# The Florida Senate BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

	Prepare	d By: The P	rofessional Staf	f of the Committee of	on Community Affairs
BILL:	SB 1208				
INTRODUCER:	Senators Rodriguez, Burgess, Gruters, and Polsky				
SUBJECT:	Property Assessed Clean Energy Program				
DATE:	March 8, 2	2021	REVISED:		
ANALYST		STAFI	F DIRECTOR	REFERENCE	ACTION
. Hackett		Ryon		CA	Pre-meeting
2				FT	
3				AP	

# I. Summary:

SB 1208 makes substantial changes to the Property Assessed Clean Energy (PACE) program, which is a mechanism used by local governments to provide financing for energy efficiency, renewable energy, and wind resistance related improvements to real property. The bill expands the universe of what types of projects PACE can finance to include wastewater treatment, flood and water damage mitigation, health and environmental hazards mitigation, and water conservation and efficiency projects.

The bill also introduces a suite of consumer protection measures to equip residential homeowners with tools and safeguards preventing them from entering into PACE contracts unwisely.

The bill updates the legislative intent of the PACE statute to reflect the expanded scope of the program, and introduces definitions used to clarify the language of the statute.

The bill takes effect July 1, 2021.

#### II. Present Situation:

#### **Property Assessed Clean Energy (PACE) Financing**

In Florida, Property Assessed Clean Energy (PACE) financing is a mechanism used by local governments to provide financing for energy efficiency, renewable energy, and wind resistance-related improvements to commercial and residential real property. PACE programs for commercial buildings are enabled in 37 U.S. States and the District of Columbia, while only

three states – California, Florida, and Missouri – operate PACE programs for residential homeowners. 1

PACE programs allow a property owner to borrow the up-front cost of qualifying improvements on a property and then pay the costs back over time through a voluntary non-ad valorem property assessment.<sup>2</sup> Property owners that voluntarily choose to participate in a PACE program repay their improvement costs over a set period of time, typically 10 to 20 years, through property assessments, which are secured by the property itself and paid as an addition to the owner's property tax bills.<sup>3</sup> A PACE assessment is a debt of property, meaning the debt is tied to the property as opposed to the property owner.<sup>4</sup> The repayment obligation may transfer with property ownership if the buyer agrees to assume the PACE obligation and the new first mortgage holder allows the PACE obligation to remain on the property.<sup>5</sup>

While PACE was originally designed for clean energy improvements, some states have expanded the types of improvements that may qualify for PACE financing. In Florida, PACE financing qualified improvements include energy conservation and efficiency improvements, like energy-efficient HVAC systems, replacement of windows, electric vehicle charging equipment, and efficient lighting equipment; renewable energy improvements utilizing hydrogen, solar, geothermal, and wind energy; and wind resistance improvements such as wind-resistant shingles, gable-end bracing, storm shutters, and opening protections.<sup>6</sup> In other states, PACE financing can be used for improvements to mitigate seismic damage, flooding, and tornado resilience.<sup>7</sup>

#### PACE in Florida

In 2010, the Legislature enacted s. 163.08, F.S., to authorize local governments<sup>8</sup> to create PACE programs, subject to local government ordinance or resolution.<sup>9</sup> The statute finds that "...the financing of qualifying improvements through the execution of financing agreements and the related imposition of voluntary assessments are reasonable and necessary to serve and achieve a compelling state interest."<sup>10</sup>

Through a PACE program, a property owner may apply to a local government for funding to finance certain qualifying improvements to their home or commercial property and enter into a

<sup>&</sup>lt;sup>1</sup> *Property Assessed Clean Energy* Programs, Office of Energy Efficiency & Renewable Energy, available at <a href="https://www.energy.gov/eere/slsc/property-assessed-clean-energy-programs">https://www.energy.gov/eere/slsc/property-assessed-clean-energy-programs</a> (last accessed March 6, 2021).

<sup>&</sup>lt;sup>2</sup> Id.

<sup>&</sup>lt;sup>3</sup> Id.

<sup>&</sup>lt;sup>4</sup> Id.

<sup>&</sup>lt;sup>5</sup> Id.

<sup>&</sup>lt;sup>6</sup> Section 163.08(2)(b), F.S.

