

# CITY OF OAKLAND

## **BILL ANALYSIS**

2015 APR 10 AM 5: 06 Date: April 9, 2015

Bill Number: AB 1335

**Bill Author: Assembly Speaker Toni Atkins** 

### **DEPARTMENT INFORMATION**

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**RECOMMENDED POSITION:** Support

**Summary of the Bill:** There is an ongoing need for more affordable housing in the City of Oakland. AB 1335, the Building Homes and Jobs Act, establishes a permanent funding source for affordable housing, through a small fee on real estate transaction documents, excluding home sales.

**Positive Factors for Oakland:** This new fee would generate hundreds of millions of dollars for affordable housing projects in California. The law requires the State to produce an investment strategy for such moneys that promotes geographically balanced distribution of the funds, including consideration of direct allocation to local governments. In addition to serving housing needs, the funding would promote job creation and economic development.

**Negative Factors for Oakland: None** 

Support:

<u>X</u>	Critical (top priority for City lobbyist, city position required ASAP)
	Very Important (priority for City lobbyist, city position necessary)
	Somewhat Important (City position desirable if time and resources are available)
	Minimal or None (do not review with City Council, position not required)

State Treasurer John Chiang League of California Cities

PLEASE RATE THE EFFECT OF THIS MEASURE ON THE CITY OF OAKLAND:

Item: \_\_\_\_\_ Rules & Legislation Comte. April 23, 2015 Housing California
California Building Industry Association
California Infill Federation
Bay Area Council
California Housing Consortium
Western Center on Law & Poverty

# Opposition:

None known

Attached: bill text.

Respectfully Submitted,

Council President Gibson McElhaney

Councilmember Dan Kalb

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Item: \_\_\_\_\_ Rules & Legislation Comte. April 23, 2015 Introduced by Assembly Member Atkins
(Principal coauthors: Assembly Members Chau, Chiu, and Gordon)
(Coauthors: Assembly Members Alejo, Bloom, Bonilla, Bonta,
Cooper, Gonzalez, Lopez, Low, McCarty, Mullin, Rendon,
Santiago, Mark Stone, Ting, and Weber)

February 27, 2015

An act to add Section 27388.1 to the Government Code, and to add Chapter 2.5 (commencing with Section 50470) to Part 2 of Division 31 of the Health and Safety Code, relating to housing, and declaring the urgency thereof, to take effect immediately.

#### LEGISLATIVE COUNSEL'S DIGEST

AB 1335, as introduced, Atkins. Building Homes and Jobs Act. Under existing law, there are programs providing assistance for, among other things, emergency housing, multifamily housing, farmworker housing, home ownership for very low and low-income households, and downpayment assistance for first-time homebuyers. Existing law also authorizes the issuance of bonds in specified amounts pursuant to the State General Obligation Bond Law. Existing law requires that proceeds from the sale of these bonds be used to finance various existing housing programs, capital outlay related to infill development, brownfield cleanup that promotes infill development, and housing-related parks.

This bill would enact the Building Homes and Jobs Act. The bill would make legislative findings and declarations relating to the need for establishing permanent, ongoing sources of funding dedicated to affordable housing development. The bill would impose a fee, except

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as provided, of \$75 to be paid at the time of the recording of every real estate instrument, paper, or notice required or permitted by law to be recorded. By imposing new duties on counties with respect to the imposition of the recording fee, the bill would create a state-mandated local program. The bill would require that revenues from this fee, after deduction of any actual and necessary administrative costs incurred by the county recorder, be sent quarterly to the Department of Housing and Community Development for deposit in the Building Homes and Jobs Fund, which the bill would create within the State Treasury. The bill would provide that moneys in the fund may be expended for supporting affordable housing, home ownership opportunities, and other housing-related program, as specified. The bill would impose certain auditing and reporting requirements.

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that no reimbursement is required by this act for a specified reason.

This bill would declare that it is to take effect immediately as an urgency statute.

Vote:  $\frac{2}{3}$ . Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.

