it may go unused by tenants who are
which gives them the	exposed to secondhand smoke because they are reluctant to sue their
right to enforce the non- smoking provision against	neighbors.
a violating tenant (even if	There is a concern that enforcement actions by landlords will be less frequent
they themselves are not	because they are not ultimately responsible for enforcing the law.
exposed to the smoke).	because they are not altimately responsible for emotoring the law.
The tenant could go to	Tenants may be reluctant to sue their neighbors for fear of retaliation from the
trial court to get an	neighbor. Although there is a provision in the ordinance that makes it unlawful
injunction or to small	to retaliate, it is unlikely that this will make people feel entirely comfortable.
claims court to recover	
monetary damages.	Individuals may not have the necessary time, money, or familiarity with the
	court system required to act.
	Dell Desults
	Poll Results
	There are no poll results specifically on this enforcement option. However, poll
	results for other policy options, show that tenants do not support approaches
	that rely on one tenant suing another. (See Nuisance above.)
	Real Life Examples
	There are no examples of this type of enforcement in smokefree housing.
	However, there are other examples of similar enforcement options, which allow
	tenants to sue in small claims court, for example, for excessive noise.
8. Private Enforcement	

Allows any private citizen	Advantages
to enforce the ordinance	This policy option adds additional enforcers, which could increase the chances
through a lawsuit. This	of the ordinance being enforced.

person does not have to live in the building or have been exposed to secondhand smoke.	This allows a tenant who feels uncomfortable suing and fears retaliation to get a local organization or some other individual to sue on their behalf.
A suit could be brought against either a landlord	Allows someone to sue without having to prove actual damages. A person would not have to prove harm from exposure to secondhand smoke, just that the exposure occurred and it was against the law.
or a tenant in small claims or trial court.	Disadvantages Because this opens tenants and landlords up to so many more potential lawsuits, it seems likely that there will be serious opposition to this policy
	among the community and policy makers.
	None available at this time. Real Life Examples
	There are no examples of this type of enforcement in smokefree housing. However, the tobacco retail-licensing ordinance in El Cajon includes this type
	of enforcement. An individual may sue a retailer for violating the licensing law.