

Module 3.1 Study Guide

# **HUD Housing Counselors Training**



**U.S. Department of Housing and Urban Development** 

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### **HUD Housing Counselors Training**

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# Module 3.1 Fair Housing/History and Overview

### **MODULE INTRODUCTION**

### **MODULE INTRODUCTION**

It's important for housing counselors to understand the basics of fair housing and know what is protected by the Fair Housing Act to effectively inform and empower clients.

In this module, you'll learn about the history of housing discrimination, key provisions of the Fair Housing Act, and basic terms and concepts necessary for identifying potential violations of fair housing laws.

Before we begin, let's take a look at the module learning objectives.

### **LESSON OBJECTIVES**

By the end of this module, you will be able to:

- 1. Comprehend the connection between the history of civil rights and discriminatory practices in the financial and housing industry, as well as the early role of the federal government and lending institutions.
- 2. Comprehend key provisions of the Fair Housing Act and the impact of the law when discussing client's rights under the Fair Housing Act.
- 3. Comprehend fair housing terms and concepts when discussing ways to identify and overcome housing and lending discrimination, including understanding of the seven protected characteristics.
- 4. Identify which entities are subject to and which entities are exempt from compliance with fair housing laws.

### **FAIR HOUSING COUNSELING**

### **FAIR HOUSING COUNSELING**

As a housing counselor, Luis often informs his clients of their rights and communicates the fair housing obligations of landlords, sellers, brokers, or lenders. He also occasionally helps clients navigate situations that precede or may involve violations of federal fair housing laws, which are based on the Fair Housing Act. Under the Fair Housing Act, discrimination in housing sales, rentals, and financing based on race, color, religion, national origin, sex, disability, or familial status, is unlawful.

Luis has been meeting with two clients, Shereen and Ibrahim, over the past year to help them work towards their housing goals. Take a minute to review the notes in Shereen and Ibrahim's file that have been recorded in their previous counseling sessions.

### Shereen/Ibrahim

- They moved to the United States so
   Ibrahim could attend a doctoral program
- Shereen does not work, but stays at home to care for her two young daughters
- They currently live in on-campus housing at Ibrahim's university
- They would like to move into a larger apartment off-campus as soon as Ibrahim begins his paid teaching fellowship through the doctoral program
- They want to purchase a home within five years of completing his degree



Two Clients, Shereen and Ibrahim

After Shereen and Ibrahim worked with Luis to set a budget and determine how much they could afford to pay for off-campus housing, they visited many apartment complexes and identified one that was an ideal fit for their budget and needs. However, when Ibrahim spoke to a classmate that lived in the complex, the classmate explained that he didn't think it would be the best fit. He explained that most of the residents attended the same Christian church congregation and they often hosted church functions at the apartment complex. After hearing this, Ibrahim was concerned about his prospects of being able to rent any apartment in the area—he attends a Christian University, located in a predominantly Christian region, but he is a practicing Muslim.

Luis arranged to meet with Ibrahim and Shereen when they called him to express their concern about being able to rent an apartment in the area. Luis' goal in the session was to help Shereen and Ibrahim understand their rights under the Fair Housing Act. Let's observe their session.

### **EVIDENCE OF FAIR HOUSING VIOLATIONS**

### **EVIDENCE OF FAIR HOUSING VIOLATIONS**

IBRAHIM. Thanks for meeting with us, Luis. I was very discouraged after speaking with my classmate. Shereen and I are really excited about the apartment complex we visited and were disheartened when we realized that our application may not be approved because of our religious beliefs.

SHEREEN. Yes, and we are worried that we will also be denied at many other apartment complexes in the area because we are a religious minority.

Luis. I am glad that you mentioned this concern to me. It is possible that property owners could discriminate against you on the basis of your religion, but they will be in breach of federal law, as well as many state and local laws, if they do so.



A Counselor, Luis

SHEREEN. Really? There is a law that would protect us against such discrimination?

Luis. Yes, and that is exactly what I want to talk to you about today. Current U.S. federal laws, as outlined in the Fair Housing Act, prohibit discrimination in most housing-related transactions based on certain protected characteristics, such as religion. There was a time when landlords could refuse to rent to individuals for any reason. However, several decades of legislative and public policy efforts focused on ending discrimination in our nation have resulted in a series of civil rights regulations, including the Fair Housing Act.

Luis' comments to the couple are based on his understanding of the history of legislative and public policy efforts focused on ending discrimination. Because it's important for housing counselors to have background knowledge on this topic, let's continue by looking at a timeline to understand key legislative and public policy efforts.

### **HISTORY OF CIVIL RIGHTS AND HOUSING DISCRIMINATION**

### Mid 1800s

### 1866, The Civil Rights Act of 1866

Just one year after the end of the Civil War and the ban on slavery through the 13th Amendment, Congress passed the Civil Rights Act of 1866. This bill declared that "all persons born in the United States," except American Indians, were "hereby declared to be citizens of the United States." It also granted all citizens full and equal rights "for the security of person and property...without distinction of race or color, or previous condition of slavery or involuntary servitude." For the first time, all



Civil Rights Bill of 1866

citizens held the same rights to use, purchase, lease, and transfer real estate and property.

## Late 1800s

### 1896, Plessy v. Ferguson

In the Supreme Court case Plessy
v. Ferguson, "separate but equal"
practices were declared legal.
This decision justified all levels of
government in providing segregated
programs, services, and facilities,
including segregated public
accommodations and housing.
Consequently, access to housing was
not entirely fair and equitable well into
the twentieth century.



Plessy v. Ferguson

### **Early 1900s**

### 1933, Home Owners' Loan Corporation and Redlining

Congress created the Home Owners' Loan Corporation, or HOLC, as an effort to avoid mass foreclosure during the Great Depression. HOLC's mission was to refinance mortgages in default to help borrowers avoid foreclosure. HOLC was tasked with creating "residential security maps" to show which areas of a city were considered safe or risky for investment. HOLC reviewed 239 cities. Areas deemed safe for investment, which generally consisted of affluent white suburbs outside city limits, were outlined in blue. Areas deemed risky for investment were outlined in red, and typically consisted of inner-city neighborhoods with minority populations. The practice of refusing to make loans or imposing more onerous terms on loans made in the "red" neighborhoods came to be known as redlining. According to the precedence set in Plessy v. Ferguson, redlining because of race, color, national origin, or characteristics was legal.

