ENGROSSED SECOND SUBSTITUTE SENATE BILL 6175

State of Washington 68th Legislature 2024 Regular Session

By Senate Ways & Means (originally sponsored by Senators Trudeau, Billig, Frame, Kuderer, Mullet, Nguyen, Nobles, Randall, Saldaña, Valdez, and C. Wilson)

READ FIRST TIME 02/05/24.

1 AN ACT Relating to housing affordability tax incentives for 2 existing structures; amending RCW 84.14.010; adding a new chapter to 3 Title 82 RCW; and providing expiration dates.

4 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

5 <u>NEW SECTION.</u> Sec. 1. The legislature finds that:

6 (1) Many cities in Washington are actively planning for growth 7 under the growth management act, chapter 36.70A RCW, and through tax 8 incentives, the private market can assist Washington in meeting its 9 housing goals;

10 (2) Many downtown centers lack available affordable housing, 11 which results in long commutes that increase greenhouse gas emissions 12 and by using existing buildings to create affordable housing units, 13 units can be available more quickly and with a reduced impact on 14 waste streams and the environment compared to newly constructed 15 units;

16 (3) The construction industry provides living wage jobs for 17 families across Washington;

18 (4) In the current economic climate, the creation of additional 19 affordable housing units is essential to the economic health of our 20 cities and our state;

1 (5) It is critical that Washington state promote its cities and 2 its property owners that will provide affordable housing;

3 (6) Constructing new housing units can take years, and many 4 existing buildings can be repurposed quickly to meet the state's 5 workforce and affordable housing needs;

6 (7) Many existing buildings are located in downtown centers, near 7 work and services where there is limited land available for new 8 construction;

9 (8) In downtowns across the state, there is a high level of open 10 commercial space, which will likely remain, due to changes in how 11 businesses use office space following the COVID-19 pandemic;

(9) A meaningful, fair, and predictable economic incentive should be created to stimulate the redevelopment of underutilized commercial property in targeted urban areas through a limited sales and use tax deferral program as provided by this chapter; and

16 (10) This limited tax deferral will help the owners achieve the 17 highest and best use of land and enable cities to more fully realize 18 their planning goals.

NEW SECTION. 19 Sec. 2. It is the purpose of this chapter to encourage the redevelopment of underutilized commercial property in 20 targeted urban areas, thereby increasing affordable housing, 21 employment opportunities, and helping accomplish the other planning 22 goals of Washington cities. The legislative authorities of cities to 23 24 which this chapter applies may authorize a sales and use tax deferral 25 for an investment project within the city if the legislative authority of the city finds that there are significant areas of 26 27 underutilized commercial property and a lack of affordable housing in areas proximate to the land. If a conditional recipient maintains the 28 property for qualifying purposes for at least 10 years, deferred 29 30 sales and use taxes need not be repaid.

31 <u>NEW SECTION.</u> Sec. 3. The definitions in this section apply 32 throughout this chapter unless the context clearly requires 33 otherwise.

34 (1) "Affordable housing" means:

35 (a) Homeownership housing intended for owner occupancy to low-36 income households whose monthly housing costs, including utilities 37 other than telephone, do not exceed 30 percent of the household's 38 monthly income;

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1 (b) "Rental housing" for low-income households whose monthly 2 housing costs, including utilities other than telephone, do not 3 exceed 30 percent of the household's monthly income.

4 5 (2) "Applicant" means an owner of commercial property.

(3) "City" means any city or town, including a code city.

6 (4) "Conditional recipient" means an owner of commercial property 7 granted a conditional certificate of program approval under this 8 chapter, which includes any successor owner of the property.

9 (5) "County median price" means the most recently published 10 quarterly data of median home prices by the Washington center for 11 real estate research.

12 (6) "Eligible investment project" means an investment project 13 that is located in a city and receiving a conditional certificate of 14 program approval.

15 (7) "Fair market rent" means the fair market rents within 16 counties as published by the federal department of housing and urban 17 development.

(8) "Governing authority" means the local legislative authority
of a city having jurisdiction over the property for which a deferral
may be granted under this chapter.

21 (9) "Household" means a single person, family, or unrelated 22 persons living together.