<sup>&</sup>lt;sup>7</sup> Supra note 1.

<sup>&</sup>lt;sup>8</sup> "Local government" means a county, municipality, a dependent special district as defined in s. 189.012, or a separate legal entity created pursuant to s. 163.01(7).

<sup>&</sup>lt;sup>9</sup> Although Florida's law does not use the terms "PACE" or "Property Accessed Clean Energy," it is generally understood that the financing scheme in s. 163.08, F.S., is Florida's PACE program authorizing statute. *See generally* Erin Deady, *Property Assessed Clean Energy: Is There Finally a Clear Path to Success?* Florida Bar Journal Vol. 90, No. 6, June 2016, pg 114, available at <a href="https://www.floridabar.org/the-florida-bar-journal/property-assessed-clean-energy-is-there-finally-a-clear-path-to-success/">https://www.floridabar.org/the-florida-bar-journal/property-assessed-clean-energy-is-there-finally-a-clear-path-to-success/</a> (last accessed March 6, 2021).

<sup>&</sup>lt;sup>10</sup> Section 163.08(1)(c), F.S.

financing agreement with the local government.<sup>11</sup> The local government may levy non-ad valorem tax assessments to fund such qualifying improvements.<sup>12</sup> Thus, a local government may enter into an agreement with a property owner for the advance funding of a qualifying improvement, as defined in statute, in exchange for repayment over time in the form of non-ad valorem assessments collected annually on the same bill as property taxes. The non-ad valorem PACE assessment is collected in the same manner as the property's ad valorem taxes, pursuant to s. 197.3632, F.S.<sup>13</sup>

There is no central "Florida PACE administrator" because PACE is not a state-run program. PACE programs in Florida are formed by local governments to operate for local governments, typically in partnership with several localities pursuant to an interlocal agreement under s. 163.01, F.S. Additionally, all PACE programs in Florida are operated by a third-party PACE administrator, which can be a for-profit or not-for-profit entity acting on behalf of the local government. However, it remains the local government that enters into a financing agreement directly with the property owner. 15

# Qualifying Improvements

The types of projects PACE financing may fund are referred to as "qualifying improvements." A local government may not offer PACE financing for any project not included in the statutory definition of qualifying improvements. As provided in current law, qualifying improvements include the following:

- Energy conservation and efficiency improvements, <sup>16</sup> to include:
  - o Air sealing;
  - Installation of insulation;
  - o Installation of energy efficient HVAC systems;
  - o Building modifications which increase the use of daylight;
  - o Replacement of windows;
  - o Installation of energy controls or energy recovery systems;
  - o Installation of electric vehicle charging equipment; and
  - o Installation of efficient lighting equipment.
- Renewable energy improvements, <sup>17</sup> which means installation of any system in which the electrical, mechanical, or thermal energy is produced from a method utilizing hydrogen, solar energy, geothermal energy, bioenergy, or wind energy.
- Wind resistance improvements, <sup>18</sup> to include
  - o Improving the strength of the roof deck attachment;
  - o Creating a secondary water barrier to prevent water intrusion;
  - o Installing wind-resistant shingles;
  - o Installing gable-end bracing;
  - o Reinforcing roof-to-wall connections;

<sup>&</sup>lt;sup>11</sup> Section 163.08(4), F.S.

<sup>&</sup>lt;sup>12</sup> Section 163.08(3), F.S.

<sup>&</sup>lt;sup>13</sup> Section 163.08(4), F.S.

<sup>&</sup>lt;sup>14</sup> 163.08(6), F.S.

<sup>&</sup>lt;sup>15</sup> Section 163.08(8), F.S.

<sup>&</sup>lt;sup>16</sup> Section 163.08(2)(b)1., F.S.

<sup>&</sup>lt;sup>17</sup> Section 163.08(2)(b)2., F.S.

<sup>&</sup>lt;sup>18</sup> Section 163.08(2)(b)3., F.S.

- o Installing storm shutters; and
- o Installing opening protections.

