AMENDED IN SENATE MAY 26, 2017 AMENDED IN SENATE MARCH 23, 2017 AMENDED IN SENATE MARCH 21, 2017 AMENDED IN SENATE MARCH 7, 2017 AMENDED IN SENATE FEBRUARY 22, 2017

SENATE BILL

No. 2

Introduced by Senator Atkins (Coauthors: Senators Beall, Bradford, Dodd, Galgiani, Hertzberg, Hill, Hueso, Jackson, Mendoza, Mitchell, Roth, Skinner, Wieckowski, and Wiener)

(Coauthors: Assembly Members Bonta, Gloria, and Thurmond)

December 5, 2016

An act to add Section 27388.1 to the Government Code, and to amend Section 50408 of, 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

SB 2, as amended, 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 home buyers. 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 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, per each single transaction per single parcel of real property, not to exceed \$225. 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 a county recorder quarterly send revenues from this fee, after deduction of any actual and necessary administrative costs incurred by the county recorder, to the Controller for deposit in the Building Homes and Jobs Fund, which the bill would create within the State Treasury. The bill would, upon appropriation by the Legislature, require that 20% of the moneys in the fund be expended for affordable owner-occupied workforce housing and 10% of the moneys for housing purposes related to agricultural workers and their families, and would authorize the remainder of the moneys in the fund to be expended to support affordable housing, home ownership opportunities, and other housing-related programs, as specified. The bill would impose certain auditing and reporting requirements and would establish the Building Homes and Jobs Trust Fund Governing Board that would, among other things, review and approve recommendations made by the Department of Housing and Community Development for the distribution of moneys from the fund.

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.

3 SEC. 2. (a) The Legislature finds and declares that having a 4 healthy housing market that provides an adequate supply of homes 5 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, 10 as of June 2015, has financed the construction, rehabilitation, and 11 preservation of over 14,000 shelter spaces and 245,000 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

15 homeowners. Nearly all of the voter-approved funding for 16 affordable housing has been awarded.

17 (2) The requirement in the Community Redevelopment Law 18 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

21 has disappeared.

22 (3) In 2014, the Legislature committed 10 percent of ongoing 23 cap-and-trade funds for affordable housing that reduces greenhouse 24 gas emissions and dedicated \$100 million in one-time funding for affordable multifamily and permanent supportive housing. In 25 addition, the people of California thoughtfully approved the 26 27 repurposing of \$600 million in already committed bond funds for 28 the creation of affordable rental and permanent supportive housing 29 for veterans through the passage of Proposition 41.

30 (4) In 2015, the Legislature approved \$2 billion in revenue 31 bonds for the construction and rehabilitation of permanent 32 supportive housing for homeless individuals with mental illness 33 through the "No Place Like Home" initiative and increased funding 34 for the CalWORKs Housing Support Program to \$47 million per 35 year. Another \$45 million was directed to Emergency Solutions 36 Grants to fund rapid rehousing, outreach, shelters, and homeless 37 prevention and \$10 million was provided to reduce homelessness

38 among families who are part of the child welfare system.

1

(5) Despite these investments, the need for affordable housing

2 in the State of California greatly exceeds the available resources, 3 demonstrated by the Public Policy Institute of California finding 4 that, as of January 2016, 31.5 percent of mortgaged homeowners 5 and 47 percent of all renters are spending more than 35 percent of 6 their household incomes on housing. 7 (6) California has 12 percent of the United States population, 8 but 20 percent of its homeless population. California has the highest 9 percentage of unsheltered homeless in the nation, with 64 percent 10 of homeless Californians not having shelter. California has 24 11 percent of the nation's homeless veterans population and one-third 12 of the nation's chronically homeless population. California also 13 has the largest population of unaccompanied homeless children 14 and youth, with 28 percent of the national total. 15 (7) Furthermore, four of the top 10 metropolitan areas in the country with the highest rate of homelessness are in the following 16 17 metropolitan areas in California: San Jose-Sunnvvale-Santa Clara, 18 Los Angeles-Long Beach-Santa Ana, Fresno, and Stockton. 19 (8) California continues to have the second lowest 20 homeownership rate in the nation, and the Los Angeles 21 metropolitan area is now a majority renter area. In fact, five of the 22 eight lowest homeownership rates are in metropolitan areas in 23 California. (9) Los Angeles and Orange Counties have been identified as 24 25 the epicenter of overcrowded housing, and numerous studies have 26 shown that children in crowded homes have poorer health, worse 27 scores on mathematics and reading tests, and higher rates of 28 depression and behavioral problems-even when poverty is taken 29 into account.

