

The Commonwealth of Massachusetts

PRESENTED BY:

Frank A. Moran

To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:

The undersigned legislators and/or citizens respectfully petition for the adoption of the accompanying bill:

An Act protecting title to real estate in Massachusetts.

PETITION OF:

NAME:	DISTRICT/ADDRESS:	DATE ADDED:
Frank A. Moran	17th Essex	2/19/2021

By Mr. Moran of Lawrence, a petition (accompanied by bill, House, No. 1807) of Frank A. Moran relative to protecting titles to real estate. The Judiciary.

The Commonwealth of Massachusetts

In the One Hundred and Ninety-Second General Court (2021-2022)

An Act protecting title to real estate in Massachusetts.

Whereas, The deferred operation of this act would tend to defeat its purpose, which is to Whereas deferred operation of this act would tend to defeat its purposes, which include reversing the impacts of structural racism in mortgage lending, the illegal taking of title to mortgaged real property, and myriad associated damages; ending the lengthy delay of justice that thus far has meant justice denied; like that of the first true Massachusetts recording act, "For avoiding all fraudulent conveyances, and that every man may know what estate or other interest other men may have in any houses, lands, or other hereditaments they are to deal in...." 1 Mass. Colonial Records 306 (1640); facilitating the accurate and cost-effective determination of title to real estate in the commonwealth; enabling every homeowner with a mortgage on real property to know at all times who holds the mortgage and who owns the mortgage note; supporting robust real estate markets; promoting new business formation, as certainty of title facilitates home mortgage loans to start businesses; promoting municipal finance by ensuring that municipalities know who is liable for real estate taxes and other charges pertaining to real properties; deterring illegal home foreclosures by means of certain foreclosure-related criminal provisions; and reestablishing the heretofore settled meanings of certain terms defined herein; therefore, it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience., therefore it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

1

SECTION 1. (a) This Act may be cited as the "real estate title protection act."

(b) Unless the contrary is explicitly specified, this Act shall be construed to apply to both
registered and recorded land.

4 (c) Where a provision of this Act conflicts with any other provision of the general laws or
5 the deed indexing standards, this Act shall supersede that other provision or those standards.

6 SECTION 2. For the purposes of this Act, the following terms shall have the following
7 meanings:

8 "Affidavit", a document made on personal knowledge or that meets the requirements of 9 the business records exception to the rule against hearsay, Rule 803(6), Federal and 10 Massachusetts Rules of Evidence, "Records of a Regularly Conducted Activity." It shall set forth 11 such facts as would be admissible in evidence, and shall show affirmatively that the affiant is 12 competent to testify to the matters stated therein. Third party loan servicers and their agents must 13 execute on personal knowledge. If it relies on the business records exception, the affidavit shall 14 have attached to it sworn or certified copies of all documents in their current state, or relevant 15 excerpts thereof, to which the affidavit refers. Each such excerpt must be in the form of a true 16 and accurate photocopy of the entirety of the page or pages from which such an excerpt is taken, 17 and must include complete and accurate photocopies of the document's title page and table of 18 contents, if applicable

19 "Assignment of mortgage", an instrument by which a mortgagee or holder of a mortgage 20 of real property conveys that mortgage to an assignee pursuant to the statute of frauds, section 1 21 of chapter 259 of the general laws; section 6 of chapter 183; and other provisions of the general 22 laws applicable to a transfer of interest in real property. 23 "Authorized person", a person with documented prior authorization from their principal
24 or a court as of the date of that person's negotiation or execution of an instrument that can affect
25 title to real property.

26 "Deed indexing standards", standards for indexing documents to be recorded in the
27 registries of deeds, as issued by the Massachusetts Registers and Assistant Registers of Deeds
28 Association and revised from time to time.

29 "Discharge", a duly executed and acknowledged release of a mortgage of real property or 30 other instrument that, by its terms, discharges or releases such a mortgage, or acknowledges 31 payment or satisfaction of the debt or obligation secured by such a mortgage or the conditions 32 contained therein; or the discharge of such a mortgage by operation of law pursuant to the 33 general laws.