Wind resistance improvements applied to buildings under new construction do not qualify for PACE financing.<sup>19</sup>

#### Florida PACE Consumer Protections

Current law provides that, before entering into a financing agreement, the local government must reasonably determine that:

- All property taxes and other assessments are current and have been paid for the preceding 3 years;
- There are no involuntary liens including construction liens;
- There are no notices of default or other evidence of property-based debt delinquency recorded and not released in the preceding 3 years; and
- The property owner is current on all mortgage debt on the property. <sup>20</sup>

Further, any work requiring a license to make a qualifying improvement must be performed by a properly certified or registered contractor.<sup>21</sup> The total amount of PACE assessments for any property may not exceed 20 percent of the property's market value, in most cases.<sup>22</sup>

## **Consumer Protections for Residential PACE Financing Generally**

Concerns have arisen over time with regards to issues consumers may face regarding residential PACE financing. Because the PACE financing is structured as a tax assessment instead of a loan, PACE programs historically have not been required to provide to homeowners the same disclosures about the financing costs that traditional lenders must provide.

Additionally, the tax liens for PACE financing take priority over other lien-holders, which is to say that in potential bankruptcy the PACE financer has priority over the property's mortgage holder.<sup>23</sup> Because of this, large financers like Fannie Mae and Freddie Mac have refused to purchase loans for properties with existing PACE-based tax assessments,<sup>24</sup> and properties encumbered with PACE obligations are not eligible for Federal Housing Administration insured financing.<sup>25</sup> However, priority lien position protects local governments, who are authorized to take on debt for the financing they provide.<sup>26</sup> Advocates also state that the priority lien position

<sup>&</sup>lt;sup>19</sup> Section 163.08(10), F.S.

<sup>&</sup>lt;sup>20</sup> Section 163.08(9), F.S.

<sup>&</sup>lt;sup>21</sup> Section 163.08(11), F.S.

<sup>&</sup>lt;sup>22</sup> Section 163.08(12), F.S.

<sup>&</sup>lt;sup>23</sup> Debra Gruszecki, INLAND: Realtors Offer Word of Warning About Solar Financing Program," Jan. 19, 2015, The Press-Enterprise, available at <a href="https://www.pe.com/2015/01/19/inland-realtors-offer-word-of-warning-about-solar-financing-program/">https://www.pe.com/2015/01/19/inland-realtors-offer-word-of-warning-about-solar-financing-program/</a> (last accessed March 7, 2021).

<sup>&</sup>lt;sup>24</sup> Refinancing and Energy Retrofit Programs, Freddie Mac, available at <a href="https://sf.freddiemac.com/general/refinancing-and-energy-retrofit-programs">https://sf.freddiemac.com/general/refinancing-and-energy-retrofit-programs</a> (last accessed March 7, 2021).

<sup>&</sup>lt;sup>25</sup> "ML 2017-18: Property Assessed Clean Energy (PACE)," December 7, 2017, U.S. Department of Housing and Urban Development, available at <a href="https://www.hud.gov/sites/dfiles/OCHCO/documents/17-18ml.pdf">https://www.hud.gov/sites/dfiles/OCHCO/documents/17-18ml.pdf</a> (last accessed March 7, 2021). <sup>26</sup> Section 163.08(7), F.S.

enables local governments to offer competitive interest rates, ranging from approximately 6 to 9 percent.<sup>27</sup>

# Consumer Financial Protection Bureau Steps

In 2018, the United States Congress directed the Consumer Financial Protection Bureau (CFPB) to promulgate ability-to-repay regulations regarding PACE financing.<sup>28</sup> The CFPB has issued advanced notices of proposed rulemaking in order to apply the Truth in Lending Act's ability-to-repay requirements, currently in place for residential mortgage loans, to PACE financing.<sup>29</sup>

The existing federal ability-to-repay requirements prohibit creditors from making a residential mortgage loan unless the creditor makes a reasonable and good faith determination based on verified and documented information that, at the time the loan is consummated, the consumer has a reasonable ability to repay the loan according to its terms, and all applicable taxes, insurance, and assessments.<sup>30</sup> In making such a determination, the creditor must verify and consider specific factors including the consumer's income, assets, and existing debt obligations.<sup>31</sup> The Truth in Lending Act's stated purpose is "to assure that consumers are offered and receive residential mortgage loans on terms that reasonably reflect their ability to repay the loans and that are understandable and not unfair, deceptive, or abusive."<sup>32</sup>

The CFPB's regulations on residential PACE financing are still in development, and have not been finalized at this time.