The people of the State of California do enact as follows:

- 1 SECTION 1. This act shall be known as the Building Homes 2 and Jobs Act.
- SEC. 2. (a) The Legislature finds and declares that having a healthy housing market that provides an adequate supply of homes affordable to Californians at all income levels is critical to the

6 economic prosperity and quality of life in the state.

- 7 (b) The Legislature further finds and declares all of the 8 following:
- 9 (1) Funding approved by the state's voters in 2002 and 2006, as of June 2014, has financed the construction, rehabilitation, and
- 11 preservation of over 14,000 shelter spaces and 149,000 affordable
- 12 homes. These numbers include thousands of supportive homes for
- 13 people experiencing homelessness. In addition, these funds have
- 14 helped tens of thousands of families become or remain

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homeowners. Nearly all of the voter-approved funding for affordable housing was awarded by the beginning of 2015.

- (2) The requirement in the Community Redevelopment Law that redevelopment agencies set aside 20 percent of tax increment for affordable housing generated roughly \$1 billion per year. With the elimination of redevelopment agencies, this funding stream has disappeared.
- (3) In 2014, the Legislature committed 10 percent of ongoing cap-and-trade funds for affordable housing that reduces greenhouse gas emissions and dedicated \$100 million in one-time funding for affordable multifamily and permanent supportive housing. In addition, the people of California thoughtfully approved the repurposing of \$600 million in already committed bond funds for the creation of affordable rental and permanent supportive housing for veterans through the passage of Proposition 41.
- (4) Despite these investments, the need in the state of California greatly exceeds the available resources, considering 36.2 percent of mortgaged homeowners and 47.7 percent of all renters are spending more than 35 percent of their household incomes on housing.
- (5) California has 12 percent of the United States population, but 20 percent of its homeless population. California has the highest percentage of unsheltered homeless in the nation, with 63 percent of homeless Californians not having shelter. California has 24 percent of the nation's homeless veterans population and one-third of the nations' chronically homeless population. California also has the largest populations of unaccompanied homeless children and youth, with 30 percent of the national total.
- (6) Furthermore, four of the top 10 metropolitan areas in the country for homeless are in the following metropolitan areas in California: San Jose-Sunnyvale-Santa Clara, Los Angeles-Long Beach-Santa Ana, Fresno, and Stockton.
- (7) California continues to have the second lowest homeownership rate in the nation, and the Los Angeles metropolitan area is now a majority renter area. In fact, five of the eight lowest homeownership rates are in metropolitan areas in California.
- (8) Los Angeles and Orange Counties have been identified as the epicenter of overcrowded housing, and numerous studies have shown that children in crowded homes have poorer health, worse

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scores on mathematics and reading tests, and higher rates of depression and behavioral problems—even when poverty is taken into account.

- (9) Millions of Californians are affected by the state's chronic housing shortage, including seniors, veterans, people experiencing chronic homelessness, working families, people with mental, physical, or developmental disabilities, agricultural workers, people exiting jails, prisons, and other state institutions, survivors of domestic violence, and former foster and transition-aged youth.
- (10) Eight of the top 10 hardest hit cities by the foreclosure crisis in the nation were in California. They include the Cities of Stockton, Modesto, Vallejo, Riverside, San Bernardino, Merced, Bakersfield, and Sacramento.
- (11) California's workforce continues to experience longer commute times as persons in the workforce seek affordable housing outside the areas in which they work. If California is unable to support the construction of affordable housing in these areas, congestion problems will strain the state's transportation system and exacerbate greenhouse gas emissions.
- (12) Many economists agree that the state's higher than average unemployment rate is due in large part to massive shrinkage in the construction industry from 2005 to 2009, including losses of nearly 700,000 construction-related jobs, a 60-percent decline in construction spending, and an 83-percent reduction in residential permits. Restoration of a healthy construction sector will significantly reduce the state's unemployment rate.
- (13) The lack of sufficient housing impedes economic growth and development by making it difficult for California employers to attract and retain employees.
- (14) To keep pace with continuing demand, the state should identify and establish a permanent, ongoing source or sources of funding dedicated to affordable housing development. Without a reliable source of funding for housing affordable to the state's workforce and most vulnerable residents, the state and its local and private housing development partners will not be able to continue increasing the supply of housing after existing housing bond resources are depleted.
- (15) The investment will leverage billions of dollars in private investment, lessen demands on law enforcement and dwindling health care resources as fewer people are forced to live on the

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streets or in dangerous substandard buildings, and increase businesses' ability to attract and retain skilled workers.