34 "Mortgage", a conveyance, to a lender, of legal title to real property, in consideration of a
35 loan whose repayment is secured by the terms and conditions of a mortgage note.

36 "Mortgagee" or "mortgage holder", a person who has invested funds or other
37 consideration for the grant of a mortgage, and who is named as such in the mortgage or any
38 assignment thereof.

39 "Mortgagee of Record", a "mortgagee" or "mortgage holder" so identified in the40 instrument that was subsequently recorded.

41 "Mortgage servicer" or "servicer", the person legally authorized by the mortgagee and in
42 compliance with all applicable law for servicing the mortgage loan.

43 "Mortgage servicing" or "servicing" includes but is not limited to the sending of
44 mortgage statements, the receiving of the mortgagor's scheduled periodic payments, the making
45 of the payments of principal and interest and such other payments as may be required pursuant to
46 the terms of such loan, and the providing of a written payoff statement with respect to the
47 mortgage loan in compliance with applicable statute.

Wortgage statement", a periodic statement that a mortgagee of residential real property or its authorized mortgage servicer sends to a mortgagor, stating the amount of the mortgage payment then due; the loan balance; the names and contact information, including an address and toll-free telephone number, for the current (i) mortgagee, with the date as of which it became the mortgagee; (ii) note owner, with the date as of which it became the note owner, and (iii) mortgage servicer, if any, with the date as of which it became the servicer.

54 "Mortgagor", a grantor of a mortgage.

55 "Mortgage Note", a promissory note, bearing the original signature(s) of the 56 mortgagor(s), promising to pay the lender, or any successor who is entitled to enforce the 57 mortgage note, and specifying the requirements for the repayment of the debt including the 58 amount, interest, and charges.

59 "Note Owner", the lender or a transferee of the mortgage note, who is entitled to receive60 payments under and to enforce the mortgage note.

61 "Register", the register of deeds for the county or district within which the subject land62 lies.

63	"Residential real property", a 1 to 6 family residential property located in the
64	commonwealth.
65	SECTION 3. Attorney General to notify registers of deeds of legal developments
66	Chapter 12 of the General Laws is hereby amended by adding the following section:-
67	Section 34. At the end of each session of the general court, and whenever otherwise
68	appropriate, the Attorney General shall promptly notify the registers of changes in statutes and
69	regulations, and of decisions of the supreme judicial court, which affect their responsibilities or
70	operations.
71	SECTION 4. Recordation of assignments of mortgage, affidavits of sale, foreclosure
72	deeds
73	Section 12A of chapter 36 of the General Laws is hereby amended by adding the
74	following ten subsections:-
75	(a) A register shall not record any instrument, executed after the effective date of this act,
76	unless its heading (i) is in 12 point (pica) or larger bolded font, (ii) indicates the type of
77	instrument, and (iii) briefly indicates the instrument's purpose or contents.
78	(b) A register shall not record any assignment of mortgage that is presented later than
79	thirty (30) days after its date of execution, unless the said assignment of mortgage is recorded
80	with an affidavit showing good cause for filing late, or with a certified copy of an order of a
81	court finding that recordation after this thirty (30) day limit is warranted in the interests of
82	justice.

83	(c) A register shall not record an assignment of mortgage executed before the effective
84	date of this Act, but not recorded as of that date, unless presented to the appropriate registry
85	within ninety (90) days of this Act's effective date, except that the Federal National Mortgage
86	Association, the Federal Home Loan Mortgage Corporation, the Government National Mortgage
87	Association, the U.S. Department of Housing and Human Development, and the U.S.
88	Department of Agriculture may present such assignments of mortgage for recording up to one
89	hundred eighty (180) days from the effective date of this Act.
90	(d) Where an assignment of a mortgage is to a securitized trust or other investment
91	vehicle, a certified copy of that trust or other investment vehicle's fully executed founding
92	instrument must be:
93	(i) recorded with the assignment of mortgage, or
94	(ii) identified on the assignment by book and page or document number in the subject
95	registry, or
96	(iii) identified on the assignment as being available in a particular location elsewhere
97	in the public record.
98	(e) A register shall not record a discharge of a mortgage of real property unless it is:
99	(i) issued by the mortgagee;
100	(ii) identifies the present note owner, and
101	(iii) is recorded with a certified copy of the original wet-ink mortgage note in its
102	present condition, demonstrating that all allonges were affixed when created; the date of
103	satisfaction of the mortgage loan and marked "paid in full".
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104 (f) A register shall record an affidavit of sale pursuant to section 14 of chapter 244, only105 if it is recorded with