As a result of redlining practices, many middle-class, white citizens obtained loans that permitted them to relocate to "safe" suburbs. Meanwhile blacks had difficulty obtaining government-backed housing loans, and generally remained in the decaying inner-city neighborhoods. U.S. cities developed largely segregated housing patterns during this time.

Discriminatory **deed restrictions** also contributed to the segregated housing patterns of this era. Deed restrictions are legally enforceable terms that govern the use of real estate. Discriminatory language was often included, which denied specific groups of people the opportunity to use the real estate. Today, deed restrictions that discriminate based on any of the seven prohibited bases for discrimination are illegal and unenforceable.



Redlining Map (Philadelphia)

### Redlining

The illegal practice of refusing to make residential loans or imposing more onerous terms on any loans made because of the predominant race, color, national origin, religion, sex, disability, or familial status of the residents of the neighborhood in which the property is located.

### **Deed Restrictions**

Legally enforceable terms that govern the use of property.

These terms are transferred with the property deed.

Discriminatory deeds are illegal and unenforceable. Also known as a covenant, condition, restriction, or restrictive covenant.

On a local municipal level, segregation through land use and zoning ordinances exacerbated the segregated housing patterns. This type of segregation occurred when local governments restricted the sale or lease of vacant land to certain groups of people, for the construction or location thereon of any such building, structure, or portion thereof. Local municipalities often made these land use or zoning decisions based on neighbors' fears that a dwelling would be co-occupied by individuals with certain characteristics.

### Mid 1900s

### 1948, Shelly v. Kraemer

Discriminatory deed restrictions and covenants were deemed illegal and unenforceable based on the Supreme Court Shelly v.

Kraemer ruling in 1948. The ruling stated that any restrictive clauses in property deeds that originally included discriminatory language became void and unenforceable.

Today, efforts to enforce restrictive clauses in deeds violate the Fair Housing Act.

# 1954, Brown v. Board of Education

The Supreme Court decision based on the Brown v. Board of Education cases overturned the "separate but equal" policy established by the Plessy v. Ferguson decision. Therefore, the government could no longer legally support segregated programs, services, or facilities. Subsequently, a plethora of housing discrimination cases were brought to court, which eventually led to the 1968 Civil Rights Act.

### 1962, Executive Order 11063

President John F. Kennedy signed the Executive Order 11063. The order prohibited discrimination in the sale, leasing, rental, or other disposition of properties and facilities owned or operated by the federal government or provided federal funds.

### 1964, The Civil Rights Act of 1964

The Civil Rights Act of 1964 prohibited discrimination on the basis of race, color, or national origin in programs and activities that receive federal funding.

# **Example of an Unlawful Discriminatory Deed Restriction**

In 2010, notice of an impending foreclosure on a property in Fairhaven, Massachusetts, was published in the New Bedford Standard-Times newspaper, as required by state law. The publication included unlawful language copied verbatim from the recorded deed, which included a covenant prohibiting the transfer of the property to "any person other than of the Caucasian race." Though the recorded deed, which was written in the late 1940s to early 1950s, included the restrictive covenant, the covenant was unenforceable. The fair housing complaint was brought to the Massachusetts Commission Against Discrimination because any public notice that includes discriminatory language regarding the sale or transfer of property violates current fair housing law.



Brown v. Board of Education



Civil Rights Act of 1964

### April 4, 1968, Assassination of Dr. Martin Luther King, Jr.

In the midst of riots and unrest in the black ghettos created by prior housing practices, **Dr. Martin Luther King, Jr,** was assassinated. Following the assassination, public demonstrators demanded the racial equality that Dr. Martin Luther King had sought.

### April 11, 1968, Civil Rights Act of 1968

In response to Dr. Martin Luther King's assassination, Congress passed the Civil Rights Act of 1968. Title VIII of the

act, which is commonly called the Fair Housing Act, prohibited discrimination in housing sales, rentals, and financing based on race, color, national origin, and religion. Also, the Fair Housing Act imposed an obligation on federal agencies to affirmatively further fair housing in the administration of their housing and urban development programs.

### August 1, 1968, Housing and Urban Development Act of 1968

The Housing and Urban Development Act of 1968 established Ginnie Mae, with the aim of expanding the availability of government-secured home loans to moderate-income families.

# 1974 and 1988, Amendments to the Fair Housing Act

The Fair Housing Act of 1968 was amended in 1974 and in 1988. These amendments significantly reshaped fair housing law in that they:



Dr. Martin Luther King, Jr.

leader in the African-American

nonviolent methods, he fought for racial equality in all spheres

of life, including employment,

education, and housing.

Civil Rights movement. Using

Dr. Martin Luther King was a

- Expanded the Fair Housing Act to protect *seven* characteristics. Originally, the law protected race, color, national origin, and religion. The 1974 amendment expanded the law to include sex, and the 1988 amendment further expanded the law to include disability and familial status.
- Established an investigation, conciliation, and administrative hearing process (i.e., the administrative process).
- Expanded HUD's role, moving the agency beyond investigation and conciliation into enforcement.

### 2012 through 2016 HUD's Equal Access Rules

Between 2012 and 2016, HUD passed a series of rules focused on ensuring fair and equal access to housing for all Americans, regardless of their "sexual orientation, gender identity, nonconformance with gender stereotypes, or marital status." Under the Fair Housing Act and related HUD rules, it is prohibited for any landlord or housing provider to discriminate against lesbian, gay,



bisexual, transgender, or queer (LGBTQ) persons because of their "real or perceived gender identity or any other reason that constitutes sex-based discrimination". Additionally, it is prohibited for a lender to deny an FHA-insured mortgage to any qualified applicant based on "sexual orientation, gender identity, or marital status." Finally, homeless facilities are prevented from segregating or isolating "transgender individuals solely based on their gender identity."

Visit <u>HUD LGBTQ Resources</u> for more information about LGBTQ housing protections under the Fair Housing Act and HUD's Equal Access Rules.

### **KNOWLEDGE CHECK 1**

Which describes the legally enforceable terms that govern the use of real estate?

- A. Residential security restrictions
- B. Deed restrictions
- C. Redlined maps
- D. Government-sponsored deeds

### **KNOWLEDGE CHECK 2**

Which is the practice of refusing to make residential loans or imposing more onerous terms on any loans made because of the predominant race, color, national origin, religion, sex, disability, or familial status of the area's residents?

- A. Securitizing
- B. Blockbusting
- C. Predatory lending
- D. Redlining

### **KNOWLEDGE CHECK 3**

Following the assassination of Dr. Martin Luther King, Jr., Congress passed what monumental piece of legislation, which prohibits discrimination in housing sales, rentals, and financing based on race, color, national origin, religion, (and as later amended) sex, disability, and familial status?