# California's Consumer Protection Measures

California, as one of the three states currently offering residential PACE financing, has taken measures to protect consumers independent of federal regulation. In 2016, California's law changed to require PACE programs to provide mortgage-level disclosures and to conduct live recorded calls with homeowners to confirm financing terms and obligations.<sup>33</sup>

2017 California legislation required that PACE program administrators be licensed by the California Department of Financial Protection and Innovation, provided oversight for contractors and third party solicitors, and authorized the same department to bring enforcement actions against PACE administrators and contractors. The law also required that a PACE administrator thoroughly determine the property owner's ability to repay the loan before approving a financing contract.<sup>34</sup>

<sup>&</sup>lt;sup>27</sup> AboutPACE, Florida PACE Funding Agency, available at <a href="https://floridapace.gov/about-pace/">https://floridapace.gov/about-pace/</a> (last visited March 8, 2021).

<sup>&</sup>lt;sup>28</sup> Section 307, Economic Growth, Regulatory Relief, and Consumer Protection Act, Public Law No 115-174 (May 24, 2018).

<sup>&</sup>lt;sup>29</sup> Advance Notice of Proposed Rulemaking on Residential Proprety Assessed Clean Energy Financing, Docket No. CFPB-2019-0011, available at <a href="https://files.consumerfinance.gov/f/documents/cfpb\_anpr\_residential-property-assessed-clean-energy-financing.pdf">https://files.consumerfinance.gov/f/documents/cfpb\_anpr\_residential-property-assessed-clean-energy-financing.pdf</a> (last accessed March 6, 2021).

<sup>&</sup>lt;sup>30</sup> Id., citing TILA section 129C(a), 15 U.S.C. 1639c(a).

<sup>&</sup>lt;sup>31</sup> Id

<sup>&</sup>lt;sup>32</sup> 7 TILA section 129B(a)(2), 15 U.S.C. 1639b(a)(2).

<sup>&</sup>lt;sup>33</sup> James Reed, "Consumer Protections for PACE Now Written into State Law," Orange County Register, October 7, 2016, available at <a href="https://www.ocregister.com/2016/10/07/consumer-protections-for-pace-now-written-into-state-law/">https://www.ocregister.com/2016/10/07/consumer-protections-for-pace-now-written-into-state-law/</a> (last visited March 6, 2021).

<sup>&</sup>lt;sup>34</sup> Assembly Bill 1284 (Dababneh, Chap 475, Stats. 2017) – California Financing Law: Property Assessed Clean Energy program: program administrators.

# **Wastewater Treatment Improvements**

Among the types of improvements under consideration to qualify for PACE financing is wastewater treatment improvements. The Florida Department of Health provides "Onsite sewage treatment and disposal systems, commonly referred to as septic systems, are a safe and effective means of wastewater disposal for 30 percent of Florida's population. With an estimated 2.6 million systems in operation, Florida represents 12 percent of the United States' septic systems. Properly designed, constructed, and maintained systems protect Florida's ground water which provides 90 percent of Florida's drinking water."<sup>35</sup>

There are estimated, however, to be thousands of septic tanks that are old and at risk of failing.<sup>36</sup> These systems risk leaking phosphorus and nitrogen into the water system, which can promote harmful algal blooms, aquatic weeds, and the alteration of the natural fauna and flora. Serious algal blooms can also cause human health issues.

For this reason, there has been a push over time to move from individual septic systems to community sewage treatment. Such a transition can cost in the range of \$15,000 to \$20,000.<sup>37</sup>

# III. Effect of Proposed Changes:

The bill makes substantial changes to s. 163.08, F.S., relating to Florida's Property Assessed Clean Energy (PACE) program. Namely, the bill defines key terms throughout the PACE statute, expands the types of qualifying improvements that may be financed under the PACE program, imposes new consumer protection measures for the benefit of residential property owners, and enacts new PACE contractor oversight and accountability provisions.