(i) a certified copy of the notice to the mortgagor of right to cure a default of mortgagepursuant to section 35A of chapter 244, and

(ii) a certified copy of the original wet-ink mortgage note in its present condition,demonstrating that all allonges are affixed.

(g) A register shall not record a foreclosure deed if it is presented more than sixty (60)
days after the date of foreclosure, unless it is recorded with an affidavit showing good cause for
filing late, or by a certified copy of an order of a court finding that recordation after this sixty
(60) day limit is warranted in the interests of justice.

(h) A register shall not record any foreclosure deed relative to a foreclosure occurring
before the effective date of this Act, unless it is presented for recording to the appropriate
registry of deeds within ninety (90) days of this Act's effective date.

(i) The Division of Banks shall promptly inform all persons licensed in the

118 commonwealth to lend funds upon mortgages, as well as the Federal National Mortgage

119 Association, the Federal Home Loan Mortgage Corporation, the Government National Mortgage

120 Association, the U.S. Department of Housing and Human Development, and the U.S.

121 Department of Agriculture, of the provisions of this Act.

SECTION 5: Conformance of Notary provisions with Alienation of Land provisions:

123 Section 8 of Chapter 222 of the General Laws, as appearing in the 2016 Official Edition,

124 is hereby amended by striking out of subsection (b) the sentence "Failure to comply with this

125	section shall not affect the validity of any instrument or the record thereof" and replacing it with
126	"Failure to comply with this section shall not affect the validity of any instrument".
127	Section 20 of Chapter 222 of the General Laws, is hereby amended by striking out
128	subsection (b) in its entirety and replacing it with
129	"(b) Except as may be required by the Office of the Secretary of the Commonwealth for
130	the issuance of an apostille, or as may be required by a register of deeds for the purpose of
131	recordation or registration, and provided the form of acknowledgement, jurat, signature
132	witnessing, or copy certification otherwise is substantially similar in legal meaning and effect to
133	the texts of the several such forms set forth in this chapter or in the appendix to Chapter 183:
134	(i) failure of a document to contain the forms of acknowledgment, jurat, signature
135	witnessing or copy certification set forth in section 15 or otherwise to comply with the
136	requirements set forth in sections 8 to 23, inclusive, shall not have any effect on the validity of
137	the underlying document;
138	(ii) failure of a document to contain the forms of acknowledgement, jurat, signature
139	witnessing or copy certification set forth in said section 15 shall not be the basis of a refusal to
140	accept the document for filing, or acceptance by a third party; and
141	(iii) failure of a document executed in a representative capacity to contain an
142	acknowledgement that the instrument was also the voluntary or free act and deed of the principal
143	or guarantor shall not affect the validity of the underlying document."
144	SECTION 6. Homeowners' mortgage statements

145	Section 183 of the General Laws, as appearing in the 2014 Official Edition, is hereby
146	amended by inserting after section 54D the following section:-
147	Section 54E. (a) Each mortgage statement concerning a mortgage of residential real
148	property shall provide the names and contact information, including an address and toll-free
149	telephone number, for the current
150	(i) mortgagee, with the date as of which it became the mortgagee;
151	(ii) note owner, with the date as of which it became the note owner, and
152	(iii) mortgage servicer, if any, with the date as of which it became the servicer.
153	(b) Each such mortgage statement shall identify the mortgage servicer, if any, as "the
154	company that you pay," or shall use other language sufficient to indicate the function(s) that a
155	mortgage servicer performs.
156	(c) All information on each such mortgage statement shall be accurate and current as of
157	the date on which the statement is transmitted.
158	(d) Failure to comply with this section shall be an unfair or deceptive practice under
159	section two of chapter 93A, and shall render a mortgagee or mortgage servicer liable to the
160	mortgagor in the amount of \$2,500 for each such violation, plus damages and reasonable
161	attorney's fees under subsection four of section nine of said chapter 93A.
162	(e) The amount of \$2,500 for each violation of subsection (d) shall annually, on January
163	1, be adjusted in accordance with the consumer price index as defined in section one of the
164	Internal Revenue Code.