- A. Executive Order 11063
- B. Civil Rights Act of 1866
- C. Civil Rights Act of 1964
- D. Civil Rights Act of 1968

### **ELIGIBILITY FOR FILING A FAIR HOUSING COMPLAINT**

With the connection between today's fair housing laws and the history of civil rights in mind, let's return to Luis' session with Shereen and Ibrahim.

IBRAHIM. So, the fair housing laws sound good in theory, but what happens if the property owner is not aware of the law, or blatantly ignores it? What can we actually do about it?

Luis. You can file a fair housing complaint to the Department of Housing and Urban Development. I'll tell you a bit more later about the process that occurs after a fair housing violation complaint is submitted.

SHEREEN. Who is eligible to file a fair housing complaint? I wonder if we are not considered eligible since we are not citizens.

Luis. You are certainly eligible. According to law, all aggrieved persons have the right to file a fair housing complaint. The 1968 Civil Rights Act defines an aggrieved person as *any person* who claims to have been injured by a discriminatory housing practice on the basis of a protected characteristic like religion. The definition also includes anyone that *believes* that such person will be injured by a discriminatory housing practice that is about to occur. An aggrieved person can be a citizen or non-citizen. It could even be an organization or corporation, such as a homeowners association.

IBRAHIM. When you say "anyone that believes" does that imply that you don't actually need proof that a discriminatory action has or will occur?

Luis. That is exactly right. Anyone has a standing to file a complaint if they have reason to believe that, were they to go forward with a real-estate transaction, they would be denied on the basis of a protected characteristic. It is a common misconception that the discriminatory action must have occurred, or significant proof must be provided, before a complaint can be submitted.

Another common misconception is that only those who have been discriminated against can submit a complaint as an "aggrieved person." The definition of an "aggrieved person" includes individuals who have not been discriminated against, but who have been "injured" in other ways by a discriminatory housing practice.

SHEREEN. I do not really understand what you mean by that. How could you be injured by discrimination if you are not the person being discriminated against?

Luis. Well, a good example of this is Trafficante versus Metropolitan Life Insurance, a case brought before the U.S. Supreme Court in 1972. Two tenants of an apartment complex filed complaints with the Secretary of Housing and Urban Development alleging that their landlord racially discriminated against non-whites, and thereby the tenants lost the social benefits of living in an integrated community, missed business and professional advantages that would have accrued from living with members of minority groups, and suffered from being "stigmatized" as residents of a "white ghetto."

SHEREEN. That makes sense now. So, it sounds like race is a protected characteristic, just like religion. What are the other protected characteristics?

Luis answers Shereen's question by outlining the seven prohibited bases of discrimination, also known as protected characteristics, and clarifying what they mean. Let's take a look at the explanations that Luis provides for each protected characteristic.

### **SEVEN PROTECTED CHARACTERISTICS**

### Race

While categories of race are typically self-identified and self-reported, they are outlined in the U.S. Census as follows: White, Black or African American, American Indian or Alaskan Native, Asian Indian, Chinese, Filipino, Japanese, Korean, Vietnamese, Native Hawaiian, Guamanian, Chamorro, Samoan, and other Pacific Islander. Discrimination based on race may be directed towards both whites and non-white races.



### Color

Discrimination based on color means discrimination based on the lightness, darkness, or other color characteristics of the person. Although race and color overlap, they are not synonymous. Color discrimination can occur between persons of different races or ethnicities, or between persons of the same race or ethnicity.



### **National Origin**

Discrimination based on national origin means discrimination based on "the country where a person was born, or more broadly, the country from which his or her ancestors came."



### Religion

Discrimination based on religion includes, but is not limited to, demonstrating a preference of churchgoers over non-churchgoers (or vice versa) or asking for the religious affiliation of applicants for rental properties, properties for sale, or homeowners insurance.



### Sex

Sex discrimination and sexual harassment occurs when apartment managers, subdivision developers, and other housing suppliers lease, sell, and negotiate with individuals of different genders differently.



### Disability

Discrimination based on disability means discriminating against:



- A person with a physical or mental impairment, which substantially limits one or more major life activities;
- A person with a record of such an impairment; or
- A person regarded as having such an impairment.

Being "regarded as having such an impairment" includes situations in which someone regards him or herself as disabled. An individual shall not be considered to have a disability solely because of a current illegal habit of, or addiction to, using a controlled substance. However, an individual in a treatment program for alcohol or drug use is considered disabled under the statute. Further details regarding the definition of disability are available in the resources.

### **Familial Status**

Discrimination based on familial status means discriminating against one or more individuals (who have not attained the age of 18 years) being domiciled with:



- A parent or another person having legal custody of such individual or individuals; or
- The designee of such parent or other person having such custody, with the written permission of such parent or other person.

Therefore, the definition of a "family" includes a single individual. The protections afforded against discrimination on the basis of familial status shall apply to any person who is pregnant or is in the process of securing legal custody of any individual who has not attained the age of 18 years.

### **DEFINITIONS OF FAIR HOUSING TERMS AND CONCEPTS**

### PROXIES FOR PROTECTED CHARACTERISTICS

Let's return to the counseling session to learn a bit more about illegal bases of discrimination.

SHEREEN. It seems to me like there are many more characteristics that should be illegal bases of discrimination, such as "apparel." I have felt discriminated against in a variety of settings because of my headscarf.

Luis. It's important to note that discrimination against a person because of a characteristic that is not protected, for example apparel, may actually be illegal discrimination if that characteristic is closely linked to the protected characteristic, or acts as a proxy for the protected characteristic. So, excluding persons from housing opportunities because of their religious apparel, such as a headscarf, might be illegal discrimination because of its connection to the protected characteristic of religion.

KNOWLEDGE CHECK 4		
The Fair Housing Act, as amended, protects how many characteristics?		
A. 5 B. 7 C. 8 D. 10		
KNOWLEDGE CHECK 5		
	discrimination against a specific protected characteristic. teristic being discriminated against on the left with the right.	
B. Race C. Religion D. Disability E. Sex F. Color G. National Origin 3.	A landlord imposes a higher security deposit on a family with two children, even though the family otherwise meets the criteria for tenancy, income, and credit history.	
	A lender only offers adjustable rate mortgages with steep interest rates to Afghanis, but this same lender offers more flexible financing to all other loan applicants.	
	A realtor shows an Asian Indian family housing only in Asian Indian neighborhoods and refuses to show the family houses in predominantly white neighborhoods.	
	A landlord charges female tenant applicants a higher security deposit than male applicants.	
	A property manager provides a rental unit of inferior quality to a man with a beard, which is kept to adhere to spiritual believes.	
6	<ul> <li>An apartment imposes higher rent to individuals who describe themselves as having a debilitating paranoid personality disorder.</li> </ul>	
	A Chinese American individual with light skin fails to process an offer for the sale of a home to a Chinese American with a darker tone.	