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- (16) In order to promote housing and homeownership opportunities, the recording fee imposed by this act shall not be applied to any recording made in connection with a sale of real property. Purchasing a home is likely the largest purchase made by Californians, and it is the intent of this act to not increase transaction costs associated with these transfers.
- SEC. 3. Section 27388.1 is added to the Government Code, to read:
- 27388.1. (a) (1) Commencing January 1, 2016, and except as provided in paragraphs (2) and (3), in addition to any other recording fees specified in this code, a fee of seventy-five dollars (\$75) shall be paid at the time of recording of every real estate instrument, paper, or notice required or permitted by law to be recorded except those expressly exempted from payment of recording fees. "Real estate instrument, paper, or notice" means a document relating to real property, including, but not limited to, the following: deed, grant deed, trustee's deed, deed of trust, reconveyance, quit claim deed, fictitious deed of trust, assignment of deed of trust, request for notice of default, abstract of judgment, subordination agreement, declaration of homestead, abandonment of homestead, notice of default, release or discharge, easement, notice of trustee sale, notice of completion, UCC financing statement, mechanic's lien, maps, and covenants, conditions, and restrictions.
- (2) The fee described in paragraph (1) shall not be imposed on any real estate instrument, paper, or notice recorded in connection with a transfer subject to the imposition of a documentary transfer tax as defined in Section 11911 of the Revenue and Taxation Code or on any real estate instrument, paper, or notice recorded in connection with a transfer of real property that is a residential dwelling to an owner-occupier.
- (3) The fee described in paragraph (1) shall be reduced so that the fee, together with any charges or recording fees that are in effect on or before the effective date of the act adding this section, shall not exceed a per parcel maximum charge of two hundred twenty-five dollars (\$225).
- (b) The fees, after deduction of any actual and necessary administrative costs incurred by the county recorder in carrying

out this section, shall be remitted quarterly, on or before the last day of the month next succeeding each calendar quarterly period, to the Department of Housing and Community Development for deposit in the California Homes and Jobs Trust Fund established by Section 50470 of the Health and Safety Code, to be expended for the purposes set forth in that section. In addition, the county shall pay to the Department of Housing and Community Development interest, at the legal rate, on any funds not paid to the Controller before the last day of the month next succeeding each quarterly period. 

SEC. 4. Chapter 2.5 (commencing with Section 50470) is added to Part 2 of Division 31 of the Health and Safety Code, to read:

## Chapter 2.5. Building Homes and Jobs Act

## Article 1. General Provisions

- 50470. (a) (1) There is hereby created in the State Treasury the Building Homes and Jobs Trust Fund. All interest or other increments resulting from the investment of moneys in the fund shall be deposited in the fund, notwithstanding Section 16305.7 of the Government Code.
- (2) Moneys in the Building Homes and Jobs Trust Fund shall not be subject to transfer to any other fund pursuant to any provision of Part 2 (commencing with Section 16300) of Division 4 of Title 2 of the Government Code, except to the Surplus Money Investment Fund. Upon appropriation by the Legislature, moneys in the fund may be expended for the following purposes:
- (A) The development, acquisition, rehabilitation, and preservation of rental housing that is affordable to extremely low, very low, low- and moderate-income households, including necessary operating subsidies.
- (B) Affordable rental and ownership housing that meets the needs of a growing workforce up to 120 percent of area median income.
- (C) Matching portions of funds placed into local or regional housing trust funds.
- (D) Matching portions of funds available through the Low and Moderate Income Housing Asset Fund pursuant to subdivision (d) of Section 34176 of the Health and Safety Code.