165 SECTION 7. Payoff of mortgage loan: return of cancelled mortgage note to mortgagor 166 Section 55 of chapter 183 of the General Laws is hereby amended by adding at the end 167 thereof the following three subsections:-168 (1) When the mortgage loan has been paid in full, the note owner shall, within twenty (20) 169 days of such payment, cause to be sent to the mortgagor the original wet-ink mortgage note in its 170 present condition with all allonges affixed, and marked "Paid in Full," with the date of 171 satisfaction of the mortgage loan. 172 (m) Failure to comply with this section shall be an unfair or deceptive practice under 173 section 2 of chapter 93A, and shall render a mortgagee or mortgage servicer liable to the 174 mortgagor in the amount of \$2,500 for each such violation, plus damages and reasonable 175 attorney's fees under subsection (4) of section 9 of said chapter 93A. 176 (n) The amount of \$2,500 for each violation of subsection (m) shall annually, on January 177 1, be adjusted in accordance with the consumer price index as defined in section one of the 178 Internal Revenue Code. 179 SECTION 8. Repeal of foreclosure by entry and possession. 180 Section 70 of chapter 185 of the general laws, as appearing in the 2014 Official Edition, 181 is hereby amended by striking out the words "; but in case of foreclosure by entry and 182 possession, the certificate of entry required by section 2 of chapter 244 shall be filed and 183 registered by an assistant recorder in lieu of recording." and by striking out the words "After 184 possession has been obtained by the mortgagee or his assigns, by entry or by action, and has 185 continued for the time required by law to complete the foreclosure, he or his assigns may request

186	the land court for the entry of a new certificate, and the court, after notice to all parties in
187	interest, shall have jurisdiction to hear the case, and may order the entry of a new certificate on
188	such terms as equity and justice may require."
189	The provisions of Section 1 of chapter 244 of the General Laws, as so appearing, are
190	hereby declared in effect until the date of the enactment of this Act.
191	"Section 1. A mortgagee may, after breach of condition of a mortgage of land, recover
192	possession of the land mortgaged by an open and peaceable entry thereon, if not opposed by the
193	mortgagor or other person claiming it, or by action under this chapter; and possession so
194	obtained, if continued peaceably for three years from the date of recording of the memorandum
195	or certificate as provided in section two, shall forever foreclose the right of redemption."
196	After the date of the enactment of this Act, the following shall be in effect:
197	"Section 1. A mortgagee may, after breach of condition of a mortgage of land, recover
198	possession of the land mortgaged by action under this chapter."
199	Said chapter 244 of the General Laws is hereby further amended by striking out section 2
200	and inserting in place thereof the following section:-
201	Section 2. Possession obtained by means of any entry under previous section 1 of Chapter
202	244, or under section 70 of chapter 185, as to which a memorandum or certificate was recorded
203	fewer than three years before the effective date of this act, shall never foreclose the right of
204	redemption.

205	Section 8 of said chapter 244, as so appearing, is hereby amended by striking out the first
206	sentence and inserting in place thereof the following sentence:- "The action may be brought by
207	an assignee of the mortgagee"
208	Sections 9 and 10 of chapter 244 are hereby repealed.
209	SECTION 9. Notice to municipality by mortgagee taking possession, conveying title
210	Section 15A of said Chapter 244 is hereby amended by making existing text into
211	subsection 15A(a) and adding the following four paragraphs:-
212	(b) The assessor or collector of taxes shall accept such a notice only if accompanied by (i)
213	a certification, on personal knowledge and under the pains and penalties of perjury, that the
214	mortgagee has caused to be made all other notifications required by this section and
215	(ii) a fine of \$100 per day for each day beyond the day by which the mortgagee was
216	required to have made such notice to the municipality.
217	(c) The assessor or collector of taxes shall retain one-half of each such fine for the
218	municipality. He or she shall promptly forward one-half of each such fine as revenue to the
219	treasurer of the county, if the municipality is located in a county, or if not, to the treasurer of the
220	commonwealth, as revenue for deposit in the general fund.
221	(d) The amount of \$100 per day for each day beyond the day by which the mortgagee
222	was required to have made such notice to the municipality shall annually, on January 1, be
223	adjusted in accordance with the consumer price index as defined in section 1 of the Internal
224	Revenue Code.

