

# STATE OF NEW YORK

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5014

2025-2026 Regular Sessions

## IN ASSEMBLY

February 10, 2025

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Introduced by M. of A. ZINERMAN, SIMON -- read once and referred to the Committee on Banks

AN ACT to amend the banking law, the real property law, the real property actions and proceedings law, the general business law and the general obligations law, in relation to enacting the "Home Equity Fraud Act"

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

1 Section 1. Short title. This act shall be known and may be cited as  
2 the "Home Equity Fraud Act".  
3 § 2. Legislative findings. The legislature hereby finds that many  
4 senior citizens and minority homeowners in New York have been targeted  
5 by unethical home improvement contractors, mortgage companies, mortgage  
6 brokers and finance companies who induce these homeowners into entering  
7 into high cost high interest rate mortgage agreements which the homeown-  
8 er is often unable to afford with the intent of foreclosing on the home  
9 and stripping the equity.  
10 The legislature further finds that in order to entice people into  
11 entering into these agreements they are promised refinancing of primary  
12 mortgages, consolidation of loans and outstanding bills and are given  
13 cash but often are not told or do not understand that they are securing  
14 the loan with a mortgage lien on their home which will lead to foreclo-  
15 sure in the event of default. Often these loans are documented with  
16 false and misleading documentation provided by brokers which could easi-  
17 ly be determined to be false if checked by the lender. Despite prohibi-  
18 tions contained in federal law many of these loans are based on equity  
19 in the home and not on the borrower's ability to pay. Since many of  
20 these homeowners live on a fixed income, they are unable to make the  
21 required payments and end up losing their homes. This practice appears  
22 to be targeted in neighborhoods with a high concentration of senior and  
23 minority residents.

EXPLANATION--Matter in italics (underscored) is new; matter in brackets [-] is old law to be omitted.

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1 The legislature further finds that it is in the best interest of the  
2 citizens of this state that these unethical practices should be prohib-  
3 ited by law and that unscrupulous individuals should be denied the abil-  
4 ity to utilize the courts of this state to perpetrate these abuses upon  
5 senior citizens and minority residents of this state and does therefore  
6 enact this Home Equity Fraud Act in order to prevent predatory lending.

7 § 3. Subdivision 1 of section 595-a of the banking law is amended by  
8 adding four new paragraphs (i), (j), (k) and (l) to read as follows:

9 (i) Engaging in any activity, transaction or course of business in  
10 connection with a home improvement contract as described in section  
11 seven hundred seventy of the general business law other than with regard  
12 to providing services directly connected with the making of a mortgage  
13 loan pursuant to the provisions of this article, and only if such  
14 services and the fees paid or to be paid in connection therewith are  
15 fully disclosed and agreed to in writing by all parties to the trans-  
16 action.

17 (j) Charging or paying, either directly or indirectly, a fee in excess  
18 of the greater of five hundred dollars or three percent of the mortgage  
19 loan for the services rendered by the mortgage broker.

20 (k) The failure of a mortgage banker or exempt organization to assure  
21 that no more than a total of six percent of the value of the loan is  
22 charged for all services rendered in connection with qualifying for and  
23 receiving the loan, provided that any fees which are required to be paid  
24 to any public officer for the filing, recording or releasing in any  
25 public office of a document securing the loan and the costs of any title  
26 insurance or the fees of an attorney voluntarily engaged by and solely  
27 representing the interests of the borrower shall not be included within  
28 this limit.

29 (l) Charging a fee or anything of value in connection with the refi-  
30 ancing of a mortgage loan unless such refinancing is for the purpose of  
31 reducing the rate on the mortgage loan in an amount which exceeds the  
32 cost of such refinance and which will allow the mortgagor to recover the  
33 cost of refinancing the loan within two years of the date of such refi-  
34 nance. This provision shall not apply to any additional proceeds in  
35 excess of the original loan received by a mortgagor in connection with  
36 such refinancing.

37 § 4. Paragraph (d) of subdivision 3 of section 595-a of the banking  
38 law, as relettered by chapter 400 of the laws of 1993, is relettered  
39 paragraph (e) and a new paragraph (d) is added to read as follows:

40 (d) Each mortgage broker, mortgage banker and exempt organization  
41 shall provide to each applicant for a mortgage loan at or before the  
42 time of application, in writing:

43 (1) A disclosure stating whether the mortgage loan will be retained by  
44 the original lender or sold after closing to a third party and if it is  
45 to be sold, the name of such third party; and

46 (2) A notice giving the applicant the right to designate a third party  
47 to receive copies of all written communications regarding the loan and  
48 setting forth the procedure for the applicant to exercise such right.