#### **Definitions**

The bill defines the following terms, not previously defined, to improve clarity and precision in the operation of the PACE statute:

- "Commercial real property" is defined, except as otherwise defined by a local government, as
  any property not included in residential real property that is or will be improved by a
  qualifying improvement including but not limited to multifamily residential property
  comprised of five or more units, commercial real property, industrial property, agricultural
  property, and residential property owned by a business.
- "PACE administrator" means an entity with whom a local government contracts to administer a PACE program.
- "PACE assessment" means the non-ad valorem assessment securing repayment of financing offered to a property owner for a qualifying improvement.

<sup>35</sup> Onsite Sewage, Florida Department of Health, last modified Oct 20, 2020, available at <a href="http://www.floridahealth.gov/environmental-health/onsite-sewage/index.html">http://www.floridahealth.gov/environmental-health/onsite-sewage/index.html</a> (last accessed March 7, 2021).

<sup>&</sup>lt;sup>36</sup> Benita Goldstein, "Failing septic tanks damaging state's environment; will cost billions of dollars to replace," Apr. 22, 2019, South Florida Sun Sentinel, available at <a href="https://www.sun-sentinel.com/opinion/commentary/fl-op-com-septic-tanks-20190422-story.html">https://www.sun-sentinel.com/opinion/commentary/fl-op-com-septic-tanks-20190422-story.html</a> (last accessed March 7, 2021).

<sup>&</sup>lt;sup>37</sup> Terri Lowery, "Cities, Counties Need Plan to Switch Septic to Sewer," May 14, 2016, Florida Today, available at <a href="https://www.floridatoday.com/story/opinion/columnists/guest-columns/2016/05/14/cities-counties-need-plan-switch-septic-sewer/84295648/">https://www.floridatoday.com/story/opinion/columnists/guest-columns/2016/05/14/cities-counties-need-plan-switch-septic-sewer/84295648/</a> (last accessed March 7, 2021).

 "PACE assessment contract" means the financing contract under a PACE program between a local government and property owner for the acquisition or installation of qualifying improvements.

- "PACE contractor" means an independent contractor who contracts with a property owner to install qualifying improvements, not to include the owner of the property.
- "PACE program" means a program established by a local government, alone or in partnership with other local governments or a PACE administrator, to finance qualifying improvements.
- "Residential real property" means a residential property of four or fewer dwelling units that may be benefited by installation of a qualifying improvement.

### **Qualifying Improvements**

The bill amends the definition of "qualifying improvements" to expand the universe of the types of projects a local government's PACE program may finance. Significantly, the bill adds the following four new categories of qualifying improvements to the PACE program statute:

- Wastewater treatment improvements.
- Flood and water damage mitigation and resiliency improvements.
- Health and environmental hazards measure or improvement.
- Water conservation or efficiency improvement.

The "wastewater treatment improvement" category includes the replacement or improvement of an onsite sewage treatment and disposal system with an advanced system of the same type, or replacement with a central sewage system. The term includes repairs or modifications made to an onsite sewage treatment and disposal system regulated by the Department of Health under s. 381.0065, F.S.

The "flood and water damage mitigation and resiliency improvement" category includes projects and installations:

- Raising a structure above the base flood elevation to reduce flood damage;
- Building or repairing a flood diversion apparatus;
- Utilizing flood damage resistant building materials;
- Mitigating or eliminating the potential for microbial growth;
- Using electrical, mechanical, plumbing, or other system improvements to reduce flood damage; and
- Qualifying for reductions in flood insurance premiums.

The "health and environmental hazards measures or improvements" category includes measures mitigating or removing:

- The presence of lead, heavy metals, polyfluoroalkyl substance contamination, contaminants in potable water systems, to include conversion of well water to municipal water systems, replacement of lead water service lines, and installation of water filters;
- Asbestos;
- Lead paint contamination in housing built before 1978; and
- Indoor air pollution or contaminants, including particulate matter, viruses, bacteria, and mold.

The "water conservation or efficiency improvements" category includes measures or improvements to reduce the usage of water or increase the efficiency of water usage.

Additionally, the bill alters existing qualifying improvement categories to some extent. Within the context of energy conservation and efficiency improvements, the bill adds "installation of battery storage systems" as an allowable improvement, and renames the "wind resistance improvement" category as "wind, storm, and flood resistance improvement" to expand the purpose of already qualifying improvements.