### PROHIBITED PRACTICES IN SALE OR RENTAL OF HOUSING

Once Shereen and Ibrahim are familiar with the seven protected characteristics, Luis summarizes a few other key provisions of the Fair Housing Act and the impact that these provisions have on their rights. These provisions include:

- General housing sales and rental practices that are prohibited by the Fair Housing Act when based on the seven protected characteristics.
- Additional prohibited housing sales and rental practices that protect individuals with physical or mental disabilities.
- Exceptions to the Fair Housing Act housing sales and rental laws.
- Residential real estate-related transactions, provision of brokerage services, and mortgage lending practices, as well as actions that involve coercion that are prohibited by the Fair Housing Act when based on the seven protected characteristics.

Although Luis summarizes these points for his clients, we will review them in detail. Let's first explore the housing sales and rental practices that are deemed unlawful when based on the seven protected characteristics.

### Refusing to rent, sell, or negotiate

Refusing to rent, sell, or negotiate the sale or rental of a dwelling is prohibited, and includes, but is not limited to, the following actions:

- Failing to accept a bona fide offer.
- Imposing different sales prices or rental charges.
- Using different qualification criteria or applications for sale or rental.
- Evicting tenants.

### Setting different terms, conditions, or privileges in services and facilities

Setting different terms, conditions, or privileges in services and facilities is prohibited, and includes, but is not limited to:

- Using different provisions in leases or contracts of sale.
- Failing to make, or delaying, maintenance or repairs.
- Failing to process an offer for the sale or rental of a dwelling.
- Failing to communicate an offer accurately.
- Denying or limiting services or facilities because a person failed or refused to provide sexual favors.

### **Producing discriminatory marketing**

Producing discriminatory marketing is prohibited, and includes, but is not limited to participating in making, printing, or publishing any notice, statement, or advertisement that indicates preferences, limitations, or discrimination, such as:

- Using words, phrases, photographs, illustrations, symbols, or forms which convey that dwellings are available or not available to a particular group of persons.
- Selecting media or locations for advertising the sale or rental of dwellings which deny particular segments of the housing market information about housing opportunities.
- Refusing to publish advertising for the sale or rental of dwellings or requiring different charges or terms for advertising.

### Falsely representing the availability of a dwelling

Falsely representing the availability of a dwelling is prohibited and includes, but is not limited to:

- Indicating through words or conduct that a dwelling which is available for inspection, sale, or rental has been sold or rented.
- Representing that covenants or other deed, trust, or lease provisions which purport
  to restrict the sale or rental of dwellings preclude the sale or rental of a dwelling to a
  person.
- Enforce covenants or other deed, trust, or lease provisions which preclude the sale or rental of a dwelling to any person.
- Limiting information, by word or conduct, regarding suitably priced dwellings, available for inspection, sale, or rental.
- Providing false or inaccurate information regarding the availability of a dwelling for sale or rental to any person.

### **Engaging in blockbusting practices for profit**

Engaging in **blockbusting** practices for profit is prohibited, and includes, but is not limited to:

 Engaging in conduct which conveys to a person that a neighborhood is undergoing or about to undergo a change in demographics in order to encourage the person to offer a dwelling for sale or rental.

### Blockbusting

To convince, or attempt to convince, a person to sell or rent a dwelling because of the entry, or prospective entry, into the neighborhood of a person or persons of a particular race, color, religion, sex, familial status, national origin, or with a disability.

Encouraging, for profit, any person to sell or rent a dwelling through assertions that
the entry or prospective entry of persons with protected characteristics, can or will
result in undesirable consequences for the area, such as lowering of property values,
an increase in criminal or antisocial behavior, or a decline in the quality of schools or
other services.

### Participating in other discriminatory actions

Other discriminatory actions that are prohibited include:

- Denying anyone access to, or membership in, a facility or service related to housing sales or rentals.
- Restricting or attempting to restrict the choices of a person so as to perpetuate segregated housing patterns.
- Engaging in conduct that is connected to making dwellings unavailable or denying dwellings to persons.
- Discouraging a person from purchasing or renting a dwelling by exaggerating drawbacks or failing to inform any person of desirable features of a dwelling, community, neighborhood, or development.
- Communicating to any prospective purchaser that he or she would not be comfortable or compatible living near the existing residents of a community, neighborhood, or development.
- Assigning any person to a particular section of a community, neighborhood, development, or floor of a building.
- Discharging or taking other adverse action against an employee, broker, or agent because he or she refused to participate in a discriminatory housing practice.
- Employing codes or other devices to segregate or reject applicants, purchasers, or renters.
- Refusing to take or to show listings of dwellings in certain areas.
- Refusing to deal with certain brokers or agents because one or more of their clients have a protected characteristic.
- Denying or delaying the processing of an application or refusing to approve such a person for occupancy in a cooperative or condominium dwelling.
- Refusing to provide municipal services or property or hazard insurance for dwellings.
- Enacting or implementing land-use rules, ordinances, policies, or procedures that restrict or deny housing opportunities or otherwise make unavailable or deny dwellings.

Note: According to the Fair Housing Act, the term "to rent" includes to lease, to sublease, to let, and otherwise to grant for a consideration the right to occupy premises. The term "dwelling" refers to an occupancy where people live and does not include raw land or farmland.

# Below is a list of scenarios. Place an "A" next to scenarios that correspond with Prohibited Practice and a "B" next to scenarios corresponding with Legal Practice.

1. A real estate agent tends to steer prospective minority buyers to neighborhoods

	and communities where the residents are predominantly minorities.
2.	A landlord charges residents with children higher rents and security deposits than residents without children.
3.	A landlord denies residence to a family with young children after discovering that

\_\_\_\_ 4. A real estate agent shows a prospective low-income buyer a home in a community where homes tend to be less expensive compared to the rest of the market.

these prospective renters never paid their rent on time with past landlords.

