

BOARD of SUPERVISORS



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## MEMORANDUM

TO: Daniel Adams, Director, Mayor's Office of Housing and Community Development  
Patrick Mulligan, Director, Office of Labor Standards and Enforcement  
Joaquín Torres, Assessor Recorder, Office of the Assessor-Recorder  
José Cisneros, Treasurer, Office of the Treasurer and Tax Collector  
Tom Paulino, Liaison to the Board of Supervisors, Mayor's Office

FROM: Brent Jalipa, Assistant Clerk, Budget and Finance Committee

DATE: July 1, 2024

SUBJECT: LEGISLATION INTRODUCED

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The Board of Supervisors' Budget and Finance Committee has received the following proposed legislation, introduced by Supervisor Ahsha Safai:

**File No. 240728**

**Ordinance amending the Business and Tax Regulations Code to reduce the real property transfer tax rates from 5.5% to 3% when the consideration or value of the interest or property conveyed is at least \$10,000,000 but less than \$25,000,000; and from 6% to 3% when the consideration or value of the interest or property conveyed equals or exceeds \$25,000,000, for transfers of certain properties with at least 12% rent restricted affordable units, that were constructed using union labor, and had a debt or equity investment of at least \$25,000,000 from a union pension fund at the time of the transfer; and affirming the Planning Department's determination under the California Environmental Quality Act.**

If you have any comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

c: Lydia Ely, Mayor's Office of Housing and Community Development  
Brian Cheu, Mayor's Office of Housing and Community Development  
Maria Benjamin, Mayor's Office of Housing and Community Development  
Sheila Nickolopoulos, Mayor's Office of Housing and Community Development  
Angela Chiu, Office of Labor Standards and Enforcement  
Kurt Fuchs, Office of the Assessor-Recorder  
Holly Lung, Office of the Assessor-Recorder  
Amanda Kahn Fried, Office of the Treasurer-Tax Collector  
Andres Power, Mayor's Office

1 [Business and Tax Regulations Code - Transfer Tax Reduction for Union Labor-Built and  
2 Union Pension Fund-Financed Housing]

3 **Ordinance amending the Business and Tax Regulations Code to reduce the real**  
4 **property transfer tax rates from 5.5% to 3% when the consideration or value of the**  
5 **interest or property conveyed is at least \$10,000,000 but less than \$25,000,000; and**  
6 **from 6% to 3% when the consideration or value of the interest or property conveyed**  
7 **equals or exceeds \$25,000,000, for transfers of certain properties with at least 12%**  
8 **rent-restricted affordable units, that were constructed using union labor, and had a**  
9 **debt or equity investment of at least \$25,000,000 from a union pension fund at the time**  
10 **of the transfer; and affirming the Planning Department's determination under the**  
11 **California Environmental Quality Act.**

12 NOTE: **Unchanged Code text and uncodified text** are in plain Arial font.  
13 **Additions to Codes** are in *single-underline italics Times New Roman font*.  
14 **Deletions to Codes** are in *strikethrough italics Times New Roman font*.  
15 **Board amendment additions** are in double-underlined Arial font.  
16 **Board amendment deletions** are in ~~strikethrough Arial font~~.  
17 **Asterisks (\* \* \* \*)** indicate the omission of unchanged Code  
18 subsections or parts of tables.

19 Be it ordained by the People of the City and County of San Francisco:

20 Section 1. The Planning Department has determined that the actions contemplated in  
21 this ordinance comply with the California Environmental Quality Act (California Public  
22 Resources Code Sections 21000 *et seq.*). Said determination is on file with the Clerk of the  
23 Board of Supervisors in File No. \_\_\_\_\_ and is incorporated herein by reference. The  
24 Board affirms this determination.  
25

1 Section 2. Article 12-C of the Business and Tax Regulations Code is hereby amended  
2 by adding Section 1108.8, to read as follows:

3  
4 **SEC. 1108.8. PARTIAL EXEMPTION FOR TRANSFERS OF RESIDENTIAL RENTAL**  
5 **PROPERTIES BUILT AND FINANCED BY CERTAIN LABOR ORGANIZATIONS.**

6 *(a) Definitions. For purposes of this Section 1108.8:*

7 *“Certificate of Final Completion and Occupancy” means a certificate of final completion and*  
8 *occupancy or an amended certificate of final completion and occupancy as those terms are used in*  
9 *Section 109A of the Building Code, as may be amended from time to time.*

10 *“First Construction Document” means the first building permit, building permit addendum, or*  
11 *other document that authorizes construction of a Newly-Constructed Building, not including permits or*  
12 *addenda for demolition, grading, shoring, pile driving, or site preparation work.*