(10) 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.
(11) California has 109 federally recognized tribes and 723,000

residents with Native American ancestry, the largest number of
 tribes and residents in the United States. Due to historic dislocation

39 and lack of housing choices, most do not live on tribal lands and

40 those who do live in severely substandard, overcrowded homes

- 1 lacking quality water and sewer services at rates greater than the 2
- general population.
- 3 (11)

4 (12) Eight of the top 10 hardest hit cities by the foreclosure 5 crisis in the nation were in California. They include the Cities of 6 Stockton, Modesto, Vallejo, Riverside, San Bernardino, Merced,

7 Bakersfield, and Sacramento.

8 (12)

9 (13) California's workforce continues to experience longer 10 commute times as persons in the workforce seek affordable housing 11 outside the areas in which they work. If California is unable to 12 support the construction of affordable housing in these areas, 13 congestion problems will strain the state's transportation system

14 and exacerbate greenhouse gas emissions.

15 (13)

(14) Many economists agree that the state's higher than average 16 17 unemployment rate is due in large part to massive shrinkage in the 18 construction industry from 2005 to 2009, including losses of nearly 19 700,000 construction-related jobs, a 60-percent decline in construction spending, and an 83-percent reduction in residential 20 21 permits. Restoration of a healthy construction sector will 22 significantly reduce the state's unemployment rate.

23 (14)

24 (15) The lack of sufficient housing impedes economic growth 25 and development by making it difficult for California employers 26 to attract and retain employees.

27 (15)

28 (16) To keep pace with continuing demand, the state should 29 identify and establish a permanent, ongoing source or sources of 30 funding dedicated to affordable housing development. Without a

31 reliable source of funding for housing affordable to the state's

32 workforce and most vulnerable residents, the state and its local

33 and private housing development partners will not be able to

34 continue increasing the supply of housing after existing housing

35 bond resources are depleted.

36 (16)

37 (17) The investment will leverage billions of dollars in private

38 investment, lessen demands on law enforcement and dwindling 39 health care resources as fewer people are forced to live on the

1 streets or in dangerous substandard buildings, and increase

2 businesses' ability to attract and retain skilled workers.

3 (17)

4 (18) In order to promote housing and homeownership 5 opportunities, the recording fee imposed by this act shall not be 6 applied to any recording made in connection with a sale of real 7 property. Purchasing a home is likely the largest purchase made 8 by Californians, and it is the intent of this act to not increase 9 transaction costs associated with these transfers.

10 SEC. 3. Section 27388.1 is added to the Government Code, to 11 read:

12 27388.1. (a) (1) Commencing January 1, 2018, and except as 13 provided in paragraph (2), in addition to any other recording fees 14 specified in this code, a fee of seventy-five dollars (\$75) shall be 15 paid at the time of recording of every real estate instrument, paper, or notice required or permitted by law to be recorded, except those 16 17 expressly exempted from payment of recording fees, per each 18 single transaction per parcel of real property. The fee imposed by 19 this section shall not exceed two hundred twenty-five dollars (\$225). "Real estate instrument, paper, or notice" means a 20 21 document relating to real property, including, but not limited to, 22 the following: deed, grant deed, trustee's deed, deed of trust, reconveyance, quit claim deed, fictitious deed of trust, assignment 23 of deed of trust, request for notice of default, abstract of judgment, 24 25 subordination agreement, declaration of homestead, abandonment 26 of homestead, notice of default, release or discharge, easement, 27 notice of trustee sale, notice of completion, UCC financing 28 statement, mechanic's lien, maps, and covenants, conditions, and 29 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.

(b) The county recorder shall remit quarterly, on or before the
last day of the month next succeeding each calendar quarterly
period, the fees, after deduction of any actual and necessary
administrative costs incurred by the county recorder in carrying

1 out this section, to the Controller for deposit in the Building Homes

2 and Jobs Trust Fund established by Section 50470 of the Health

3 and Safety Code, to be expended for the purposes set forth in that

4 section. In addition, the county shall pay to the Controller interest,

5 at the legal rate, on any funds not paid to the Controller before the

6 last day of the month next succeeding each quarterly period.