5. A property owner denied a request from a tenant with a mobility disability to obtain a reserved parking space that is in close proximity to the entrance to her townhome.

### **ADDITIONAL PROTECTIONS FOR INDIVIDUALS WITH DISABILITIES**

The Fair Housing Act prohibits several additional practices related to housing sales and rentals in order to provide unique protections to individuals who have a physical or mental disability. Let's learn about these prohibited practices.

### Discriminating in sale or rental

It is prohibited to discriminate in the sale or rental, or to otherwise make unavailable or deny a dwelling to any buyer or renter because of a disability of:

that buyer or renter;

**KNOWLEDGE CHECK 6** 

- a person residing in or intending to reside in that dwelling after it is sold, rented, or made available; or
- any person associated with that buyer or renter.

# Discriminating in terms, conditions, or privileges of sale, rental, services, or facilities

It is prohibited to discriminate against any person in terms, conditions, or privileges of sale or rental of a dwelling, or in the provision of services or facilities in connection with such dwelling, because of a disability of:

- that person; or
- a person residing in or intending to reside in that dwelling after it is sold, rented, or made available; or
- any person associated with that person.

### Refusing to permit reasonable modifications to existing premises

It is prohibited to refuse to permit, at the expense of the disabled person, **reasonable modifications** to an existing dwelling or common use area if the modification is necessary for a person with disabilities to use and enjoy a dwelling.

Typically, it is the responsibility of the renter to make and pay for the modifications. If reasonable, the landlord may require the renter to restore the premises to the condition that existed before the modification upon moving, reasonable wear and tear excepted.

Section 504 of the Rehabilitation Act of 1973 and its implementing regulations obligate housing providers that receive federal financial assistance to make and pay for structural changes to facilities, if needed as a reasonable accommodation for applicants and tenants with disabilities, unless doing so poses an undue financial and administrative burden.

# Refusing to make reasonable accommodations

It is prohibited to refuse to make **reasonable accommodations** in rules, policies, practices, or services necessary for a person with disabilities to use and enjoy a dwelling.

### **Reasonable Modification**

A structural modification that is made to allow persons with disabilities the full enjoyment of the housing and related facilities.

### **Reasonable Accommodation**

A change in rules, policies, practices, or services so that a person with a disability will have an equal opportunity to use and enjoy a dwelling unit or common space. A housing provider should do everything to assist a person with a disability, but is not required to make changes that would fundamentally alter the program or create an undue financial and administrative burden. Reasonable accommodations may be necessary at all stages of the housing process, including application, tenancy, or to prevent eviction.

Examples of reasonable accommodations include:

- Allowing a visually impaired tenant to keep a guide dog as an assistance animal in a building with a "no pets" policy.
- Honoring a request from a tenant with a mobility disability for a reserved space near her apartment (in an apartment complex that offers tenants unassigned parking) if necessary to assure access to her apartment.

### **Assistance Animal**

An assistance animal is not considered a pet. It is an animal that works, provides assistance, or performs tasks for the benefit of a person with a disability, or provides emotional support that alleviates one or more identified symptoms or effects of a person's disability. For purposes of reasonable accommodation requests, the Fair Housing Act does not require an assistance animal to be individually trained or certified. While dogs are the most common type of assistance animal, other animals can also be assistance animals.

### Disregard of design and construction requirements

Covered multifamily dwellings for first occupancy after March 13, 1991, must contain certain features to allow access by persons with disabilities, according to Fair Housing Act laws. Covered multifamily dwellings include all buildings with an elevator that consist of four or more units and all ground-floor units in buildings that consist of four or more units but do not have an elevator. The required features are:

- Public use and common use areas must be accessible to and usable by persons with disabilities.
- Doors into and within the dwelling must be wide enough for passage by disabled persons in wheelchairs.
- All premises within the dwelling must have:
  - An accessible route into and through the dwelling.
  - Light switches, electrical outlets, thermostats, and other environmental controls in accessible locations.
  - Reinforced bathroom walls to allow later installation of grab bars.
  - Usable kitchens and bathrooms such that people in wheelchairs can maneuver about the space.

These requirements for new buildings do not replace any more stringent standards in state or local law.

### **KNOWLEDGE CHECK 7**

The following situation is an example of what type of change?

A property manager of an apartment complex that receives federal financial assistance installs a ramp so that a tenant in a wheelchair can easily access her first-floor apartment.

- A. Reasonable accommodation
- B. Accessibility modification
- C. Reasonable modification
- D. Accessibility accommodation

### **KNOWLEDGE CHECK 8**

The following situation is an example of what type of change?

A housing provider has a policy of requiring tenants to come to the rental office to pay their rent. A tenant with a mental disability, who is afraid to leave her unit, is allowed to mail her rent payment.

- A. Reasonable accommodation
- B. Accessibility modification
- C. Reasonable modification
- D. Accessibility accommodation

### **LIMITED ENGLISH PROFICIENCY**

Individuals who do not speak English as their primary language and who have a limited ability to read, speak, write, or understand English are considered to have Limited English Proficiency, or LEP. LEP persons are protected under Title VI of the Civil Rights Act of 1964. Providing housing counseling services in languages accessible to LEP persons in the community is one way housing counseling agencies can combat discrimination based on National Origin. The <a href="Housing Counseling Limited English Proficiency (LEP) Toolkit">Housing Counseling Limited English Proficiency (LEP) Toolkit</a> published by the Office of Housing Counseling (OHC) in March 2021provides comprehensive guidance regarding the language accessibility obligations of housing counseling agencies.

### FAIR HOUSING COMPLIANCE

Fair Housing Act compliance is monitored and enforced by HUD's Office of Fair Housing and Equal Opportunity, or FHEO, which aims to eliminate housing discrimination, promote economic opportunity, and achieve diverse, inclusive communities. FHEO conducts fair housing complaint investigations and compliance reviews, manages fair housing grants, and ensures that HUD programs are compliant with fair housing and equal opportunity laws.

In addition to the Fair Housing Act, FHEO also enforces the following laws:

- Title VI of the Civil Rights Act of 1964
- Section 109 of the Housing and Community Development Act of 1974
- Section 504 of the Rehabilitation Act of 1973
- Titles II and III of the Americans with Disabilities Act of 1990
- The Architectural Barriers Act of 1968
- The Age Discrimination Act of 1975
- Title IX of the Education Amendments Act of 1972

# EXEMPTIONS TO THE FAIR HOUSING ACT: HOUSING SALES AND RENTAL LAWS

Now that we have discussed general housing sales, rental, and construction practices that are prohibited by the Fair Housing Act when based on the seven protected characteristics, as well as additional practices that protect individuals with a physical or mental disability, let's review the exemptions to the Fair Housing Act.