13 *“Labor Organization” means any organization of any kind, or any agency or employee*  
14 *representation committee or plan, in which employees participate and which exists for the purpose, in*  
15 *whole or in part, of dealing with employers concerning grievances, labor disputes, wages, rates of pay,*  
16 *hours of employment, or conditions of work.*

17 *“MOHCD” means the Mayor’s Office of Housing and Community Development, or its*  
18 *successor agency, department, or office.*

19 *“MOHCD Area Median Income” means the median income as published annually by MOHCD*  
20 *for the City and County of San Francisco, derived in part from the income limits and area median*  
21 *income determined by the United States Department of Housing and Urban Development, or its*  
22 *successor agency, for the San Francisco County metro fair market rent area, adjusted solely for*  
23 *household size, but not for high housing cost area.*

24 *“Newly-Constructed Building” means a building that has never before been used or occupied*  
25 *for any purpose.*

1 “OLSE” means the Office of Labor Standards Enforcement, or its successor agency,  
2 department, or office.

3 “Qualified Investment Manager” means any of the following that manages or invests assets on  
4 behalf of one or more Qualified Pension Plans, as defined in this Section 1108.8(a):

5 (1) An investment adviser registered under the U.S. Investment Advisers Act of 1940, as  
6 amended from time to time, or an investment adviser exempt from registration pursuant to  
7 Section 203(l) or Section 203(m) of the U.S. Investment Advisers Act of 1940, as amended from time to  
8 time;

9 (2) An investment company registered under the U.S. Investment Company Act of 1940,  
10 as amended from time to time; or

11 (3) An insurance company pooled separate account of a state or District of Columbia  
12 regulated life insurance company.

13 “Qualified Pension Plan” means either subpart (1) or (2), as stated below:

14 (1) A pension plan that has all of the following elements:

15 (A) Constitutes a qualified trust under Section 401(a) of the Internal Revenue  
16 Code of 1986, as amended from time to time;

17 (B) Is either:

18 (i) A multiemployer plan collectively bargained and maintained by more  
19 than one employer and a Labor Organization; or

20 (ii) A plan collectively bargained and maintained by a Labor  
21 Organization; and

22 (C) Its beneficiaries may not decide individually whether to participate or share  
23 in the profits and losses of such plan’s investments; or

24 (2) An annuity plan that meets the requirements for the deduction of the employer’s  
25 contribution under Section 402(a)(2) of the Internal Revenue Code of 1986, as amended from time to

1 time, and that has beneficiaries who are represented by a Labor Organization and the assets of which  
2 are managed without the direct intervention or control of the plan's beneficiaries.

3 “Qualified Residential Rental Property” means a Residential Rental Property, whether or not  
4 the property is subject to a condominium map recorded with the County Recorder, that meets all of the  
5 requirements in subparts (1) through (4), as stated below:

6 (1) At the time of the transfer for which an exemption is claimed under this  
7 Section 1108.8, no less than 12% of the residential units on the property, which percentage shall be  
8 calculated by excluding any density bonus units permitted through Planning Code Section 206.3,  
9 California Government Code Section 65915, or any other density bonus program, are, or concurrently  
10 with such transfer become, subject to a Recorded Restriction that:

11 (A) limits the maximum household income for each residential rental unit to no  
12 more than 110% of MOHCD Area Median Income; and

13 (B) limits the maximum monthly rent for each residential rental unit to no more  
14 than one-twelfth of 30% of 110% of the MOHCD Area Median Income; and

15 (C) provides for the regulation, monitoring, and enforcement of the restrictions  
16 in this subpart (1) by a governmental agency; and

17 (D) has a remaining term of no less than 55 years from the date of the transfer.

18 (2) On or after June 3, 2014, received a Certificate of Final Completion and Occupancy  
19 for a Newly-Constructed Building.

20 (3) All on-site construction of the Newly-Constructed Building, from the date of the  
21 First Construction Document through the date of the Certificate of Final Completion and Occupancy  
22 for the Newly-Constructed Building, was performed by workers represented by a Labor Organization  
23 and paid not less than the Prevailing Rate of Wages as defined in Section 6.1 of the San Francisco  
24 Administrative Code, as amended from time to time, for such on-site construction work.

1                   (4) At least one year before and through the date of the transfer for which an exemption  
2 is claimed under this Section 1108.8, one or more Qualified Pension Plans, either directly or through a  
3 Qualified Investment Manager, collectively held a \$25 million debt or equity investment, directly or  
4 indirectly, in the single property being transferred, and each such investor maintained and enforced a  
5 Responsible Contractor Policy with respect to that investor’s portion of the \$25 million investment.

6                   “Recorded Restriction” means a document, agreement, or instrument, recorded with the County  
7 Recorder, that restricts the use of the property against which the document, agreement, or instrument is  
8 recorded.