(10) (a) "Initiation of construction" means the date that a building permit is issued under the building code adopted under RCW 19.27.031 for construction of the qualified building, if the underlying ownership of the building vests exclusively with the person receiving the economic benefit of the deferral.

(b) "Initiation of construction" does not include soil testing, site clearing and grading, site preparation, or any other related activities that are initiated before the issuance of a building permit for the construction of the foundation of the building.

32 (c) If the investment project is a phased project, "initiation of 33 construction" applies separately to each phase.

(11) "Investment project" means an investment in multifamily housing, including labor, services, and materials incorporated in the planning, installation, and construction of the project. "Investment project" includes investment in related facilities such as playgrounds and sidewalks as well as facilities used for business use for mixed-use development.

1 (12) "Low-income household" means a single person, family, or 2 unrelated persons living together whose adjusted income is at or 3 below 80 percent of the median family income adjusted for family 4 size, for the county, city, or metropolitan statistical area, where 5 the project is located, as reported by the United States department 6 of housing and urban development.

7 (13) "Multifamily housing" means a building or a group of 8 buildings having four or more dwelling units not designed or used as 9 transient accommodations and not including hotels and motels. 10 Multifamily units may result from rehabilitation or conversion of 11 vacant, underutilized, or substandard buildings to multifamily 12 housing.

13 (14) "Owner" means the property owner of record.

"Underutilized commercial property" means 14 (15)an entire property, or portion thereof, currently used or intended to be used 15 16 by a business for retailing or office-related or administrative 17 activities. If the property is used partly for a qualifying use and 18 partly for other purposes, the applicable tax deferral must be determined by apportionment of the costs of construction under rules 19 adopted by the department. For the purposes of this subsection, 20 21 "qualifying use" means used or intended to be used by a business for 22 retailing or office-related or administrative activities.

NEW SECTION. Sec. 4. (1) For the purpose of creating a sales 23 24 and use tax deferral program for conversion of a commercial building 25 to provide affordable housing under this chapter, the governing authority must adopt a resolution of intention to create a sales and 26 27 use tax deferral program as generally described in the resolution. 28 The resolution must state the time and place of a hearing to be held by the governing authority to consider the creation of the tax 29 30 deferral program and may include such other information pertaining to 31 the creation of the deferral program as the governing authority determines to be appropriate to apprise the public of the action 32 intended. However, the resolution must provide information pertaining 33 34 to:

35 (a) The application process;

36 (b) The approval process;

37 (c) The appeals process for applications denied approval; and

38 (d) Additional requirements, conditions, and obligations that 39 must be followed postapproval of an application. 1 (2) The governing authority must give notice of a hearing held 2 under this chapter by publication of the notice once each week for 3 two consecutive weeks, not less than seven days, nor more than 30 4 days before the date of the hearing in a paper having a general 5 circulation in the city. The notice must state the time, date, place, 6 and purpose of the hearing.

7 (3) Following the hearing or a continuance of the hearing, the8 governing authority may authorize the creation of the program.

9 <u>NEW SECTION.</u> Sec. 5. An owner of underutilized commercial 10 property seeking a sales and use tax deferral for conversion of a 11 commercial building to provide affordable housing under this chapter 12 on an investment project must complete the following procedures:

13 (1) The owner must apply to the city on forms adopted by the 14 governing authority. The application must contain the following:

15 (a) Information setting forth the grounds supporting the 16 requested deferral including information indicated on the application 17 form or in the guidelines;

18 (b) A description of the investment project and site plan, and 19 other information requested;

20 (c) A statement of the expected number of affordable housing 21 units to be created;

(d) A statement that the applicant is aware of the potential tax liability involved if the investment project ceases to be used for eligible uses under this chapter;

(e) A statement that the applicant is aware that the investment project must be completed within three years from the date of approval of the application;

(f) A statement that the applicant is aware that the governing authority or the city official authorized by the governing authority may extend the deadline for completion of construction or rehabilitation for a period not to exceed 24 consecutive months; and

32 (g) A statement that the applicant would not have built in this 33 location but for the availability of the tax deferral under this 34 chapter;

35 (2) The applicant must verify the application by oath or 36 affirmation; and

37 (3) The application must be accompanied by the application fee, 38 if any, required under this chapter. The duly authorized 39 administrative official or committee of the city may permit the

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applicant to revise an application before final action by the duly
 authorized administrative official or committee of the city.