49 In the event that the disclosure and notices required by this section  
50 are not made, the mortgage loan made as a result of such application  
51 shall not be sold or transferred nor any action taken to enforce the  
52 lender's rights until thirty days after such disclosures are made and  
53 acknowledged by the borrower.

54 § 5. Subdivision (d) of section 347 of the banking law, as amended by  
55 chapter 22 of the laws of 1990, is amended and a new subdivision (e) is  
56 added to read as follows:

1 (d) The licensee has engaged in the business of a sales finance compa-  
2 ny and has done or failed to do any act, except the failure to pay the  
3 fees required, which would be grounds for the suspension or revocation  
4 of its license pursuant to section four hundred ninety-five of this  
5 chapter were it required to obtain such a license[+];

6 (e) The licensee has engaged in any activity, transaction or course of  
7 business or has paid or obtained any money or other thing of value in  
8 connection with a home improvement contract as defined in section seven  
9 hundred seventy of the general business law without fully disclosing  
10 such activity, transaction or course of business and any fees or thing  
11 of value paid or to be paid in connection therewith and without having  
12 obtained the agreement in writing from all parties to the transaction.

13 § 6. Section 592-a of the banking law is amended by adding a new  
14 subdivision 3 to read as follows:

15 3. Any mortgage broker registered under this article who in any way  
16 places with or obtains a mortgage loan from a mortgage banker or exempt  
17 organization registered under this article shall for all purposes be  
18 deemed to be an agent of such banker or exempt organization. Any  
19 attempt by any person to void this provision by contract or in any other  
20 way shall be void as against public policy.

21 § 7. The real property law is amended by adding a new section 254-e to  
22 read as follows:

23 § 254-e. Certain mortgage provisions prohibited. No mortgage on a loan  
24 secured primarily by an interest in real property used as a primary  
25 residence by the mortgagor at the time such loan is made shall contain  
26 any provision which:

- 27 1. allows for a balloon payment; or  
28 2. allows for a payment schedule with regular periodic payments that  
29 cause the principal balance to increase; or  
30 3. allows for a provision stating that the interest rate of the loan  
31 underlying the mortgage increases after default.

32 § 8. The real property actions and proceedings law is amended by  
33 adding a new section 1316 to read as follows:

34 § 1316. Notice to mortgagor or owner. In all foreclosure actions the  
35 mortgagee, upon commencement of a foreclosure proceeding, shall serve  
36 the mortgagor at the same time as service of the summons and complaint,  
37 a notice in the following form:

38 "NOTICE TO MORTGAGOR OR OWNER:

39 YOU HAVE BEEN SERVED WITH A SUMMONS AND COMPLAINT IN A MORTGAGE FORE-  
40 CLOSURE PROCEEDING. IF YOU FAIL TO RESPOND TO THESE IMPORTANT LEGAL  
41 DOCUMENTS, YOU MAY LOSE YOUR HOME.

42 Read this carefully:

43 YOU MAY BE ABLE TO PREVENT YOUR HOME FROM BEING LOST IN A FORECLOSURE  
44 ACTION.

45 State and federal laws allow you to defend foreclosure proceedings in  
46 certain circumstances and may allow you to prevent a foreclosure on your  
47 home. You may be able to offer defenses in this foreclosure proceeding  
48 under the following circumstances:

- 49 1. If you gave a mortgage on your home as the result of a door to door  
50 transaction;  
51 2. If you gave a mortgage on your home in order to finance a home  
52 improvement contract;  
53 3. If you did not understand that you were signing a mortgage or were  
54 unaware that you had a mortgage on your home;

1 4. If you were on public assistance at the time you gave a mortgage on  
2 your home, or were retired and collecting Social Security or SSI and the  
3 person who took the mortgage on your home knew you had a fixed income;

4 5. If you were on a limited fixed income at the time you gave the  
5 mortgage on your home.

6 Also, your mortgage documents may contain language stating your rights  
7 under the contract in cases where you are subject to foreclosure.

8 If you think that you may have a defense to this foreclosure proceed-  
9 ing you must act promptly - failure to answer the enclosed summons and  
10 complaint will allow the mortgagee's or bank's attorneys to enter a  
11 default judgment against you.

12 The front of the summons will tell you how many days you have to  
13 answer before the mortgagee or bank may enter a default judgment against  
14 you.