9                   “Residential Rental Property” means a property that may only be used to rent to residential  
10 tenants, including an onsite property manager, and excluding travelers, vacationers, or other similarly  
11 transient individuals, except that it may include: (1) up to 30% of the square footage of all floors other  
12 than the ground floor for non-profit space serving residents and/or the community, such as childcare  
13 centers, health clinics, or job training centers; and (2) any amount of square footage of the ground  
14 floor for non-residential space.

15                   “Responsible Contractor Policy” means a policy that requires all on-site construction work be  
16 performed by workers represented by a Labor Organization.

17                   (b) Exemption from Increased Tax Rate. As authorized by Section 1119, the tax rates  
18 imposed by subsections (e) and (f) of Section 1102 shall be reduced with respect to any deed,  
19 instrument, or writing that effects a transfer of an entire building that constitutes a Qualified  
20 Residential Rental Property, or an undivided interest in such entire building that constitutes a Qualified  
21 Residential Rental Property. For such transfers, the tax rate shall be \$15 for each \$500 or fractional  
22 part thereof for the entire value or consideration, including but not limited to, any portion of such value  
23 or consideration that is less than \$10,000,000. If the exemptions in both Sections 1108.6(b) and this  
24 Section 1108.8(b) apply with respect to any deed, instrument, or writing, the lower of the two rates in  
25 those two sections shall apply.

1           (c) Requirements for Exemption. *Every person claiming the exemption under subsection (b),*  
2 *above, must meet all of the following requirements:*

3                   (1) Maintain all records necessary to prove that they are entitled to the exemption in this  
4 Section 1108.8;

5                   (2) Obtain from OLSE a certificate confirming that the deed, instrument, or writing  
6 effects a transfer of a Qualified Residential Rental Property; and

7                   (3) Submit the certificate under subsection (c)(2), above, to the County Recorder at the  
8 time such person submits the affidavit described in subsection (c) or (d) of Section 1111.

9           Failure to timely satisfy the requirements in this subsection (c) renders the transfer ineligible  
10 for the exemption.

11           (d) Operative Date. *The exemption in Section 1108.8(b) shall apply to all deeds, instruments,*  
12 *or writings that effect transfers of Qualified Residential Rental Properties that are or have been*  
13 *delivered on or after the effective date of the ordinance adding this Section 1108.8, but on or before the*  
14 *sunset date in subsection (e).*

15           (e) Sunset Date.

16                   (1) The exemption in Section 1108.8(b) shall expire by operation of law at the end of the  
17 day on December 31, 2033, and shall not apply to any deeds, instruments, or writings that are  
18 delivered on or after January 1, 2034.

19                   (2) Notwithstanding subsection (e)(1), above, with respect to a transfer of property that  
20 received a Certificate of Final Completion and Occupancy before the effective date of the ordinance  
21 adding this Section 1108.8, the exemption in Section 1108.8(b) shall expire by operation of law at the  
22 end of the day on June 30, 2029, and shall not apply to any deeds, instruments, or writings that are  
23 delivered on or after July 1, 2029.

1            (f) **Non-Severability.** If any part or application of this Section 1108.8 is found in a final  
2 decision by a court of competent jurisdiction to be invalid or unconstitutional, this Section in its  
3 entirety shall have no force or effect.

4            (g) **Undertaking for the General Welfare.** In enacting and implementing this Section 1108.8,  
5 the City is assuming an undertaking only to promote the general welfare. It is not assuming, nor is it  
6 imposing on its officers and employees, an obligation for breach of which it is liable in money damages  
7 to any person who claims that such breach proximately caused injury.

8  
9            Section 3. Effective Date. This ordinance shall become effective 30 days after  
10 enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the  
11 ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board  
12 of Supervisors overrides the Mayor’s veto of the ordinance.

13  
14 APPROVED AS TO FORM:  
15 DAVID CHIU, City Attorney

16 By: /s/ Carole F. Ruwart  
17        CAROLE F. RUWART  
18        Deputy City Attorney

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**LEGISLATIVE DIGEST**

[Business and Tax Regulations Code - Transfer Tax Reduction for Union Labor-Built and Union Pension Fund-Financed Housing]

**Ordinance amending the Business and Tax Regulations Code to reduce the real property transfer tax rates from 5.5% to 3% when the consideration or value of the interest or property conveyed is at least \$10,000,000 but less than \$25,000,000; and from 6% to 3% when the consideration or value of the interest or property conveyed equals or exceeds \$25,000,000, for transfers of certain properties with at least 12% rent restricted affordable units, that were constructed using union labor, and had a debt or equity investment of at least \$25,000,000 from a union pension fund at the time of the transfer; and affirming the Planning Department's determination under the California Environmental Quality Act.**

Existing Law

Since 2008, the voters have increased the real property transfer tax on the transfer of properties with a consideration or value of \$5 million or more from 0.75% of consideration or value to between 2.25% and 6%, depending on the consideration or value. (November 2008 Prop. N; November 2010 Prop. N; November 2016 Prop. W; and November 2020 Prop. I). In March 2024, the voters passed Proposition C, which permits the Board of Supervisors to exempt transfers from all or any part of the transfer tax.