3 <u>NEW SECTION.</u> Sec. 6. The duly authorized administrative 4 official or committee of the city may approve the application and 5 grant a conditional certificate of program approval if it finds that:

6 (1)(a) The investment project is set aside primarily for 7 multifamily housing units and the applicant commits to renting or 8 selling at least 10 percent of the units as affordable housing to 9 low-income households. In a mixed use project, only the ground floor 10 of a building may be used for commercial purposes with the remainder 11 dedicated to multifamily housing units;

(b) At least 50 percent of the investment project set aside for multifamily housing units will be rented at a price at or below fair market rent for the county or sold at a price at or below county median price; and

16 (c) The applicant commits to any additional affordability and 17 income eligibility conditions adopted by the local government under 18 this chapter not otherwise inconsistent with this chapter;

19 (2) The investment project is, or will be, at the time of 20 completion, in conformance with all local plans and regulations that 21 apply at the time the application is approved;

(3) The investment project will occur on land that constitutes,at the time of application, underutilized commercial property;

(4) The area where the investment project will occur is locatedwithin an area zoned for residential or mixed uses;

26 (5) The terms and conditions of the implementation of the 27 development meets the requirements of this chapter and any 28 requirements of the city that are not otherwise inconsistent with 29 this chapter;

30 (6) The land where the investment project will occur was not31 acquired through a condemnation proceeding under Title 8 RCW; and

32 (7) All other requirements of this chapter have been satisfied as 33 well as any other requirements of the city that are not otherwise 34 inconsistent with this chapter.

35 <u>NEW SECTION.</u> Sec. 7. (1) The duly authorized administrative 36 official or committee of the city must approve or deny an application 37 filed under this chapter within 90 days after receipt of the 38 application.

1 (2) If the application is approved, the city must issue the 2 applicant a conditional certificate of program approval. The 3 certificate must contain a statement by a duly authorized 4 administrative official of the governing authority that the 5 investment project as described in the application will comply with 6 the required criteria of this chapter.

7 (3) If the application is denied by the city, the city must state 8 in writing the reasons for denial and send the notice to the 9 applicant at the applicant's last known address within 10 days of the 10 denial.

(4) Upon denial by the city, an applicant may appeal the denial 11 to the city's governing authority or a city official designated by 12 the city to hear such appeals within 30 days after receipt of the 13 denial. The appeal before the city's governing authority or 14 designated city official must be based upon the record made before 15 16 the city with the burden of proof on the applicant to show that there 17 was no substantial evidence to support the city's decision. The 18 decision of the city on the appeal is final.

19 <u>NEW SECTION.</u> Sec. 8. The governing authority may establish an 20 application fee. This fee may not exceed an amount determined to be 21 required to cover the cost to be incurred by the governing authority 22 in administering the program under this chapter. The application fee 23 must be paid at the time the application for program approval is 24 filed.

25 <u>NEW SECTION.</u> Sec. 9. (1) Within 30 days of the issuance of a 26 certificate of occupancy for an eligible investment project, the 27 conditional recipient must file with the city the following:

(a) A description of the work that has been completed and a
 statement that the eligible investment project qualifies the property
 for a sales and use tax deferral under this chapter;

31 (b) A statement of the new affordable housing to be offered as a 32 result of the conversion of underutilized commercial property to 33 multifamily housing; and

34 (c) A statement that the work has been completed within three 35 years of the issuance of the conditional certificate of program 36 approval.

37 (2) Within 30 days after receipt of the statements required under38 subsection (1) of this section, the city must determine and notify

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the conditional recipient as to whether the work completed and the 1 affordable housing to be offered are consistent with the application 2 and the contract approved by the city, and the investment project 3 continues to qualify for a tax deferral under this chapter. The 4 conditional recipient must notify the department within 30 days from 5 6 receiving the city's determination to report the project is operationally complete so the department can certify the project and 7 determine the qualifying deferred taxes. The department 8 must determine the amount of sales and use taxes qualifying for the 9 deferral. If the department determines that purchases were not 10 11 eligible for deferral it must assess interest, but not penalties, on 12 the nongualifying amounts.