(e) If a mortgagee has taken possession of a property on or before the effective date of
this act, but has not made the notifications required by section 15A of chapter 244, this fine shall
become applicable as of thirty (30) days after the effective date of this act.

(f) The Commissioner of the Department of Revenue of the commonwealth shallpromptly notify all municipalities in the commonwealth of the provisions of Section 12.

230 SECTION 10. Repeal legislative determination of weight of evidence

Section 35B (f) and section 35C (b) of said chapter 244, as so appearing, are hereby amended by striking out the word "conclusive" where it appears in the second paragraph of section 35B (f), between "this section shall be" and "evidence in favor of", and in the second paragraph of Section 35C(b), where it appears between "this subsection shall be" and "evidence in favor of...."

SECTION 11. Creditor actions; mortgagee's affidavit; assignments of mortgage; service
 members' civil relief act proceedings

Said section 35C of said chapter 244, as so appearing, is hereby further amended in subsection (a), by striking out the words "Mortgage Electronic Registration System or"; and in subsection (b), by striking out the words "Prior to publishing a notice of a foreclosure sale, as required by section 14" and replacing them with "Prior to instituting a proceeding in land court or superior court pursuant to the service members' civil relief act and again prior to publishing a notice of foreclosure sale as required by section 14,"

Said section 35C of said chapter 244, as so appearing, is hereby further amended by
adding the following four subsections:-

(i) For each certified copy of a document appended to the affidavit required in subsection
(b), the affidavit shall provide the name and contact information of the document custodian of
the original document, or shall identify the document by book and page or document number as
recorded in the registry of deeds for the county or district in which the land lies.

(j) Land court and superior court shall proceed with a service members' civil relief caseonly

(1) upon the filing of a mortgagee's affidavit as required in subsection (b); (2) if all assignments of mortgage cited in and appended to that affidavit, whether original or certified copies, have been duly recorded in the registry of deeds for the county or district within which the land lies; and (3), where the note owner is different from the mortgagee, the mortgagee has filed a certified copy of the agency agreement or other instrument authorizing the mortgagee to institute that proceeding.

(k) Failure to comply with this section shall be an unfair or deceptive practice under
section 2 of chapter 93A, and shall render a mortgagee or mortgage servicer liable to the
mortgagor in the amount of \$2,500 for each such violation, plus damages and reasonable
attorney's fees under subsection (4) of section 9 of said chapter 93A.

(1) The amount of \$2,500 for each violation of subsection (e) shall annually, on January 1,
be adjusted in accordance with the consumer price index as defined in section 1 of the Internal
Revenue Code.

265 SECTION 121. False material statements or omissions during or in connection with 266 mortgage loan process; penalties; statute of limitations; Attorney General reports Section 35A of chapter 266 of the General Laws is hereby amended, in subsection (a) by deleting "4" in the definition of "Residential mortgage loan" and substituting "6"; and, in both its title and in subsection (b), by deleting the word "lending" wherever it appears and substituting the word "loan"; and is further amended in subsection (b), after "both such fine and imprisonment", by inserting the following new paragraph:-

Where a document including such a material statement that is false or such a material omission is used in connection with a foreclosure or attempted foreclosure, or a larceny or attempted larceny of real property whether such document is filed in a court, recorded in a registry of deeds, or otherwise uttered, punishment may include restitution to the victim(s), including the preparation and recordation at no expense to the victim(s) of whatever instrument(s) might be necessary to clarify the title of the victim(s) to that property; a prohibition from doing business in the commonwealth for any term of years or permanently; or both. Said section 35A of said chapter 266, as so appearing, is hereby further amended by