The practices in housing sales and rental discussed to this point are not prohibited, or, in other words, they are exempt from compliance with the Fair Housing Act, when one or more of the following conditions exist:

- 1. Single-Family House Exemption, Section 803 (B)(1), applies when an owner:
  - Owns, sells, or rents the house;
  - Owns three or fewer single family homes at any one time;
  - Does not use the services or facilities of a real estate broker; and
  - Does not advertise in violation of Section 804(c) of the Fair Housing Act (discriminatory advertising practices).

In other words, an owner with four or more properties is no longer exempt.

- 2. "Mrs. Murphy" Exemption, Section 803(B)(2), applies if:
  - The house or living quarter units are occupied or intended to be occupied by no more than four families living independently and the owner maintains or occupies one of the living quarters. In other words, for *owner-occupied* buildings:
    - Owners with three or fewer rental units are exempt. (i.e., An owner lives in a four-unit building and rents the remaining three units.)
    - Owners with four or more rental units are not exempt. (i.e., An owner lives in a five-unit building and rents four units.)
  - Properties that qualify under this exemption are still prohibited from discriminatory advertising, and owners are liable for making a discriminatory statement, posting a discriminatory notice, or running a discriminatory advertisement.
  - To ensure compliance in your area, be sure check state and local laws and regulations, as they may impose additional limitations on this exemption or even eliminate it altogether.
- 3. Religious Organization Exemption, Section 807(A), outlines that religious organizations, associations, or societies can give preference to persons of the same religion if:
  - Housing is not operated for a commercial purpose;
  - Housing is made available only to persons of the same religion; and
  - The religion does not discriminate based on race, color, or national origin.
- 4. Private Club Exemption, Section 807(A), outlines that a private club can give preference to its members if:
  - It is in fact private and not open to the public;
  - It provides housing that is incidental to its primary purpose; and
  - Housing is not operated for a commercial purpose.
- 5. Housing for Older Persons Exemptions, Section 807(B), exempts housing providers from familial status prohibitions if the community meets any of the following criteria:
  - Housing provided under a state or federal program that the HUD Secretary determines is specifically designed and operated to assist elderly persons;
  - 100% of the community is 62 or older; or
  - 80% of the households have at least one resident who is 55 or older, and the
    community adheres to policies and procedures that demonstrate intent to house
    older persons and complies with rules for verification of occupancy.

It's important to remember that the Fair Housing Act does not protect age. However, age and disability may be connected. A person may have an age-related disability, which *would* be protected by the Fair Housing Act.

Let's now return to the counseling session where Luis clarifies an important concept regarding exceptions to Fair Housing Act laws.

### **DECISION TO FILE A COMPLAINT**

program

**IBRAHIM.** I don't think we have enough information about any of the apartment complexes we visited to identify which of them are subject to and which are exempt from compliance with fair housing laws.

SHEREEN. He's right. We have very limited information about the entities that own and operate the properties that we visited. It is possible that the one we are most interested in is actually operated by or in conjunction with a church, and for that reason can indeed discriminate against us on the basis of religion.

Luis. That is not a problem at all. You are not expected to establish the absence of an exception before filing a fair housing complaint to HUD. Once you file a complaint, HUD will investigate further to determine if the entity is exempt or otherwise. However, you will need to identify a specific individual against whom you will file that complaint. A complaint cannot be filed against a property, apartment complex, or other group, but rather must be filed against an individual.

Luis continues the session by sharing additional information about the process for filing a complaint, which we will cover in Module 3.2.

# KNOWLEDGE CHECK 9 Below is a list of scenarios. Place an "A" next to scenarios that correspond with Prohibited Practice and a "B" next to scenarios corresponding with Legal Practice. \_\_\_\_\_\_1. Refusing to rent, sell, or negotiate for housing when the owner of the housing is a private entity that owns six single-family houses \_\_\_\_\_\_2. Making housing that is operated by a religious organization unavailable to those who are not members of the religious organization \_\_\_\_\_3. Limiting information regarding suitably priced dwellings available for inspection, sale, or rental of an owner-occupied facility with fifteen individual family units \_\_\_\_\_4. Failing to process an offer for the sale or rental of a dwelling that was promoted by a real estate agent \_\_\_\_\_5. Refusing to rent a dwelling to a family with young kids in a community that the HUD Secretary has determined to be designated for elderly persons under a federal

### PROHIBITED PRACTICES IN OTHER TRANSACTIONS AND SERVICES

Now that we've discussed the Fair Housing Act laws relating to housing sales and rental, let's continue by reviewing the prohibited actions that relate to residential real estate-related transactions, provision of brokerage services, or mortgage lending, as well as actions that involve coercion.

### Discriminating in residential real estate-related transactions

Discriminating in residential real-estate related practices is prohibited and includes, but is not limited to:

- Discriminating in the selling, brokering, or appraising of residential real estate.
- Making real estate-related transactions unavailable.
- Discriminating in terms or conditions of real estate-related transactions.

According to the Fair Housing Act, a "real estate-related transaction" means any of the following:

- The making or purchasing of loans or providing other financial assistance for purchasing, constructing, improving, repairing, or maintaining a dwelling.
- The making or purchasing of loans or providing other financial assistance secured by residential real estate.

### Discriminating in provision of brokerage services

Denying any person access to or membership or participation in any multiple-listing service; real estate brokers' organization; or other service, organization, or facility relating to the business of selling or renting dwellings is prohibited. Prohibited actions under this section include, but are not limited to:

- Setting different fees for access to or membership in a multiple listing service.
- Denying or limiting benefits accruing to members in a real estate brokers' organization.
- Imposing different standards or criteria for membership in a real estate sales or rental organization.
- Establishing geographic boundaries or office location or residence requirements for access to, or membership or participation in, any multiple-listing service, real estate brokers' organization or other service, organization or facility relating to the business of selling or renting dwellings.
- Discriminating against a person in the terms or conditions of such access, membership, or participation.

### Discriminating in mortgage lending

Discriminating in mortgage lending is prohibited and includes, but is not limited to:

- Refusing to make a mortgage loan.
- Refusing to provide information regarding loans.
- Imposing different terms or conditions on a loan (e.g., different interest rates, points, or fees).
- Discriminating in appraising property.