Amendments to Current Law

This ordinance would partially exempt transfers of certain residential rental properties that meet each of the following four requirements:

- (1) At the time of the transfer at least 12% of the residential units on the property, calculated by excluding any density bonus units, are, or concurrently with such transfer become, subject to a recorded restriction that:
  - (a) Limits the maximum household income for each residential rental unit to no more than 110% of area median income;
  - (b) Limits the maximum monthly rent for each residential rental unit to no more than one-twelfth of 30% of 110% of the area median income;
  - (c) Provides for the regulation, monitoring, and enforcement of the recorded restriction by a governmental agency; and
  - (d) Has a remaining term of at least 55 years from the date of the transfer.

- (2) On or after June 3, 2014, received a certificate of final completion and occupancy for a newly-constructed building.
- (3) All on-site construction of the newly-constructed building was performed by workers represented by a labor organization and that were paid prevailing wages.
- (4) At least one year before and through the date of the transfer, one or more qualified pension plans (defined in the ordinance as requiring, among other things, that they be bargained and maintained by a labor organization or benefit individuals represented by a labor organization) collectively held a \$25 million debt or equity investment in the single property being transferred, and each such investor maintained and enforced a policy requiring that all construction work be performed by workers represented by a labor organization with respect to that investor's portion of the \$25 million investment.

For properties with a consideration or value of at least \$10 million but less than \$25 million, the ordinance would reduce the transfer tax rate from 5.5% to 3% of the consideration or value of the property transferred. For properties with a consideration or value of \$25 million or more, the ordinance would reduce the transfer tax rate from 6% to 3% of the consideration or value of the property transferred.

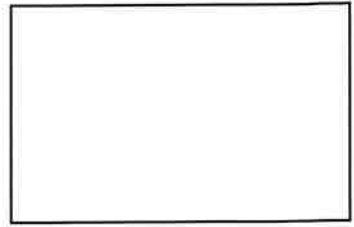
The Office of Labor Standards Enforcement would certify that the conditions of the exemption have been met.

This exemption would apply to transfers that occur on or after the effective date of the ordinance. For transfers of property that received a certificate of final completion and occupancy before the effective date of the ordinance, this exemption would expire on June 30, 2029. For transfers of property that received a certificate of final completion and occupancy on or after the effective date of the ordinance, this exemption would expire on December 31, 2033.

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**Introduction Form**

*(by a Member of the Board of Supervisors or the Mayor)*



I hereby submit the following item for introduction (select only one):

- 1. For reference to Committee (Ordinance, Resolution, Motion or Charter Amendment)
- 2. Request for next printed agenda (For Adoption Without Committee Reference)  
*(Routine, non-controversial and/or commendatory matters only)*
- 3. Request for Hearing on a subject matter at Committee
- 4. Request for Letter beginning with "Supervisor \_\_\_\_\_ inquires..."
- 5. City Attorney Request
- 6. Call File No. \_\_\_\_\_ from Committee.
- 7. Budget and Legislative Analyst Request (attached written Motion)
- 8. Substitute Legislation File No. \_\_\_\_\_
- 9. Reactivate File No. \_\_\_\_\_
- 10. Topic submitted for Mayoral Appearance before the Board on \_\_\_\_\_

The proposed legislation should be forwarded to the following (please check all appropriate boxes):

- Small Business Commission     Youth Commission     Ethics Commission
- Planning Commission     Building Inspection Commission     Human Resources Department

General Plan Referral sent to the Planning Department (proposed legislation subject to Charter 4.105 & Admin 2A.53):

- Yes                       No

*(Note: For Imperative Agenda items (a Resolution not on the printed agenda), use the Imperative Agenda Form.)*

Sponsor(s):

Safai, Chan

Subject:

[Business and Tax Regulations Code - Transfer Tax Reduction for Union Labor-Built and Union Pension Fund-Financed Housing]

Long Title or text listed:

Ordinance amending the Business and Tax Regulations Code to reduce the real property transfer tax rates from 5.5% to 3% when the consideration or value of the interest or property conveyed is at least \$10 million but less than \$25 million, and from 6% to 3% when the consideration or value of the interest or property conveyed equals or exceeds \$25 million, for transfers of certain properties with at least 12% rent restricted affordable units and that were constructed using union labor and had a debt or equity investment of at least \$25 million from a union pension fund at the time of the transfer; and affirming the Planning Department's determination under the California Environmental Quality Act.

Signature of Sponsoring Supervisor: