



Charlotte City Council  
Housing, Safety & Community Committee  
Meeting Summary for January 6, 2025

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## COMMITTEE AGENDA TOPICS

1. Policy Referral – Minimum Housing Code

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## COMMITTEE INFORMATION

**Committee Members Present:** Victoria Watlington (CMGC), LaWana Mayfield (CMGC), Dimple Ajmera (virtual), Renee' Johnson (CMGC)

**Committee Members Absent:** n/a

**Other Council Members Present:** n/a

**Staff Resources:** Shawn Heath, City Manager's Office  
Rebecca Hefner, Housing & Neighborhood Services  
Jerry Green, Housing & Neighborhood Services  
Anna Schleunes, City Attorney's Office

**Meeting Duration:** 4:00 – 5:30 PM

**Video and Transcript:** City Council Committee Meeting videos and transcripts can be viewed on the City of Charlotte's YouTube channel at [www.youtube.com/user/CharlotteGOVchannel](http://www.youtube.com/user/CharlotteGOVchannel) (January 6, 2025 meeting: <https://youtu.be/63nbhJ7j-VU?t=21788>)

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## MEETING MATERIALS

Copies of all meeting materials are online at <https://charlottenc.legistar.com>

1. Presentation: Policy Referral: Minimum Housing Code

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## DISCUSSION HIGHLIGHTS

City Council member Watlington called the meeting to order and asked everyone to introduce themselves.

### **Policy Referral – Minimum Housing Code**

Council member Watlington explained that the Committee will be looking at the Minimum Housing Code (Code) to address the issue of people living in multi-family and lodging establishments with conditions below minimum housing standards.

Shawn Heath shared that there will be multiple touch points with the Committee on this topic over the next few months, to help the Committee evaluate and develop recommendations.

Rebecca Hefner provided a summary of the referral to consider potential policy considerations that may be needed to strengthen the city's ability to ensure safe housing for residents of lodging establishments (hotels/motels) and multi-family dwellings (apartment communities). She acknowledged that the city's goal is to ensure safe, healthy, and affordable housing, and explained that the Code is one of many tools to help with this but it cannot accomplish everything. Enforcement of the Code must balance very diverse needs and multiple perspectives, and this can impact how the enforcement process is able to be implemented on a case-by-case basis. She shared that the goal is to ensure residents have safe and healthy living conditions while reducing the risk of displacement when possible. When Code violations occur, staff takes a comprehensive approach to determine enforcement actions - this takes into consideration a number of variables - length of time that the issue has persisted, how cooperative the owner has been, accrued civil penalties, etc. - and also considers the risk to existing tenants both for living in the property in its current condition as well as the risk of displacement that could result from both enforcement actions and other non-enforcement related risks such as significant month-to-month leases, owner intention to sell the property, etc. She also shared that there are a number of enforcement tools available in the Code, and that some have not been frequently utilized such as in rems and in personam. Ms. Hefner reviewed the legal framework of the Code and its applicability. She shared that the only difference in the enforcement process between multi-family and single-family dwellings relates to the allowed amount of time for extensions. At a future meeting the Committee will review two case studies of recent displacement events that involved properties with multiple Code violations, to show how those properties moved through the enforcement process and to also help identify at what points there may have been opportunities to use alternate levers. Ms. Hefner shared other jurisdictional authority that exists through Mecklenburg County Environmental Health, the Fire Code, and Chapter 19 forfeiture, noting that each of these has its own challenges and limitations. She reviewed the incentives and resources available to repair multi-family properties when an owner is willing and cooperative, including a multi-family rehab loan that has been piloted in the Corridors of Opportunity. The rehab loan

pilot unfortunately had no uptake and Ms. Hefner explained that through the stakeholder engagement process staff will gather input on adjustments that could be considered to make the program a viable incentive for property owners.

Ms. Hefner explained that when it comes to rental subsidies including housing choice vouchers, there is no direct relationship between the subsidies and the minimum housing code. However, units that accept vouchers are typically subject to additional inspections, requirements, and processes required by the unique subsidy program. She shared that the focus of Code Enforcement is on issues that are safety and health related, and while Code Enforcement will always respond to nuisance, zoning and other complaints, lower priority complaints, such as rollout containers at the curb, may have a longer response time.

Jerry Green reminded the Committee that the Code was most recently updated in 2019. He shared an overview of the Code's minimum standards of fitness, common violations, the role of owners and occupants and the Community Relations Committee, and legal considerations. He provided an overview of the Code enforcement process including the enhanced multi-family inspection process, and shared relevant data. Mr. Green walked the Committee through the available enforcement actions - time extensions, civil penalties, in rem demolition and repair, and in personam remedy - including how each action works and the challenges and displacement impact of each.