### Coercing, intimidating, threatening, or interfering

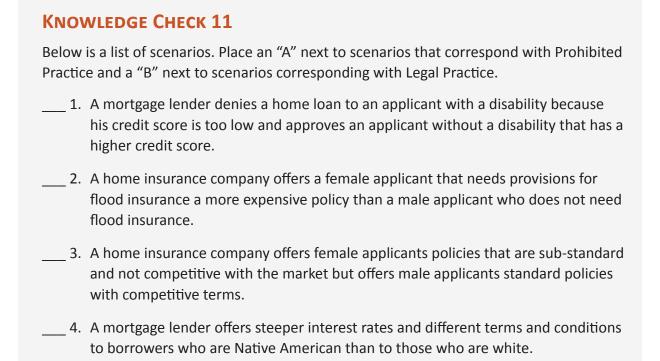
It is illegal to coerce, intimidate, threaten, or interfere with any person in the exercise or enjoyment of fair housing rights, or with any person aiding others to exercise or enjoy fair housing rights.

In the next module, you will see the conclusion of Luis' housing counseling session with Shereen and Ibrahim and deepen your knowledge of fair housing regulations.

### **KNOWLEDGE CHECK 10**

Which action in mortgage lending is allowed by the Fair Housing Act?

- A. Refusing to provide information regarding loans
- B. Imposing different terms or conditions on a loan based on family size
- C. Suggesting that a potential client review information about all different loan types
- D. Appraising property based on race of the current owner



### **SUMMARY**

In this module, you learned to:

- 1. Comprehend the connection between the history of civil rights and discriminatory practices in the financial and housing industry, as well as the early role of the federal government and lending institutions.
- 2. Comprehend key provisions of the Fair Housing Act and the impact of the law when discussing client's rights under the Fair Housing Act.
- 3. Comprehend fair housing terms and concepts when discussing ways to identify and overcome violations of fair housing laws, including understanding of the seven protected characteristics.
- 4. Identify which entities are subject to and which entities are exempt from compliance with fair housing laws.

### **KNOWLEDGE CHECK ANSWER KEY**

### 1. (B) Deed restrictions

Deed restrictions are the legally enforceable terms that govern the use of real estate. Deed restrictions that discriminate based on any of the seven prohibited bases for discrimination are illegal and unenforceable.

Incorrect answers: (A) Residential security restrictions, (C) Redlined maps, and (D) Government-sponsored deeds.

### 2. (D) Redlining

Redlining is the practice of refusing to make residential loans or imposing more onerous terms on any loans made because of the predominant race, color, national origin, religion, sex, disability, or familial status of the area's residents.

Incorrect answers: (A) Securitizing, (B) Blockbusting, and (C) Predatory lending.

### (D) Civil Rights Act of 1968

Following the assassination of Dr. Martin Luther King, Jr., Congress passed the Civil Rights Act of 1968, also known as the Fair Housing Act, which prohibits discrimination in housing sales, rentals, and financing based on race, color, national origin, religion, (and as later amended) sex, disability, and familial status.

Incorrect answers: (A) Executive Order 11063—President Kennedy signed Executive Order 11063 in 1962, prohibiting discrimination based on race, color, and national origin, in the sale, leasing, rental, or other disposition of properties and facilities owned or operated by the federal government or provided with federal funds; (B) Civil Rights Act of 1866—The Civil Rights Act of 1866 declared that "all persons born in the United States," except American Indians, were "hereby declared to be citizens of the United States." It also granted all citizens full and equal rights "for the security of person and property . . . without distinction of race or color, or previous condition of slavery or involuntary servitude"; and (C) Civil Rights Act of 1964—The Civil Rights Act of 1964 prohibits discrimination on the basis of race, color, or national origin in programs and activities that receive federal funding.

### 4. (B) 7

The Fair Housing Act, as amended, protects seven characteristics: race, color, national origin, religion, sex, disability, and familial status.

(A) 5, (C) 8, and (D) 10

### 5. Correct matched items:

- (A) Familial Status: 1. A landlord imposes a higher security deposit on a family with two children, even though the family otherwise meets the criteria for tenancy, income, and credit history.
- (G) National Origin: 2. A lender only offers adjustable rate mortgages with steep interest rates to Afghanis, but this same lender offers more flexible financing to all other loan applicants.
- (B) Race: 3. A realtor shows an Asian Indian family housing only in Asian Indian neighborhoods and refuses to show the family houses in predominantly white neighborhoods.
- (E) Sex: 4. A landlord charges female tenant applicants a higher security deposit than male applicants.
- (C) Religion: 5. A property manager provides a rental unit of inferior quality to man with a beard, which is kept to adhere to spiritual believes.
- (D) Disability: 6. An apartment imposes higher rent to individuals who describe themselves as having a debilitating paranoid personality disorder.
- (F) Color: 7. A Chinese American individual with light skin fails to process an offer for the sale of a home to a Chinese American with a darker tone.

### 6. Correct matched items:

### (A) Prohibited Practice (B) Legal Practice 3. A landlord denies residence to 1. A real estate agent tends to steer prospective minority a family with young children after buyers to neighborhoods and discovering that these prospective communities where the residents renters never paid their rent on are predominantly minorities time with past landlords—This is not a prohibited practice. If the This is likely a prohibited practice. The agent is steering buyers prospective tenants have a history to certain communities based of late rental payments, then the upon their race or national landlord can deny their application. origin, which is a protected characteristic.

(A) Prohibited Practice	(B) Legal Practice
2. landlord charges residents with children higher rents and security deposits than residents without children—This is likely a prohibited practice. The landlord is violating the Fair Housing Act's protection of familial status.	4. A real estate agent shows a prospective low-income buyer a home in a community where homes tend to be less expensive compared to the rest of the market—This is not a prohibited practice. The real estate agent is showing the prospective buyer homes that meet his/her budget. This is permissible as long as the agent's actions aren't based on race, color, national origin, religion, sex, disability, or familial status.
5. A property owner denied a request from a tenant with a mobility disability to obtain a reserved parking space that is in close proximity to the entrance to her townhome—This is likely an unlawful practice. It is prohibited to refuse to make reasonable accommodations necessary for a person with disabilities to use and enjoy a dwelling.	

### 7. (C) Reasonable modification

Here, the property manager has made what is called a reasonable modification. Typically, it is the responsibility of the renter to make and pay for the modifications. However, housing providers that receive federal financial assistance must make and pay for structural changes to their facilities.