Said section 35A of said chapter 266, as so appearing, is hereby further amended by
inserting, after subsection (b), the following seven new subsections:

281 (c) Whoever executes or causes to be executed, or whoever files or causes to be filed with 282 any court, or presents or causes to be presented to a registry of deeds for recording or 283 registration, whether in hard copy or by means of electronic transmission, or otherwise utters any 284 instrument that affects title to real property, whether residential or commercial, knowing that it is 285 fraudulent or false in any material respect including by omission, by a false or fraudulent 286 declaration, by a false or fraudulent signature, or by a false or fraudulent notarization, shall be 287 punished by imprisonment in the state prison for not more than 5 years or by imprisonment in the 288 house of correction for not more than 2 and one-half years or by a fine of not more than \$50,000

in the case of a natural person or not more than \$250,000 in the case of any other person, or by both fine and imprisonment. Where such a document is used in connection with a foreclosure or attempted foreclosure, or a larceny or attempted larceny of real property, punishment may include restitution to the victim(s), including the preparation and recordation at no expense to the victim(s) of whatever instrument(s) might be necessary to clarify the title of the victim(s) to that property; a prohibition from doing business in the commonwealth for any term of years or permanently; or both.

(d) The statute of limitations for a violation of subsection (c) of this section shall be ten
(10) years from the date of execution of the document in question, the date of its presentation to
a registry of deeds for recording, its date of recordation, or the date on which it was filed with or
proferred in evidence in any court or otherwise uttered, whichever comes last.

(e) The provisions of subsections (c) and (d) of said section 35A of said chapter 266, as
so appearing, shall be reproduced in 12-point (pica) bolded font, with a heading, "Criminal
Liability for False or Fraudulent Documents," in least 16-point bolded font, and shall be
displayed prominently in the public area of each registry of deeds. These provisions shall also be
reproduced legibly, with a legible heading in bolded font, on the website of each registry of
deeds, and, as a condition of doing business in the commonwealth, on the website of any firm
that offers e-recording services in the commonwealth.

- 307 (f) The Secretary of the Commonwealth shall promptly notify all firms that offer e308 recording services in the commonwealth of the provisions of subsections (a), (b), (c), (d) and (e).
- 309 (g) The Attorney General shall make available to all registers, to land court, superior
 310 court, members of the Massachusetts bar, and on the Attorney General's website, referral forms

for reporting violations of section 35A of chapter 244, of section 30 of chapter 260 of the general laws, and of any other violations of the general laws that concern title to real property, together with instructions for completing and submitting such forms to the Attorney General's office.

314 (h) The Attorney General may refer such cases for investigation and prosecution to the315 district attorney for the county or district in which a case arises.

316 (i) The Attorney General shall report to the legislature annually, within thirty (30) days of 317 the end of each fiscal year, on (1) the number of referrals received during the preceding fiscal 318 year for violations identified in (g) and the violations alleged; (2) the number and types of cases 319 in which civil enforcement actions or criminal charges have been brought, whether by the 320 Attorney General's office or by a district attorney; and (3) the status and disposition of each such 321 case, including sentences of restitution to victim(s) of foreclosure and attempted foreclosure and 322 larceny and attempted larceny of real property and of prohibition from doing business in the 323 commonwealth.

(j) The maximum amounts of all fines for violations of section 35A shall be adjusted
 annually on January 1 in accordance with the consumer price index as defined in section one of
 the Internal Revenue Code.

327 SECTION 11: Section 30 of chapter 266, subsection (5) is amended by striking out "sixty
328 years of age or older, or of a person with a disability as defined in section 13K of chapter 265,"

329 SECTION 12: Section 14 of Chapter 186 is amended by striking out: "shall be punished 330 by a fine of not less than twenty-five dollars nor more than three hundred dollars," and replacing 331 it with: "shall be punished by a fine of not less than the equivalent of three month's rent or, 332 where no rental agreement existed, three times the applicable monthly fair market rent,"