15 YOU MAY CONSULT AN ATTORNEY, INCLUDING LEGAL AID IF YOU QUALIFY. The  
16 law, (New York Real Property Actions and Proceedings Law Article 13)  
17 provides defenses for certain mortgagors and homeowners.

18 The phone numbers and office addresses for your local legal aid  
19 offices are contained in your telephone directory. If your phone book  
20 has government pages, the phone number and office addresses of your  
21 local legal aid offices should be listed there also.

22 ONLY A QUALIFIED ATTORNEY CAN TELL YOU ALL OF YOUR RIGHTS IN THIS  
23 PROCEEDING.

24 YOU MUST ACT PROMPTLY OR YOU MAY LOSE YOUR HOME."

25 § 9. The real property actions and proceedings law is amended by  
26 adding a new section 1317 to read as follows:

27 § 1317. Pleading required. 1. Any complaint served in a proceeding  
28 initiated pursuant to this article relating to a mortgage loan which was  
29 initiated by a mortgage banker or exempt organization registered pursu-  
30 ant to section five hundred ninety-one of the banking law must contain  
31 an affirmative allegation, which allegation must be proven to the satis-  
32 faction of the court, that such mortgage banker or exempt organization  
33 has complied with all of the provisions of section five hundred ninety-  
34 five-a of the banking law.

35 2. In any action brought under this article in which the mortgage to  
36 be foreclosed arose from the refinancing of a personal residence which  
37 was owned by the defendant for more than five years prior to the date of  
38 such mortgage it shall be an affirmative defense that: (a) at the time  
39 of the loan origination the mortgagor did not have the financial ability  
40 to repay the loan and that the financial institution knew or should have  
41 known that the mortgagor would not be able to repay such loan; (b) the  
42 mortgage broker, mortgage banker or exempt organization which originated  
43 the loan violated any provision of section five hundred ninety-five-a of  
44 the banking law; or (c) the mortgage document contains a provision  
45 prohibited by section two hundred fifty-four-e of the real property law.  
46 The court may consider factors including but not limited to the fact  
47 that the mortgagor was not employed and unlikely to obtain future  
48 employment, the fact that the mortgagor was living on a fixed income or  
49 was the recipient of federal or state entitlement of public assistance  
50 or that the payments required by such mortgage loan, together with the  
51 payments required by any other loan secured by the premises to be fore-  
52 closed, were more than fifty percent of the mortgagor's after tax month-  
53 ly income as of the date of the loan. For purposes of this section, the  
54 term financial institution shall include any banking organization, mort-  
55 gage broker, mortgage banker or licensed lenders involved in the origi-  
56 nation of the mortgage being foreclosed and any assignee or successor of

1 such person or entity. In any action brought under this article in  
2 which any such affirmative defense is proven to the satisfaction of the  
3 finder of fact, the court may award reasonable attorney fees to the  
4 defendant.

5 § 10. Paragraph (h) of subdivision 1 of section 771 of the general  
6 business law, as amended by chapter 32 of the laws of 1989, is amended  
7 to read as follows:

8 (h) A notice to the owner that, in addition to any right otherwise to  
9 revoke an offer, the owner may cancel the home improvement contract  
10 until midnight of the [~~third~~] fifteenth business day after the day on  
11 which the owner has signed an agreement or offer to purchase relating to  
12 such contract. Cancellation occurs when written notice of cancellation  
13 is given to the home improvement contractor. Notice of cancellation, if  
14 given by mail, shall be deemed given when deposited in a mailbox proper-  
15 ly addressed and postage prepaid. Notice of cancellation shall be suffi-  
16 cient if it indicates the intention of the owner not to be bound.  
17 Notwithstanding the foregoing, this paragraph shall not apply to a tran-  
18 saction in which the owner has initiated the contact and the home  
19 improvement is needed to meet a bona fide emergency of the owner, and  
20 the owner furnishes the home improvement contractor with a separate  
21 dated and signed personal statement in the owner's handwriting describ-  
22 ing the situation requiring immediate remedy and expressly acknowledging  
23 and waiving the right to cancel the home improvement contract within  
24 [~~three~~] fifteen business days. For the purposes of this paragraph the  
25 term "owner" shall mean an owner or any representative of an owner.

26 § 11. The general business law is amended by adding a new section  
27 771-c to read as follows:

28 § 771-c. Responsibilities of home improvement contractors. 1. No home  
29 improvement contractor shall engage in any activity, transaction or  
30 course of business or pay or receive any fee, payment, money or other  
31 thing of value in connection with the financing of a home improvement  
32 contract without fully disclosing such activity, transaction or course  
33 of business and any fees, payment or other thing of value paid or to be  
34 paid in connection therewith and without having obtained the agreement  
35 in writing from all parties to the transaction to such activity and the  
36 payment therefor.