Incorrect answers: (A) Reasonable accommodation, (B) Accessibility modification, and (D) Accessibility accommodation—In this case, the property manager has made what is called a reasonable modification. The ramp is a structural change that allows the tenant to easily access her apartment. Reasonable modifications involve a change in a building's structure.

### 8. (A) Reasonable accommodation

Here, the housing provider has made what is called a reasonable accommodation by changing the rental payment policy for this one resident, given her mental disability.

Incorrect answers: (B) Accessibility modification, (C) Reasonable modification, and (D) Accessibility accommodation—Here, the housing provider has made what is called a reasonable accommodation by changing the rental payment policy for this one resident, given her mental disability. A reasonable accommodation involves a change in rules, policies, practices, or services to accommodate a person with a disability.

### 9. Correct matched items:

### (A) Prohibited Practice (B) Legal Practice 1. Refusing to rent, sell, or 2. Making housing that is operated negotiate for housing when the by a religious organization unavailable to those who are owner of the housing is a private entity that owns six single-family not members of the religious houses—According to the Fair organization—The Fair Housing Housing Act, it is prohibited to Act restrictions do not apply to rent, sell, or negotiate the sale circumstances in which housing or rental of a dwelling based on is operated by, or in conjunction protected characteristics. Since with, a religious organization, the private entity owns more than association, society, or nonprofit three single-family houses, it is organization. subject to compliance with fair housing laws.

### (A) Prohibited Practice

- 3. Limiting information regarding suitably priced dwellings available for inspection, sale, or rental of an owner-occupied facility with fifteen individual family units— According to the Fair Housing Act, it is prohibited to falsely represent the availability of a dwelling, through actions such as limiting information, by word or conduct, regarding suitably priced dwellings, available for inspection, sale or rental. Since the owner-occupied facility has rooms and units that are occupied by more than four families living independently of each other, it is subject to compliance with fair housing laws.
- (B) Legal Practice
- 5. Refusing to rent a dwelling to a family with young kids in a community that the HUD Secretary has determined to be designated for elderly persons under a federal program—Housing providers for older persons may be exempt from the familial status provisions of the Fair Housing Act, if the HUD Secretary has determined the housing is designed for and occupied by elderly persons under a federal, state, or local government program.
- 4. Failing to process an offer for the sale or rental of a dwelling that was promoted by a real estate agent—According to the Fair Housing Act, it is prohibited to set different terms, conditions, or privileges in services and facilities, through actions such as failing to process an offer for the sale or rental of a dwelling. Since a real estate agent promoted the dwelling on behalf of a homeowner, s/he is subject to compliance with fair housing laws.

# 10. (C) Suggesting that a potential client review information about all different loan types.

The Fair Housing Act does not prohibit a lender from showing potential clients information about different loan types.

Incorrect answers: (A) Refusing to provide information regarding loans, (B) Imposing different terms or conditions on a loan, and (D) Discriminating in appraising property—The Fair Housing Act prohibits the following: Refusing to make a loan; refusing to provide information regarding loans; imposing different terms or conditions on a loan; and discriminating in appraising property.

### 11. Correct matched items:

# 3. A home insurance company offers female applicants policies that are sub-standard and not competitive with the market, but offers male applicants standard policies with competitive terms— This is likely a prohibited practice. The home insurance company cannot set different terms and conditions based on race, color, national origin, religion, sex, disability, or familial status.

(A) Prohibited Practice

### (B) Legal Practice

1. A mortgage lender denies a home loan to an applicant with a disability because his credit score is too low and approves an applicant without a disability that has a higher credit score— This is a legal practice. If an applicant needs additional insurance for flood coverage, the policy will likely be more expensive. It is not an unlawful practice to charge more for additional coverage, as long as the charge is not based on race, color, national origin, religion, sex, disability, or familial status.

### (A) Prohibited Practice

4. A mortgage lender offers steeper interest rates and different terms and conditions to borrowers who are Native American than to those who are white—This is likely a prohibited practice. The lender cannot set different rates, terms, and conditions based on race.

### (B) Legal Practice

2. A home insurance company offers a female applicant that needs provisions for flood insurance a more expensive policy than a male applicant that does not need flood insurance—This is a legal practice. If an applicant needs additional insurance for flood coverage, the policy will likely be more expensive. It is not an unlawful practice to charge more for additional coverage, as long as the charge is not based on race, color, national origin, religion, sex, disability, or familial status.

### CFR 2011, TITLE 24, VOLUME 1, SECTION 100.201

www.ecfr.gov/current/title-24/part-100

### **EXAMPLES OF RESIDENTIAL SECURITY MAPS-1**

jscholarship.library.jhu.edu/handle/1774.2/32621

### **EXAMPLES OF RESIDENTIAL SECURITY MAPS-2**

societyhealth.vcu.edu/media/society-health/pdf/PMReport Baltimore.pdf

(see page 23)

### **HUD FHEO**

www.hud.gov/program\_offices/fair\_housing\_equal\_opp

### **HUD FHEO: FAIR HOUSING AND RELATED LAWS**

www.hud.gov/program offices/fair housing equal opp/fair housing and related law

### **HUD FHEO: FILE A COMPLAINT**

www.hud.gov/program offices/fair housing equal opp/online-complaint

### **HUD'S HISTORY OF FAIR HOUSING**

www.hud.gov/program offices/fair housing equal opp/aboutfheo/history

### **HUD HOUSING COUNSELING LEP TOOLKIT**

files.hudexchange.info/resources/documents/Housing-Counseling-Limited-English-Proficiency-Toolkit.pdf

### **HUD LEP FAQ**

www.hud.gov/program offices/fair housing equal opp/promotingfh/lep-faq

### **HUD'S LGBT RESOURCES PAGE**

www.hud.gov/LGBT resources

### **HUD TRANSLATED MATERIALS**

www.hud.gov/program offices/fair housing equal opp/17lep

### LEP.GOV

www.lep.gov/

### **LEP.GOV HOUSING**

www.lep.gov/housing

### **IMAGE SOURCES**

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Civil Rights Act of 1964: By Cecil Stoughton, White House Press Office (WHPO) [Public domain], via Wikimedia Commons. Accessed November 11, 2014. <a href="mailto:commons.wikimedia.org/">commons.wikimedia.org/</a> wiki/File%3ALyndon Johnson signing Civil Rights Act%2C July 2%2C 1964.jpg

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### JOINT POLICY STATEMENT ON DISCRIMINATORY LENDING

www.govinfo.gov/content/pkg/FR-1994-04-15/html/94-9214.htm