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(E) Capitalized reserves for services connected to the creation of new permanent supportive housing, including, but not limited to, developments funded through the Veterans Housing and Homelessness Prevention Program.

- 5 (F) Emergency shelters, transitional housing, and rapid 6 rehousing. 7
  - (G) Accessibility modifications.

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- 8 (H) Efforts to acquire and rehabilitate foreclosed or vacant 9
- 10 (I) Homeownership opportunities, including, but not limited to, 11 down payment assistance.
  - (b) Both of the following shall be paid and deposited in the fund:
  - (1) Any moneys appropriated and made available by the Legislature for purposes of the fund.
  - (2) Any other moneys that may be made available to the department for the purposes of the fund from any other source or sources.
  - (a) In order to maximize efficiency and address comprehensive needs, the department, in consultation with the California Housing Finance Agency, the California Tax Credit Allocation Committee, and the California Debt Limit Allocation Committee, shall develop and submit to the Legislature, at the time of the Department of Finance's adjustments to the proposed 2015–16 fiscal year budget pursuant to subdivision (e) of Section 13308 of the Government Code, the Building Homes and Jobs Investment Strategy. Notwithstanding Section 10231.5 of the Government Code, commencing with the 2020–21 fiscal year, and every five years thereafter, concurrent with the release of the Governor's proposed budget, the department shall update the investment strategy and submit it to the Legislature. The investment strategy shall do all of the following:
  - (1) Identify the statewide needs, goals, objectives, and outcomes for housing for a five-year time period. Goals should include targets of the total number of affordable homes created and preserved with the funds.
- 37 (2) Promote a geographically balanced distribution of funds 38 including consideration of a direct allocation of funds to local 39 governments.

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- (3) Emphasize investments that serve households that are at or below 60 percent of area median income.
  - (4) Meet the following minimum objectives:
- (A) Encourage economic development and job creation by helping to meet the housing needs of a growing workforce up to 120 percent of area median income.
- (B) Identify opportunities for coordination among state departments and agencies to achieve greater efficiencies, increase the amount of federal investment in production, services, and operating costs of housing, and promote energy efficiency in housing produced.
- (C) Incentivize the use and coordination of nontraditional funding sources including philanthropic funds, local realignment funds, nonhousing tax increment, federal Patient Protection and Affordable Care Act, and other resources.
- (D) Incentivize innovative approaches that produce cost savings to local and state services by reducing the instability of housing for frequent, high-cost users of hospitals, jails, detoxification facilities, psychiatric hospitals, and emergency shelters.
- (b) Before submitting the Building Homes and Jobs Investment Strategy to the Legislature, the department shall hold at least four public workshops in different regions of the state to further inform the development of the investment strategy.
- (c) The department shall form an advisory body of experts and stakeholders to help develop the Building Homes and Jobs Investment Strategy, including, but not limited to, representatives from the banking and financial sector, real estate sector, real estate and housing developers, and homeless service providers.
- (d) Expenditure requests contained in the Governor's proposed budget shall be consistent with the Building Homes and Jobs Investment Strategy developed and submitted pursuant to this part. Moneys in the Building Homes and Jobs Act Fund shall be appropriated through the annual Budget Act.
- 34 (e) The Building Homes and Jobs Investment Strategy and 35 updates required by this section shall be submitted pursuant to 36 Section 9795 of the Government Code.

## Article 2. Audits and Reporting

50475. The California State Auditor's Office shall conduct periodic audits to ensure that the annual allocation to individual programs is awarded by the department in a timely fashion consistent with the requirements of this chapter. The first audit shall be conducted no later than 24 months from the effective date of this section.