13 (3) The city must notify the conditional recipient within 30 days 14 that a tax deferral under this chapter is denied if the city 15 determines that:

16 (a) The work was not completed within three years of the 17 application date;

18 (b) The work was not constructed consistent with the application 19 or other applicable requirements;

20 (c) The affordable housing units to be offered are not consistent 21 with the application and criteria of this chapter; or

(d) The owner's property is otherwise not qualified for a salesand use tax deferral under this chapter.

(4) If the city finds that the work was not completed within the required time period due to circumstances beyond the control of the conditional recipient and that the conditional recipient has been acting and could reasonably be expected to act in good faith and with due diligence, the governing authority may extend the deadline for completion of the work for a period not to exceed 24 consecutive months, and must notify the department of the extension.

31 (5) The city's governing authority may enact an ordinance to 32 provide a process for a conditional recipient to appeal a decision by the city that the conditional recipient is not entitled to a deferral 33 of sales and use taxes. The conditional recipient may appeal a 34 decision by the city to deny a deferral of sales and use taxes in 35 superior court under RCW 34.05.510 through 34.05.598, if the appeal 36 filed within 30 days of notification by the city to the 37 is conditional recipient. 38

39 (6) A city denying a conditional recipient of a sales and use tax 40 deferral under subsection (3) of this section must notify the

department and taxes deferred under this chapter are immediately due and payable, subject to any appeal by the conditional recipient. The department must assess interest at the rate provided for delinquent taxes, but not penalties, retroactively to the date of deferral. A debt for deferred taxes will not be extinguished by insolvency or other failure of the recipient.

7 <u>NEW SECTION.</u> Sec. 10. (1) Thirty days after the anniversary of 8 the date of issuance of the certificate of occupancy and each year 9 thereafter for 10 years, the conditional recipient must file with a 10 designated authorized representative of the city an annual report 11 indicating the following:

12 (a) A statement of the affordable housing units constructed on13 the property as of the anniversary date;

14 (b) A certification by the conditional recipient that the 15 property has not changed use;

16 (c) A description of changes or improvements constructed after 17 issuance of the certificate of occupancy; and

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(d) Any additional information requested by the city.

19 (2) The conditional recipient of a deferral of taxes under this 20 chapter must file a complete annual tax performance report with the 21 department pursuant to RCW 82.32.534 beginning the year the 22 certificate of occupancy is issued and each year thereafter for 10 23 years.

(3) A city that issues a certificate of program approval under
this chapter must report annually by December 31st of each year,
beginning in 2025, to the department of commerce. The report must
include the following information:

28 29 (a) The number of program approval certificates granted;

(b) The total number and type of buildings converted;

30 (c) The number of affordable housing units resulting from the 31 conversion of underutilized commercial property to multifamily 32 housing; and

33 (d) The estimated value of the sales and use tax deferral for 34 each investment project receiving a program approval and the total 35 estimated value of sales and use tax deferrals granted.

36 <u>NEW SECTION.</u> Sec. 11. (1) A conditional recipient must submit 37 an application to the department before initiation of the 38 construction of the investment project. In the case of an investment

project involving multiple qualified buildings, applications must be 1 made for, and before the initiation of construction of, each 2 qualified building. The application must be made to the department in 3 a form and manner prescribed by the department. The application must 4 include a copy of the conditional certificate of program approval 5 6 issued by the city, estimated construction costs, time schedules for 7 completion and operation, and any other information required by the department. The department must rule on the application within 60 8 9 days.

10 (2) The department must provide information to the conditional 11 recipient regarding documentation that must be retained by the 12 conditional recipient in order to substantiate the amount of sales 13 and use tax actually deferred under this chapter.

14 (3) The department may not accept applications for the deferral15 under this chapter after June 30, 2034.

16 (4) The application must include a waiver by the conditional 17 recipient of the four-year limitation under RCW 82.32.100.

18 (5) This section expires July 1, 2034.