7 (c) If the Department of Housing and Community Development
 8 determines that any moneys derived from fees collected are being

9 allocated by the state for a purpose not authorized by Section 50470

10 of the Health and Safety Code, the county recorder shall, upon

11 notice of the determination, immediately cease collection of the

12 fees, and shall resume collection of those fees only upon notice

13 that the moneys derived from the fees collected are being allocated

14 by the state only for a purpose authorized by Section 50470 of the

15 Health and Safety Code.

16 SEC. 4. Section 50408 of the Health and Safety Code is 17 amended to read:

18 50408. (a) On or before December 31 of each year, the 19 department shall submit an annual report to the Governor and both 20 houses of the Legislature on the operations and accomplishments 21 during the previous fiscal year of the housing programs 22 administered by the department, including, but not limited to, the 23 Emergency Housing and Assistance Program and Community 24 Development Block Grant activity.

25 (b) The report shall include all of the following information:

26 (1) The number of units assisted by those programs.

(2) The number of individuals and households served and theirincome levels.

29 (3) The distribution of units among various areas of the state.

30 (4) The amount of other public and private funds leveraged by 31 the assistance provided by those programs.

(5) Information detailing the assistance provided to various
 groups of persons by programs that are targeted to assist those
 groups.

35 (6) The information required to be reported pursuant to Section36 17031.8.

37 (7) (A) An evaluation, in collaboration with the Department of

38 Veterans Affairs, of any program established by the department

39 pursuant to Article 3.2 (commencing with Section 987.001) of

40 Chapter 6 of Division 4 of the Military and Veterans Code,

1 including information relating to the effectiveness of assisted

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2 projects in helping veterans occupying any supportive housing or

3 transitional housing development that was issued funds pursuant 4 to that article.

5 (B) The evaluation shall include, but is not limited to, the 6 following information:

7 (i) Performance outcome data including, but not limited to,

8 housing stability, housing exit information, and tenant satisfaction,

9 which may be measured by a survey, and changes in income, 10 benefits, and education.

(I) For purposes of this paragraph, the term "housing stability" 11

12 includes, but is not limited to, how many tenants exit transitional 13 housing to permanent housing or maintain permanent housing,

14 and the length of time those tenants spent in assisted units.

(II) For purposes of this paragraph, the term "housing exit 15 information" includes, but is not limited to, the following: 16

17 (ia) How many tenants left assisted units.

18 (ib) The length of tenancy in assisted units.

19 (ic) The reason those tenants left assisted units, when that 20 information is readily obtainable.

21 (id) The housing status of a tenant exiting an assisted unit upon 22 exit when that information is readily available.

(ii) Client data, which may include, but is not limited to, 23 demographic characteristics of the veteran and his or her family, 24 25 educational and employment status of the veteran, and 26 veteran-specific information including, but not limited to, disability 27 ratings, type of discharge, branch, era of service, and veterans 28 affairs health care eligibility.

29 (8) An evaluation of any program established by the department 30 to meet the legal requirements of the Federal Housing Trust Fund 31 program guidelines.

32 (9) (A) The manner in which the funds were made available pursuant to Chapter 2.5 (commencing with Section 50470) and 33 34 allocated in the prior year were expended, including efforts to promote a geographically balanced distribution of funds. The report 35 36 shall also assess the impact of the investment on job creation and 37 the economy. With respect to any awards made specifically to 38 house or support persons who are homeless or at risk of 39 homelessness, the report shall include an analysis of the 40 effectiveness of the funding in allowing these households to retain

1 permanent housing. The department shall make the report available 2 to the public on its Internet Web site. 3 (B) In the report required by this paragraph, the department 4 shall make a determination of whether any of the moneys derived 5 from fees collected pursuant to Section 27388.1 of the Government 6 Code are being allocated by the state for any purpose not authorized 7 by Section 50470 and shall share the information with county 8 recorders. 9 (C) The report required by this paragraph shall be submitted to 10 the Senate Committee on Transportation and Housing and to the 11 Assembly Committee on Housing and Community Development. 12 SEC. 5. Chapter 2.5 (commencing with Section 50470) is added 13 to Part 2 of Division 31 of the Health and Safety Code, to read: 14 15 Chapter 2.5. Building Homes and Jobs Act 16 17 Article 1. General Provisions 18 19 50470. (a) (1) There is hereby created in the State Treasury 20 the Building Homes and Jobs Trust Fund. All interest or other 21 increments resulting from the investment of moneys in the fund 22 shall be deposited in the fund, notwithstanding Section 16305.7 23 of the Government Code. 24 (2) Moneys in the Building Homes and Jobs Trust Fund shall 25 not be subject to transfer to any other fund pursuant to any 26 provision of Part 2 (commencing with Section 16300) of Division 27 4 of Title 2 of the Government Code, except to the Surplus Money 28 Investment Fund. Moneys in the Building Homes and Jobs Trust 29 Fund shall be appropriated through the annual Budget Act. Upon 30 appropriation by the Legislature: 31 (A) Twenty percent of moneys in the fund shall be expended 32 for affordable owner-occupied workforce housing. 33 (B) Ten percent of the moneys in the fund shall be expended to 34 address affordable homeownership and rental housing opportunities 35 for agricultural workers and their families. 36 (C) The remainder of the moneys in the fund may be expended 37 for the following purposes: 38 (i) The development, acquisition, rehabilitation, and preservation