37 2. In addition to any right otherwise to revoke a home improvement  
38 contract, the buyer may cancel such contract until midnight of the  
39 fifteenth day after the home improvement contract was signed by both  
40 parties. Cancellation shall occur when written notice of cancellation is  
41 given to the home improvement contractor. Notice of cancellation, if  
42 given by mail, shall be deemed given when deposited in a mailbox proper-  
43 ly addressed and postage prepaid. Notice of cancellation need not take  
44 any prescribed form and shall be sufficient if it indicates the inten-  
45 tion of the signatory not to be bound. Notwithstanding the foregoing,  
46 this subdivision shall not apply to a transaction in which the owner has  
47 initiated the contact and the home improvement is needed to meet a bona  
48 fide emergency of the owner, and the owner furnishes the home improve-  
49 ment contractor with a separate dated and signed personal statement in  
50 the owner's handwriting describing the situation requiring immediate  
51 remedy and expressly acknowledging and waiving the right to cancel the  
52 home improvement contract within fifteen business days. For the purposes  
53 of this subdivision the term "owner" shall mean an owner or any repre-  
54 sentative of an owner.

55 3. No home improvement contract shall be enforceable unless at the  
56 time it is signed by the homeowner, the home improvement contractor

1 shall furnish to the homeowner a notice containing a statement in  
2 substantially the following form:

3 YOU THE HOMEOWNER, MAY CANCEL THIS CONTRACT AT ANY TIME PRIOR TO  
4 MIDNIGHT OF THE FIFTEENTH BUSINESS DAY AFTER THE DATE OF THIS CONTRACT.  
5 SEE THE ATTACHED NOTICE OF CANCELLATION FORM FOR AN EXPLANATION.

6 § 12. The general obligations law is amended by adding a new section  
7 5-338 to read as follows:

8 § 5-338. Certain home equity loan contracts; enforceability. 1. Any  
9 loan made in violation of section five hundred ninety-five-a of the  
10 banking law shall be unenforceable and no default judgment shall be  
11 entered in any action as a result of the alleged default of the defend-  
12 ant to make payments pursuant to a loan agreement which arose as the  
13 result of the refinance of a personal residence owned by the defendant  
14 whether or not secured by a mortgage unless the court makes an affirma-  
15 tive finding of fact in writing that the provisions of section five  
16 hundred ninety-five-a of the banking law have not been violated.

17 2. In any action brought seeking enforcement of a loan agreement which  
18 arose from the refinancing of a personal residence which was owned by  
19 the defendant for more than five years prior to the date of such loan it  
20 shall be an affirmative defense that: (a) at the time of the loan origi-  
21 nation the borrower did not have the financial ability to repay the loan  
22 and that the financial institution knew or should have known that the  
23 borrower would not be able to repay such loan; (b) the mortgage broker,  
24 mortgage banker or exempt organization which originated the loan  
25 violated any provision of section five hundred ninety-five-a of the  
26 banking law; or (c) any mortgage document signed contemporaneously with  
27 the loan contains a provision prohibited by section two hundred fifty-  
28 four-e of the real property law. The court may consider factors includ-  
29 ing but not limited to the fact that the mortgagor was not employed and  
30 unlikely to obtain future employment, the fact that the mortgagor was  
31 living on a fixed income or was the recipient of federal or state enti-  
32 tlement of public assistance or that the payments required by such loan,  
33 together with the payments required by any other loan secured by the  
34 premises securing such loan, were more than fifty percent of the borrow-  
35 er's after tax monthly income as of the date of the loan. For purposes  
36 of this section, the term financial institution shall include any bank-  
37 ing organization, mortgage broker, mortgage banker or licensed lender  
38 involved in the origination of the loan for which enforcement is sought  
39 and any assignee or successor of such person or entity. In any such  
40 action in which such affirmative defense is proven to the satisfaction  
41 of the finder of fact, the court may award reasonable attorney fees to  
42 the defendant.

43 § 13. This act shall take effect on the first of October next succeed-  
44 ing the date on which it shall have become a law. Effective immediate-  
45 ly, the addition, amendment and/or repeal of any rule or regulation  
46 necessary for the implementation of this act on its effective date are  
47 authorized to be made on or before such effective date.