50476. (a) In its annual report to the Legislature pursuant to Section 50408, the department shall report how funds that were made available pursuant to this chapter and allocated in the prior year were expended, including efforts to promote a geographically balanced distribution of funds. The report shall also assess the impact of the investment on job creation and the economy. With respect to any awards made specifically to house or support persons who are homeless or at-risk of homelessness, the report shall include an analysis of the effectiveness of the funding in allowing these households to retain permanent housing. The department shall make the report available to the public on its Internet Web site.

- (b) (1) In the report, the department shall make a determination of whether any of the moneys derived from fees collected pursuant to Section 27388.1 of the Government Code are being allocated by the state for any purpose not authorized by Section 50470 and shall share the information with the county recorders.
- (2) If the department determines that any moneys derived from fees collected pursuant to Section 27388.1 of the Government Code are being allocated by the state for a purpose not authorized by Section 50470, the county recorders shall, upon notice of the determination, immediately cease collection of the fees imposed by Section 27388.1 of the Government Code, and shall resume collection of those fees only upon notice that the moneys derived from fees collected pursuant to Section 23788.1 of the Government Code are being allocated by the state only for a purpose authorized by Section 50470.
- SEC. 5. No reimbursement is required by this act pursuant to Section 6 of Article XIIIB of the California Constitution because a local agency or school district has the authority to levy service charges, fees, or assessments sufficient to pay for the program or

- level of service mandated by this act, within the meaning of Section
  17556 of the Government Code.
- SEC. 6. This act is an urgency statute necessary for the immediate preservation of the public peace, health, or safety within the meaning of Article IV of the Constitution and shall go into
- 6 immediate effect. The facts constituting the necessity are:
- In order to provide affordable housing opportunities at the earliest possible time, it is necessary for this act to take effect immediately.

# Assembly Speaker Toni G. Atkins, 78th Assembly District

# AB 1335 - Building Homes and Jobs Act

#### IN BRIEF

The Building Homes and Jobs Act establishes a permanent funding source for affordable housing, through a small fee on real estate transaction documents, excluding home sales.

# THE ISSUE

California has a housing affordability crisis.

- ➤ According to the Public Policy Institute of California (PPIC), as of February 2015, roughly 36 percent of mortgaged homeowners and approximately 48 percent of all renters are spending more than one-third of their household incomes on housing.
- California continues to have the second lowest homeownership rate in the nation and the Los Angeles metropolitan area is now a majority renter region. In fact, five of the eight lowest homeownership rates in the nation are in California metropolitan areas.
- California has 12 percent of the United States population, but 20 percent of its homeless population -- 63 percent of these homeless Californians are unsheltered (the highest rate in the nation).
- At any given time, 134,000 Californians are homeless. California has 24% of the nation's homeless veterans and one-third of the nations' chronically homeless. The state also has the largest numbers of unaccompanied homeless children and youth, with 30% of the national total.

### BACKGROUND

Increasing the construction, building, and availability of affordable housing is good for the economy, the budget, job creation, and families:

➤ The Bay Area Council, the Los Angeles Area Chamber of Commerce, the Los Angeles Business Council, the Orange County Business Council, and the Silicon Valley Leadership Group agree that less affordable housing impedes California businesses from attracting and retaining workers.

- ➤ On average, a single homeless Californian incurs \$2,897 per month in county costs for emergency room visits and in-patient hospital stays, as well as the costs of arrests and incarceration. Roughly 79% of these costs are cut when that person has an affordable home.
- ➤ An estimated 29,000 jobs would be created annually for every \$500 million spent on affordable housing.

### THE SOLUTION

Increased and ongoing funding for affordable housing is critical to stabilize the state's housing development and construction marketplace. If developers know that there is a sustainable source of funding available, they will take on the risk that comes with development — and create a reliable pipeline of well-paying construction jobs in the process.

The Building Homes and Jobs Act will utilize a pay as you go approach and generate hundreds of millions of dollars annually for affordable housing through a \$75 fee on real estate recorded documents, excluding those documents associated with home sales. Funds generated will leverage an additional \$2 to \$3 billion in federal, local, and bank investment.