19 <u>NEW SECTION.</u> Sec. 12. (1) After receiving the conditional 20 certificate of program approval issued by the city and approval of an 21 application by the department as provided in section 11(1) of this 22 act, the department must issue a sales and use tax deferral 23 certificate for state and local sales and use taxes due under 24 chapters 82.08, 82.12, 82.14, and 81.104 RCW on each eligible 25 investment project.

(2) The department must keep a running total of all estimated
 sales and use tax deferrals provided under this chapter during each
 fiscal biennium.

(3) The deferral certificate is valid during active construction of a qualified investment project and expires on the day the city issues a certificate of occupancy for the investment project for which a deferral certificate was issued.

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(4) This section expires July 1, 2034.

NEW SECTION. Sec. 13. (1) If a conditional recipient voluntarily opts to discontinue compliance with the requirements of this chapter, the recipient must notify the city and department within 60 days of the change in use or intended discontinuance.

1 (2) If, after the department has issued a sales and use tax deferral certificate and the conditional recipient has received a 2 certificate of occupancy, the city finds that a portion of an 3 investment project is changed or will be changed to disqualify the 4 recipient for sales and use tax deferral eligibility under this 5 6 chapter, the city must notify the department and all deferred sales 7 and use taxes are immediately due and payable. The department must assess interest at the rate provided for delinquent taxes, but not 8 penalties, retroactively to the date of deferral. A debt for deferred 9 taxes will not be extinguished by insolvency or other failure of the 10 11 recipient.

12 (3) This section does not apply after 10 years from the date of 13 the certificate of occupancy.

14 <u>NEW SECTION.</u> Sec. 14. (1) Transfer of investment project 15 ownership does not terminate the deferral. The deferral is 16 transferred subject to the successor meeting the eligibility 17 requirements of this chapter.

(2) The transferor of an eligible project must notify the city 18 and the department of such transfer. The city must certify to the 19 20 department that the successor meets the requirements of the deferral. 21 The transferor must provide the information necessary for the department to transfer the deferral. If the transferor fails to 22 notify the city and the department, all deferred sales and use taxes 23 24 are immediately due and payable. The department must assess interest 25 at the rate provided for delinquent taxes, but not penalties, retroactively to the date of deferral. 26

Sec. 15. (1) This section is the tax preference 27 NEW SECTION. performance statement for the tax preference contained 28 in 29 chapter . . ., Laws of 2024 (this act). This performance statement is 30 only intended to be used for subsequent evaluation of the tax preference. It is not intended to create a private right of action by 31 any party or to be used to determine eligibility for preferential tax 32 33 treatment.

34 (2) The legislature categorizes this tax preference as one 35 intended to induce certain designated behavior by taxpayers, as 36 indicated in RCW 82.32.808(2)(a).

37 (3) It is the legislature's specific public policy objective to38 expand affordable housing options for low-income households,

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specifically in urban areas where there is underutilized commercial
property.

3 (4)(a) To measure the effectiveness of the tax preference in this 4 act, the joint legislative audit and review committee must evaluate 5 the number of increased housing units on underutilized commercial 6 property. If a review finds that the number of affordable housing 7 units has not increased, then the legislature intends to repeal this 8 tax preference.

9 (b) The review must be provided to the fiscal committees of the 10 legislature by December 31, 2032.

11 (5) In order to obtain the data necessary to perform the review 12 in subsection (4) of this section, the joint legislative audit and 13 review committee may refer to any available data source, including 14 data collected by the department under section 10 of this act.

NEW SECTION. Sec. 16. An owner of underutilized commercial property claiming a sales and use tax deferral under this chapter may also apply for the multiple-unit housing property tax exemption program under chapter 84.14 RCW. For applicants receiving the property tax exemption under chapter 84.14 RCW, the amount of affordable housing units required for eligibility under this chapter is in addition to the affordability conditions in chapter 84.14 RCW.

22 Sec. 17. RCW 84.14.010 and 2021 c 187 s 2 are each amended to 23 read as follows:

The definitions in this section apply throughout this chapter unless the context clearly requires otherwise.

(1) "Affordable housing" means residential housing that is rented by a person or household whose monthly housing costs, including utilities other than telephone, do not exceed thirty percent of the household's monthly income. For the purposes of housing intended for owner occupancy, "affordable housing" means residential housing that is within the means of low or moderate-income households.