Anna Schleunes shared that the North Carolina state statute authorizes the city to adopt the Code, and sets forth details related to minimum housing enforcement, including procedural parameters such as how housing violations can be reported, and some of the timetables in the enforcement process. Anything defined in the state statute cannot be changed. She also explained that the Code's Minimum Standards of Fitness are set locally and are generally considered to be what a reasonable person might expect. She clarified that civil penalties follow the owner, while housing violations follow the property. In rem orders are actions taken against the property and all expenses incurred related to the in-rem order become a senior lien on the property; if the property is later sold the lien must be paid in full. When in rem cases occur, ownership of the land remains with the property owner.

Highlights of what City Council members shared included:

- Interest was expressed for looking at strengthening the Code's Minimum Standards of Fitness to address reoccurring issues and help prevent properties from deteriorating/eliminating slum conditions.
- When considering city housing rehab resources like the pilot program, consider how deed restrictions could impact the existing financing and/or future refinancing of the property.
- Include the role of Crisis Assistance Ministry in the two case studies.
- Be intentional about hearing from impacted residents— how they feel and what they've been through.
- The concept of a stabilization center recommended by housing advocates was noted.
- The city wants safe, affordable housing for all people.
- There must be something that comes out of the minimum housing code referral that is good and positive for the people that are most directly affected.
- Review data on the number of calls for rollout containers left at the curb, to help identify if this lower priority issue is impacting capacity and resources for addressing health, safety and housing issues.
- Interest was expressed for the Committee to look at the Unified Development Ordinance zoning regulations to evaluate the maximum number of people that can live in a home at any given time because this is believed to be a barrier to both reentry and affordable housing.

Next steps will include community engagement, best practice research, and a deeper dive into the case studies.

The Committee will continue evaluation of the Code at a future meeting.

### **Next Meeting**

The next meeting will occur on February 3, 2025.

Meeting adjourned at approximately 5:25 pm.



# Policy Referral: Minimum Housing Code

HOUSING, SAFETY AND COMMUNITY COMMITTEE

JANUARY 6, 2025

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## Today's Discussion

- ◀ Policy Referral Summary
- ◀ Overview of Minimum Housing Code
- ◀ Code Enforcement Process and Actions
- ◀ Referral Next Steps
- ◀ Committee Discussion

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## Referral Summary

### ◀ Policy Question

- What potential policy considerations may be needed to strengthen the city's ability to ensure safe housing for residents of lodging establishments (e.g., hotel/motel) and multi-family dwellings (e.g., apartment community)?

### ◀ Committee Charge

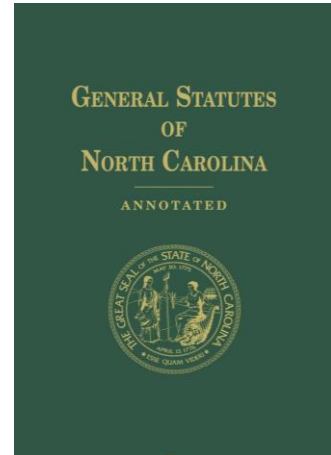
- Review the city's Minimum Housing Code
- Review existing enforcement tools and the applicable legal framework
- Review enforcement tools used by other large North Carolina cities
- Determine if any applicable ordinance changes and/or policy recommendations are needed

## Setting the Stage

- ◀ Council goal to ensure safe, healthy, affordable housing
- ◀ Minimum housing code is one of many tools, but can't accomplish everything
- ◀ Involves balancing diverse needs and multiple perspectives

## Legal Framework

- ◀ North Carolina general statutes provide the specific authority for cities to adopt minimum housing codes
- ◀ These statutes set forth the procedural parameters for minimum housing codes (i.e. notice requirements, appeal timetables, etc.) and the available remedies which cannot be modified by cities
- ◀ Cities may develop their own minimum standards
- ◀ Charlotte's minimum housing code applies to dwellings and lodging establishments not regulated by Mecklenburg County
- ◀ **References:**
  - N.C.G.S. Chapter 160D, Article 12
  - Charlotte Code of Ordinances Chapter 11



## Minimum Housing Code

- ◀ **Chapter 11 of the Charlotte Code of Ordinances establishes minimum standards of fitness for dwellings and an enforcement process to ensure that homeowners and property providers maintain safe and sanitary conditions**
- ◀ **The Minimum Housing Code applies to all single-family and multi-family dwellings**
  - Includes condos and townhomes
  - Includes rooming houses and lodging establishments (hotel/motel) unless regulated by Mecklenburg County Environmental Health
- ◀ **Last revised in 2019 – major update through referral process**

# Minimum Standards of Fitness

## Minimum Standards

- ◁ Space and Use
- ◁ Light and Ventilation
- ◁ Exit Requirements
- ◁ Plumbing, HVAC, and Electrical Facilities
- ◁ Structural Standards
- ◁ Property Maintenance
- ◁ Insulation

## Common Violations


- ◁ Inoperable smoke/carbon monoxide detectors
- ◁ Unclean and unsanitary conditions
- ◁ Unsafe wiring
- ◁ Inoperable heat during winter
- ◁ Plumbing defects

# Responsibilities of Owners and Occupants

- ◁ **The responsibility for maintaining a clean, safe, and habitable rental unit is shared by both the property provider and the tenant(s)**
  - Specified in the ordinance
- ◁ **Community Relations resources:**
  - Landlord-tenant dispute resolution/ mediation services
  - When You Rent Handbook – education and resources for renters
- ◁ **Legal considerations:**
  - NC Landlord-Tenant Law
  - Legal advocacy resources

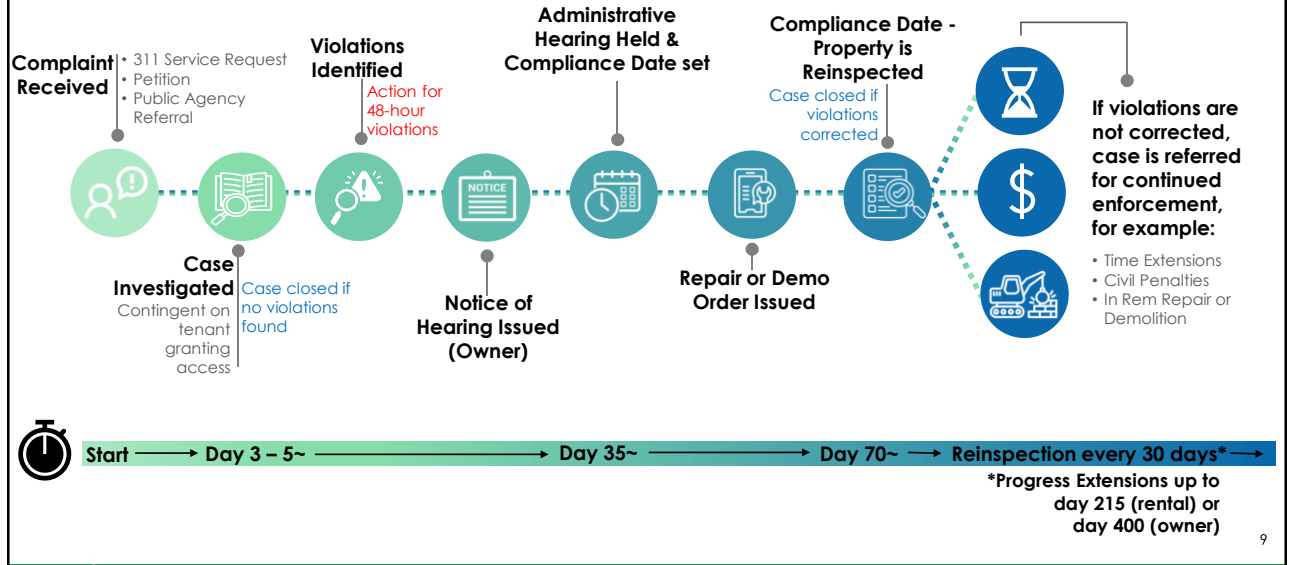
**A RENTAL HOUSING HANDBOOK**

RESPONSIBILITIES	
OWNER	TENANT
<ul style="list-style-type: none"> <li>• Comply with all applicable building and housing codes</li> <li>• Keep the property in "fit and habitable" condition, including making repairs once put on notice of the issue</li> <li>• Keep all common areas in a safe condition</li> <li>• Maintain all electrical, plumbing, heating, and other facilities provided or required to be provided by owner in good and safe working order</li> <li>• Provide operable smoking and carbon monoxide detectors at the property</li> <li>• Exterminating rodents and pests if the infested dwelling unit is not reasonably impervious to pests because of code violations</li> </ul>	<ul style="list-style-type: none"> <li>• Keep the unit in a clean and safe condition</li> <li>• Do not create any unsafe or unsanitary conditions in any common areas</li> <li>• Dispose of trash and garbage in a clean and safe manner</li> <li>• Keep all plumbing fixtures as clean as their condition permits</li> <li>• Exercise reasonable care in using heating equipment, plumbing facilities, and electrical appliances</li> <li>• Do not deliberately or negligently damage, destroy or remove any of owner's property</li> <li>• Notify the owner or property manager of all needed repairs, in writing if possible                             <ul style="list-style-type: none"> <li>-It is advisable to keep copies of any written repair requests (including texts and emails) given to the landlord for one's records.</li> </ul> </li> <li>• Tenants are responsible for the cost of damages caused by them, their household members, or their guest</li> </ul>



CHARLOTTE-MECKLENBURG COMMUNITY RELATIONS

# Enforcement Process



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# Minimum Housing Code Data

## ◀ Any given year...

- Code Enforcement staff inspects more than 50,000 properties across case types (Nuisance, Zoning, Minimum Housing and Non-Residential)
- Approximately 2,000 minimum housing code cases

## ◀ Housing Cases FY 2022-to-date

- Over 7,500 cases
  - 29% dismissed (no violations found, duplicate complaints)
  - 99% of closed cases achieved owner compliance
  - 5 cases city demolished or repaired
- Type
  - 2/3 multi-family or hotel/motel
  - 1/3 single family, 72% of these are renter-occupied
- Time
  - Median days to close = 99
  - 81% of cases closed within 215 days

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## Minimum Housing Code Data Open and Persistent Cases

### ◀ Minimum housing code cases open more than 215 days

- Over 60% are single-family units
- ~150 multi-family cases

### ◀ Property Risk Assessment and Mitigation

- Time elapsed
- Cumulative number/percentage of units within a community
- Properties with large civil penalty balances
- Other displacement risk indicators (not code-related)

## Enhanced Multi-Family Inspections



Woodland Park  
Apartments



Derita  
Apartments



Sharonridge  
Apartments

### ◀ Established following the Lake Arbor displacement event to mitigate future challenges

#### ◀ Process includes:

- Identify emerging challenges
  - *Quarterly report flagging apartment communities meeting a 15% threshold within a 24-month timeframe*
- Conduct a comprehensive property evaluation
- Establish and implement action plan for compliance

### ◀ Some successes, challenges remain



# Code Enforcement Actions

◀ **When violations are not corrected, the case is referred for further enforcement action, which may include:**

- Time Extensions
- Civil Penalties
- In Rem Demolition
- In Rem Repair
- In Personam Remedy

◀ **Actions are not mutually exclusive**

◀ **Each tool has opportunities and limitations, success depends on the unique situation and responsiveness of the owner**

# Code Enforcement Actions

Enforcement Action: Extensions	
How It Works	Challenges
<ul style="list-style-type: none"> <li>• Time extensions may be granted for good cause shown.</li> <li>• Provides property owners additional time to comply with code violations, reducing the immediate pressure on them.</li> <li>• Can help owners who are making good faith efforts but need more time due to financial or logistical challenges.</li> </ul>	<ul style="list-style-type: none"> <li>• Extensions can be abused by property owners who repeatedly delay compliance without making significant progress.</li> <li>• The excessive use of extensions can make the enforcement process appear lenient or ineffective, potentially undermining the city's ability to ensure timely compliance.</li> <li>• Under landlord-tenant law, a property owner can't compel the tenant to allow access to the unit for repairs. Property owner must pursue eviction if tenant is non-cooperative.</li> </ul>
<b>Displacement Impact: Low</b>	

# Code Enforcement Actions

## Enforcement Action: Civil Penalties

How It Works	Challenges
<ul style="list-style-type: none"> <li>Property owner subject to civil penalties of \$100 per case per day.</li> <li>May create a financial incentive for property owners to begin and complete necessary repairs promptly.</li> <li>Collected penalties contribute revenue to the North Carolina school system, benefiting public education.</li> </ul>	<ul style="list-style-type: none"> <li>The collection rate is low, and penalties often go uncollected after a three-year period, limiting long-term effectiveness.</li> <li>The penalties do not follow the property if the current owner transfers or sells its interest.</li> <li>The penalty structure can lead to undue hardship for property owners, potentially causing further financial strain.</li> </ul>
<p><b>Displacement Impact: Low</b></p>	