#### **SUPPORT\***

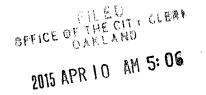
Treasurer John Chiang, Los Angeles Mayor Eric Garcetti, San Diego Mayor Kevin L. Faulconer, San Francisco Mayor Edwin M. Lee, and Oakland Mayor Libby Schaaf.

San Diego Housing Federation, Housing California, California Building Industry Association, California Infill Federation, Bay Area Council, San Diego Regional Chamber of Commerce, California Housing Consortium, Silicon Valley Leadership Group, and Western Center on Law & Poverty

\*Partial list

# FOR MORE INFORMATION

Zack Olmstead, Office of Speaker Toni G. Atkins 916 319 2078 | zachary.olmstead@asm.ca.gov





# OAKLAND CITY COUNCIL

Resolution No.	C.M.S.

INTRODUCED BY COUNCIL PRESIDENT LYNETTE GIBSON MCELHANEY
AND COUNCILMEMBER DAN KALB

RESOLUTION TO SUPPORT CALIFORNIA STATE ASSEMBLY BILL (AB) 1335 (ATKINS) THAT WOULD ESTABLISH A PERMANENT FUNDING SOURCE FOR AFFORDABLE HOUSING THROUGH A SMALL FEE ON REAL ESTATE TRANSACTION DOCUMENTS, EXCLUDING HOME SALES

WHEREAS, housing is imperative to the economic vitality and well-being of all people; and

**WHEREAS,** in the Bay Area, a region with great demand for housing and a high cost of living, the lack of affordable housing is a proven impediment to the attraction and retention of workers; and

WHEREAS, affordable housing for our homeless, low-income residents, and workforce has been identified as a great need in the City of Oakland as well as a top priority of the City Council, as evident by Council action to secure funding on-going funding for affordable housing as well as its high ranking on the approved priorities developed to direct our City lobbyist's efforts in Sacramento and Washington, D.C.; and

WHEREAS, there are an estimated 134,000 homeless Californians, of which more than 4,000 homeless individuals call Oakland home and stay within our city's boundaries; and

**WHEREAS**, Assembly Bill 1335 would annually generate hundreds of millions of dollars for affordable housing through a \$75 fee on real estate documents required or permitted by law, however this fee would not apply to documents on home sales; and

**WHEREAS**, funds generated by Assembly Bill 1335 will create the Building Homes and Jobs Fund for restricted use on affordable housing, home ownership opportunities, and other housing-related programs; and

**WHEREAS**, Assembly Bill 1335 requires the California Department of Housing and Community Development to develop an investment strategy which identifies statewide needs for housing and develops goals and objectives for housing to ensure that affordable housing is developed in a geographically balanced manner; and

**WHEREAS**, Assembly Bill 1335 would impose auditing and reporting requirements to ensure appropriate expenditure of all funds; and

WHEREAS, the costs affiliated with serving homeless Californians are estimated to be an average of \$2,897 dollars per month for services such as emergency room visits, incarceration and arrests, and food programs; and

**WHEREAS**, it is estimated that costs to serve homeless individuals would be reduced by 79% if affordable housing is provided to them; and

**WHEREAS**, it is estimated that 29,000 jobs will be generated for every \$500 million dollars accrued through these fees; and

**WHEREAS**, funds generated for the Building Homes and Jobs Fund will be leveraged with federal, local, and bank investments of up to 2 - 3\$ billion dollars; now therefore be it

**RESOLVED:** that the City Council of Oakland strongly supports the passage of Assembly Bill 1335.

IN COUNCIL, OAKLAND, CALIFORNIA,

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, CAMPBELL-WASHINGTON, GALLO, GUILLEN, KALB, KAPLAN, REID AND PRESIDENT GIBSON MCELHANEY

NOES – ABSENT – ABSTENTION –

ATTEST:	
	LATONDA SIMMONS
	City Clerk and Clerk of the Council of the
	City of Oakland, California