39 of rental housing that is affordable to extremely low, very low,

- low-, and moderate-income households, including necessary
 operating subsidies.
- 3 (ii) Affordable rental and ownership housing that meets the 4 needs of a growing workforce earning up to 120 percent of area 5 median income.
- 6 (iii) Matching portions of funds placed into local or regional 7 housing trust funds.
- 8 (iv) Matching portions of funds available through the Low and
- 9 Moderate Income Housing Asset Fund pursuant to subdivision (d)
 10 of Section 34176 of the Health and Safety Code.
- (v) Capitalized reserves for services connected to the creation
- of new permanent supportive housing, including, but not limitedto, developments funded through the Veterans Housing and
- 14 Homelessness Prevention Bond Act of 2014.
- 15 (vi) Emergency shelters, transitional housing, and rapid 16 rehousing.
- 17 (vii) Accessibility modifications.
- (viii) Efforts to acquire and rehabilitate foreclosed or vacanthomes.
- 20 (ix) Homeownership opportunities, including, but not limited21 to, downpayment assistance.
- (x) Grants to local and regional agencies to assist in the
 development and updating of planning documents and zoning
 ordinances in order to accelerate housing production, including,
 but not limited to, general plans, community plans, specific plans,
 sustainable communities strategies, and local coastal programs.
- (xi) Fiscal incentives or matching funds to local agencies that
 approve new housing for extremely low, very low, low-, and
 moderate-income households.
- 30 (*xii*) The cost of the periodic audits required by Section 50475.
- (3) A state or local entity that receives an appropriation or
 allocation pursuant to this chapter shall use no more than 5 percent
 of that appropriation or allocation for costs related to the
 administration of the housing program for which the appropriation
 or allocation was made.
- 36 (b) Both of the following shall be paid and deposited in the37 fund:
- 38 (1) Any moneys appropriated and made available by the39 Legislature for purposes of the fund.

1 (2) Any other moneys that may be made available to the 2 department for the purposes of the fund from any other source or 3 sources.

4 (c) If a local government does not expend the moneys allocated

to it, pursuant to this chapter, within five years of that allocation,those moneys shall revert to, and be paid and deposited in, the

- 7 fund.
- 8 50470.5. For purposes of this chapter:

9 (a) "Department" means the Department of Housing and 10 Community Development.

(b) "Governing board" means the Building Homes and JobsTrust Fund Governing Board.