The bill also provides that a PACE contract can cover any qualifying improvements on buildings under new construction, and that PACE financing may be used for refinancing existing loans on qualifying improvements.

#### **Consumer Protection Measures**

To account for recent consumer protection concerns regarding residential PACE financing, the bill provides for a swath of regulations aimed at curbing these concerns and ensuring consumers are well-informed of their obligations prior to entering into a PACE agreement.

Specifically, the bill provides that, before entering into a residential PACE assessment contract, a PACE administrator must reasonably determine that the property owner has an ability to pay the estimated annual PACE assessment. This determination should be based on observations that:

- All property taxes and other assessments are current and have been paid for the preceding 3 years;
- There are no involuntary liens including construction liens;
- There are no notices of default or other evidence of property-based debt delinquency recorded and not released in the preceding 3 years;
- The property owner has recorded all other PACE assessments or all PACE assessments have been funded and not yet recorded;
- The property owner is current on all mortgage debt on the property; and
- The property owner is not currently in bankruptcy.

In addition, for contracts where the annual assessment is greater than \$4,800 (plus inflation), the administrator should determine that the total estimated annual payment amount for all PACE assessment contracts on the property does not exceed 10 percent of the property owner's annual household income. Such income should be confirmed by a reputable third party and may not be confirmed solely by the property owner.

Before entering into a residential PACE assessment contract, the PACE administrator must provide a financing estimate and disclosure to the property owner that includes:

- The total amount estimated to be funded including program fees and capitalized interest;
- The estimated annual PACE assessment;
- The term of the PACE assessment;
- The fixed interest charged and estimated annual percentage rate;
- A description of the qualifying improvement;

• A disclosure that if the property owner sells or refinance the property, the property owner may be required to pay off the full amount owed under each PACE assessment contract;

- A disclosure that the PACE assessment will be collected alongside other property taxes, and result in a lien on the property; and
- A disclosure that failure to pay the PACE assessment may result in penalties and fees, along
  with the issuance of a tax certificate that could result in the property owner losing the real
  property.

The PACE administrator must also conduct and record a telephone call with the property owner in plain language and in the language of the property owner's choice to confirm the following:

- That the property owner has access to the contract and financing estimates and disclosures;
- The qualifying improvement that is being financed;
- The total estimated annual costs, including fees;
- The total estimated average monthly equivalent amount required to pay such annual costs;
- The estimated date the property owner's first tax payment including the PACE assessment will come due;
- The term of the PACE assessment contract;
- That payments will cause the owner's annual tax bill to increase, that payments will be made through additional annual assessments, and that such payments will be made either directly to the county tax collector's office or through the owner's mortgage escrow account;
- That the owner has disclosed whether the property has received or is seeking additional PACE assessments and has disclosed all other PACE assessments or special taxes about to be placed on the property;
- That the property will be subject to a lien during the term of the PACE assessment contract which may require the contract to be paid in full before selling or refinancing the property;
- That any potential utility or insurance savings are not guaranteed and will not reduce the PACE or total assessment amount; and
- That neither the PACE administrator nor contractor provide tax advice and that the owner should seek professional tax advice with questions regarding tax credits, deductibility, or other impacts of the qualifying improvement or PACE assessment contract.

A property owner may cancel the PACE assessment contract within three business days after signing the contract, without financial penalty.

The term of a PACE assessment contract may not exceed the useful life of the qualifying improvement being installed or the weighted average useful life of all qualifying improvements being financed, if multiple exist. The financing term may not exceed 30 years. Additionally, a PACE administrator may not offer PACE assessment financing on any residential real property

that includes a negative amortization schedule, <sup>38</sup> a balloon payment, <sup>39</sup> or prepayment fees <sup>40</sup> other than nominal administrative costs.

# **PACE Contractor Oversight**

The bill provides that for residential real property, a PACE administrator may not enroll a PACE contractor unless the administrator first attempts to review that the PACE contractor maintains in good standing the appropriate licensure, permits, and registrations required for its business operations. Additionally, the administrator must obtain the contractor's written agreement that the contractor will act in accordance with all applicable laws to include advertising and marketing laws and regulations.