32 (2) "Campus facilities master plan" means the area that is 33 defined by the University of Washington as necessary for the future 34 growth and development of its campus facilities for campuses 35 authorized under RCW 28B.45.020.

36 (3) "City" means either (a) a city or town with a population of 37 at least fifteen thousand, (b) the largest city or town, if there is 38 no city or town with a population of at least fifteen thousand, located in a county planning under the growth management act, (c) a city or town with a population of at least five thousand located in a county subject to the provisions of RCW 36.70A.215, or (d) any city that otherwise does not meet the qualifications under (a) through (c) of this subsection, until December 31, 2031, that complies with RCW 84.14.020(1)(a)(iii) or 84.14.021(1)(b).

7 (4) <u>"Conversion" means the conversion of a nonresidential</u> 8 <u>building, in whole or in part, to multiple-unit housing under this</u> 9 <u>chapter.</u>

10 <u>(5)</u> "County" means a county with an unincorporated population of 11 at least 170,000.

12 (((5))) (6) "Governing authority" means the local legislative 13 authority of a city or a county having jurisdiction over the property 14 for which an exemption may be applied for under this chapter.

15 ((-(-6))) (7) "Growth management act" means chapter 36.70A RCW.

16 (((7))) <u>(8)</u> "Household" means a single person, family, or 17 unrelated persons living together.

18 (((8))) (9) "Low-income household" means a single person, family, 19 or unrelated persons living together whose adjusted income is at or 20 below eighty percent of the median family income adjusted for family 21 size, for the county, city, or metropolitan statistical area, where 22 the project is located, as reported by the United States department 23 of housing and urban development.

(((9))) (10) "Moderate-income household" means a single person, family, or unrelated persons living together whose adjusted income is more than eighty percent but is at or below one hundred fifteen percent of the median family income adjusted for family size, for the county, city, or metropolitan statistical area, where the project is located, as reported by the United States department of housing and urban development.

31 (((10))) (11) "Multiple-unit housing" means a building or a group 32 of buildings having four or more dwelling units not designed or used 33 as transient accommodations and not including hotels and motels. 34 Multifamily units may result from new construction or rehabilitated 35 or conversion of vacant, underutilized, or substandard buildings to 36 multifamily housing.

37 ((((11)))) (12) "Owner" means the property owner of record.

38 (((12))) <u>(13)</u> "Permanent residential occupancy" means multiunit 39 housing that provides either rental or owner occupancy on a 40 nontransient basis. This includes owner-occupied or rental 1 accommodation that is leased for a period of at least one month. This
2 excludes hotels and motels that predominately offer rental
3 accommodation on a daily or weekly basis.

4 (((13))) <u>(14)</u> "Rehabilitation improvements" means modifications 5 to existing structures, that are vacant for twelve months or longer, 6 that are made to achieve a condition of substantial compliance with 7 existing building codes or modification to existing occupied 8 structures which increase the number of multifamily housing units.

9 (((14))) <u>(15)</u> "Residential targeted area" means an area within an 10 urban center or urban growth area that has been designated by the 11 governing authority as a residential targeted area in accordance with 12 this chapter. With respect to designations after July 1, 2007, 13 "residential targeted area" may not include a campus facilities 14 master plan.

15 (((15))) <u>(16)</u> "Rural county" means a county with a population 16 between fifty thousand and seventy-one thousand and bordering Puget 17 Sound.

18 (((16))) <u>(17)</u> "Substantial compliance" means compliance with 19 local building or housing code requirements that are typically 20 required for rehabilitation as opposed to new construction.

21 (((17))) <u>(18)</u> "Urban center" means a compact identifiable 22 district where urban residents may obtain a variety of products and 23 services. An urban center must contain:

(a) Several existing or previous, or both, business
establishments that may include but are not limited to shops,
offices, banks, restaurants, governmental agencies;

(b) Adequate public facilities including streets, sidewalks,lighting, transit, domestic water, and sanitary sewer systems; and

(c) A mixture of uses and activities that may include housing, recreation, and cultural activities in association with either commercial or office, or both, use.

32 <u>NEW SECTION.</u> Sec. 18. Sections 1 through 16 of this act 33 constitute a new chapter in Title 82 RCW.

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