- 13 50470.7. The Building Homes and Jobs Trust Fund Governing14 Board is hereby established. The governing board shall include:
- 15 (a) The Treasurer, or his or her designee.
- (b) The Director of Housing and Community Development, orhis or her designee.
- 18 (c) The Executive Director of the California Housing Finance19 Agency, or his or her designee.
- 20 (d) Six members appointed by the Governor, as follows:
- (1) Two real estate licensees, each with not less than 10 years
- of experience, and membership in a real estate trade organizationwith no less than 20,000 licensees as members.
- 24 (2) Two members who are local government officials.
- 25 (3) Two members who represent the home building industry.
- 26 (4) For any members appointed pursuant to this subdivision,
- 27 the Governor shall appoint one member who resides in northern
- 28 California, and one member who resides in southern California.
- 29 Each member shall serve without compensation, but shall be
- 30 reimbursed for travel and necessary expenses incurred in the
- 31 performance of the member's duties.
- 32 (e) Three public members appointed by the Senate Committee33 on Rules, as follows:
- 34 (1) One member who represents the nonprofit affordable housing35 development sector.
- 36 (2) One member who represents the for-profit affordable housing37 development sector.
- 38 (3) One member who represents or has experience in private
- 39 sector lending, for-profit affordable housing development, nonprofit
- 40 affordable housing development, working with special needs
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- 1 populations, including persons experiencing homelessness,
- 2 architecture, housing development consultation, or academia related3 to housing issues.
- 4 (f) Three public members appointed by the Speaker of the 5 Assembly:
- 6 (1) One member who represents the nonprofit affordable housing 7 development sector.
- 8 (2) One member who represents the for-profit affordable housing9 development sector.
- (3) One member who represents or has experience in private
 sector lending, for-profit affordable housing development, nonprofit
 affordable housing development, working with special needs
 populations, including persons experiencing homelessness,
 architecture, housing development consultation, or academia related
 to housing issues.
- 16 (4) Members appointed pursuant to this subdivision or17 subdivision (e) shall contribute to a balance among geographic18 areas and between rural and urban interests.
- 19 50471. (a) In order to maximize efficiency and address 20 comprehensive needs, the department, in consultation with the 21 California Housing Finance Agency, the California Tax Credit 22 Allocation Committee, and the California Debt Limit Allocation 23 Committee, shall develop and submit to the Legislature, at the time 24 of the Department of Finance's adjustments to the proposed 25 2018–19 fiscal year budget pursuant to subdivision (e) of Section 26 13308 of the Government Code, the Building Homes and Jobs 27 Investment Strategy. Notwithstanding Section 10231.5 of the 28 Government Code, commencing with the 2023-24 fiscal year, and 29 every five years thereafter, concurrent with the release of the 30 Governor's proposed budget, the department shall update the 31 investment strategy and submit it to the Legislature. The governing 32 board shall review and advise the department regarding the 33 investment strategy prior to its submission to the Legislature. The 34 investment strategy shall do all of the following:
- 35 (1) Identify the statewide needs, goals, objectives, and outcomes
- for housing for a five-year time period. Goals should include targetsof the total number for affordable homes created and preserved
- 38 with the funds.
- 39 (2) Meet the following minimum objectives:

(A) Encourage economic development and job creation by
 helping to meet the housing needs of a growing workforce earning
 up to 120 percent of area median income.

4 (B) Identify opportunities for coordination among state 5 departments and agencies to achieve greater efficiencies, increase 6 the amount of federal investment in production, services, and 7 operating costs of housing, and promote energy efficiency in 8 housing produced.

9 (C) Incentivize the use and coordination of nontraditional 10 funding sources including philanthropic funds, local realignment 11 funds, nonhousing tax increment, the federal Patient Protection 12 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.

(3) Provide for a geographically balanced distribution of funds,including a 50 percent direct allocation of funds to localgovernments.

20 (4) In order to receive an allocation a local government shall:

(A) Submit a plan to the department detailing the manner in
which allocated funds will be used by the local government in a
manner consistent with paragraph (2) of subdivision (a) of Section
50470.

(B) Have a compliant housing element with the state, submit
annual reports pursuant to Section 65400 of the Government Code,
and submit an annual report to the department that provides
ongoing tracking of the uses and expenditures of any allocated
funds.

30 (C) Emphasize investments that serve households that are at or31 below 60 percent of area median income.

32 (b) Before submitting the Building Homes and Jobs Investment

Strategy to the Legislature, the department shall hold at least fourpublic workshops in different regions of the state to further inform

35 the development of the investment strategy.

36 (c) Expenditure requests contained in the Governor's proposed

37 budget shall be consistent with the Building Homes and Jobs

38 Investment Strategy developed and submitted pursuant to this part.

1 (d) The Building Homes and Jobs Investment Strategy and 2 updates required by this section shall be submitted pursuant to 3 Section 9795 of the Government Code.

4 (e) The governing board shall have the authority to review and 5 approve department recommendations for all funds distributed 6 from the Building Homes and Jobs Trust Fund.

7 8

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Article 2. Audits and Reporting

10 50475. *(a)* The California State Auditor's Office shall conduct 11 periodic audits to ensure that the annual allocation to individual 12 programs is awarded by the department in a timely fashion 13 consistent with the requirements of this chapter. The first audit 14 shall be conducted no later than 24 months from the effective date 15 of this section.

(b) The department shall reimburse the California State
Auditor's Office for the actual costs of audit work performed
pursuant to this section.

19 SEC. 6. No reimbursement is required by this act pursuant to 20 Section 6 of Article XIIIB of the California Constitution because

a local agency or school district has the authority to levy service

22 charges, fees, or assessments sufficient to pay for the program or

level of service mandated by this act, within the meaning of Section17556 of the Government Code.

SEC. 7. 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 California Constitution and shall go into 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.