Further, the bill requires a PACE administrator to maintain a process to enroll new PACE contractors that includes reasonable review of each contractor's relevant work or project history, financial and reputational background, criminal background, and status on Better Business Bureau or other online platform tracking contractor reviews.

Before disbursing funds to a PACE contractor for a qualifying improvement on residential real property, a PACE administrator must confirm that the applicable work or service has been completed through either written or telephonic certification, or through a third-party site inspection.

A PACE administrator may not disclose to a PACE contractor or third party solicitor the maximum PACE financing amount for which a residential real property owner is eligible.

A PACE contractor should not present a higher price for a qualifying improvement on residential real property financed by a PACE assessment contract than they would otherwise present were the improvement not financed by PACE.

Finally, the bill imposes certain marketing and communications guidelines for PACE administrators and PACE contractors to follow. Under these provisions, PACE administrators and contractors may not suggest that PACE assessment financing is a government assistance program, that qualifying improvements are free or that PACE is a free program, or that utilizing PACE financing does not require the homeowner to repay the financial obligation. A PACE administrator or contractor may not make representations as to the tax deductibility of a PACE

<sup>&</sup>lt;sup>38</sup> The Consumer Financial Protection Bureau provides that "amortization means paying off a loan with regular payments, so that the amount you owe goes down with each payment. Negative amortization means that even when you pay, the amount you owe will still go up because you are not paying enough to cover the interest." *See <a href="https://www.consumerfinance.gov/ask-cfpb/what-is-negative-amortization-en-">https://www.consumerfinance.gov/ask-cfpb/what-is-negative-amortization-en-</a>* 

<sup>103/#:~:</sup>text=Amortization%20means%20paying%20off%20a,enough%20to%20cover%20the%20interest

<sup>&</sup>lt;sup>39</sup> The Consumer Financial Protection Bureau provides that "a balloon payment is a larger-than-usual one-time payment at the end of the loan term." *See* <a href="https://www.consumerfinance.gov/ask-cfpb/what-is-a-balloon-payment-when-is-one-allowed-en-">https://www.consumerfinance.gov/ask-cfpb/what-is-a-balloon-payment-when-is-one-allowed-en-</a>

 $<sup>\</sup>frac{104/\#:\sim: text=A\% 20 balloon\% 20 payment\% 20 is\% 20 a, end\% 20 of\% 20 the\% 20 loan\% 20 term. \& text=Most\% 20 balloon\% 20 loan\% 20 term. \& text=Most\% 20 loan\% 20 loa$ 

<sup>&</sup>lt;sup>40</sup> The Consumer Financial Protection Bureau provides that "A prepayment penalty is a fee that some lenders charge if you pay off all or part of your mortgage early." *See* <a href="https://www.consumerfinance.gov/ask-cfpb/what-is-a-prepayment-penalty-en-1957/">https://www.consumerfinance.gov/ask-cfpb/what-is-a-prepayment-penalty-en-1957/</a>

assessment on residential real property. They may only encourage a property owner to seek the advice of a tax professional.

The bill takes effect July 1, 2021.

# IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None identified.

# V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

Property owners may apply for PACE financing for a greater variety of qualifying improvements. This may result in a positive fiscal impact for property owners utilizing improvements, as well as for contractors able to take jobs that would not have been pursued without PACE financing. PACE administrators will also see a positive fiscal impact as the use of PACE financing expands.

C. Government Sector Impact:

PACE programs are designed to be budget-neutral for local governments. As such, no government sector impact is expected for this bill.

## VI. Technical Deficiencies:

The addition of "or flood" (line 77) to the legislative history and intent section of the statute renders the sentence incorrect. The 2008 constitutional amendment authorized the legislature, by general law, to prohibit consideration of any change or improvement made for the purpose of improving a property's resistance to wind damage, but not flood damage.

The phrase "must make" (line 483) should read "makes" to comply with sentence structure.

The words "that a" (line 509) are extraneous and should be removed for clarity.

#### VII. Related Issues:

None.

#### VIII. Statutes Affected:

This bill substantially amends section 163.08 of the Florida Statutes.

## IX. Additional Information:

A. Committee Substitute – Statement of Changes:

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

B. Amendments:

None.

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.