# Code Enforcement Actions

## Enforcement Action: In Rem Demolition

How It Works	Challenges
<ul style="list-style-type: none"> <li>City Council approves an ordinance directing code official to demolish structure.</li> <li>Eliminates blighted, unsafe structures, improving the overall community conditions and safety.</li> <li>Frees up land for new development, potentially spurring economic growth.</li> <li>Reduces opportunity for vagrancy and criminal activity by removing abandoned buildings.</li> <li>The city places a lien on the property for the costs of demolition.</li> </ul>	<ul style="list-style-type: none"> <li>Requires that the costs to repair the property (not just individual units) would exceed 65% of the structure value.</li> <li>The city places a lien on the property, with the risk of not recovering demolition costs if the lien is not paid.</li> <li>Temporary housing and storage costs for displaced occupants.</li> <li>City assumes costs associated with testing for hazardous materials (asbestos, lead paint) and any necessary abatement.</li> <li>The removal of housing stock could reduce the overall availability of affordable housing in the area.</li> </ul>
<p><b>Displacement Impact: High</b></p>	

# Code Enforcement Actions

## Enforcement Action: In Rem Repair

How It Works	Challenges
<ul style="list-style-type: none"> <li>• City Council approves an ordinance directing code official to repair structure.</li> <li>• Brings the property into compliance with the minimum housing code, addressing safety and habitability issues.</li> <li>• Ensures a safe and sanitary living environment for current occupants.</li> <li>• Eliminates code violations, improving neighborhood conditions.</li> <li>• The city places a lien on the property for the cost of repairs.</li> </ul>	<ul style="list-style-type: none"> <li>• Before work can begin, the often-lengthy housing code process (including any owner appeals) must be completed.</li> <li>• Temporary housing must be provided for displaced occupants, incurring additional costs. Storing occupants' personal belongings during repairs adds logistical and financial burdens.</li> <li>• City assumes costs associated with testing for hazardous materials (asbestos, lead paint) and any necessary abatement.</li> <li>• No legal recourse for tenants who refuse access to their units. And tenants do not have to pay rent after final order to repair. Can create a no-win cycle/situation.</li> <li>• After repairs are made, there is no mechanism to prevent displacement – owner can give notice of non-renewal, raise rents, and/or evict.</li> <li>• Tenants may still be dissatisfied with living conditions.</li> <li>• To recoup the costs, city must foreclose on the property within ten years or wait for a sale with no guarantee that the sale price will cover the lien amount.</li> <li>• Foreclosure is resource intensive to pursue. Action requires a foreclosure attorney. Does not guarantee that the property will come under city control or that the ultimate buyer will be a responsible property owner.</li> </ul>

**Displacement Impact: Medium/High**

# Code Enforcement Actions

## Enforcement Action: In Personam Remedy

How It Works	Challenges
<ul style="list-style-type: none"> <li>• Provides a legal avenue to pursue compliance, giving the city additional tools to enforce housing codes and regulations.                             <ul style="list-style-type: none"> <li>• Environmental Court</li> <li>• Injunctive relief in Superior Court (requires Council resolution directing the city attorney to petition)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• There is no guaranteed outcome; many cases are reset or continue indefinitely.</li> <li>• Cases can be time-consuming, with frequent continuances requested by the district attorney's office, prolonging enforcement and delaying compliance.</li> <li>• If the case is finally heard by a judge and an order is issued, the penalty for the owner's non-compliance with the order is contempt which is usually a minimal monetary fine. Recently, the City has struggled to obtain compliance of significant violations using this method.</li> </ul>

**Displacement Impact: Low**

## Other Jurisdictional Authority

### ◀ Mecklenburg County

- Environmental Health – regulated establishments
- Abatement of Public Health Nuisance

### ◀ Chapter 19 Forfeiture

- Must be led by CMPD, federal court

### ◀ Fire Code Designation of Unsafe Buildings

- Structures that constitute a fire hazard

◀ Each option has challenges and limitations, e.g., may have a high legal bar, can be resource intensive to pursue

## Incentives & Resources

◀ When owner is willing and cooperative, incentives and resources are available to repair properties and maintain affordability

◀ Single-family emergency repair and rehab programs

◀ Property sale to NOAH provider

- City invests in acquisition/rehabilitation with a new owner and creates deed restrictions

◀ Multi-family rehab loan

- City invests in housing rehabilitation with existing owner and creates deed restrictions
- Piloted in Corridors – no uptake, working on program design



**MAINTAINING  
AFFORDABILITY**  
Incentives & Resources

## Next Steps

### ◀ Community Engagement – January and February

- Focused Stakeholder Meetings
- Community Engagement Session
- Community Survey

### ◀ Case Studies

- Tanglewood Apartments
- Lamplighter Inn

### ◀ Other NC Municipalities and Best Practice Research

### ◀ Preliminary Recommendations

## Committee Discussion