By Senator Legg

	17-00585A-15 20151102
1	A bill to be entitled
2	An act relating to utility projects; providing a short
3	title; providing definitions; authorizing certain
4	local government entities to finance the costs of a
5	utility project by issuing utility cost containment
6	bonds upon application by a local agency; specifying
7	application requirements; requiring a successor entity
8	of a local agency to assume and perform the
9	obligations of the local agency with respect to the
10	financing of a utility project; providing procedures
11	for local agencies to use when applying to finance a
12	utility project using utility cost containment bonds;
13	authorizing an authority to issue utility cost
14	containment bonds for specified purposes related to
15	utility projects; authorizing an authority to form
16	alternate entities to finance utility projects;
17	requiring the governing body of the authority to adopt
18	a financing resolution and impose a utility project
19	charge on customers of a publicly owned utility as a
20	condition of utility project financing; specifying
21	required and optional provisions of the financing
22	resolution; specifying powers of the authority;
23	requiring the local agency or its publicly owned
24	utility to assist the authority in the establishment
25	or adjustment of the utility project charge; requiring
26	that customers of the public utility specified in the
27	financing resolution pay the utility project charge;
28	providing for adjustment of the utility project
29	charge; establishing ownership of the revenues of the

Page 1 of 20

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SB 1102

58

17-00585A-15 20151102 30 utility project charge; requiring the local agency or 31 its publicly owned utility to collect the utility 32 project charge; conditioning a customer's receipt of public utility services on payment of the utility 33 34 project charge; authorizing a local agency or its 35 publicly owned utility to use available remedies to 36 enforce collection of the utility project charge; 37 providing that the pledge of the utility project 38 charge to secure payment of bonds issued to finance 39 the utility project is irrevocable and cannot be 40 reduced or impaired except under certain conditions; providing that a utility project charge constitutes 41 42 utility project property; providing that utility project property is subject to a lien to secure 43 44 payment of costs relating to utility cost containment bonds; establishing payment priorities for the use of 45 46 revenues of the utility project property; providing 47 for the issuance and validation of utility cost containment bonds; securing the payment of utility 48 49 cost containment bonds and related costs; providing 50 that utility cost containment bonds do not obligate 51 the state or any political subdivision and are not 52 backed by their full faith and credit and taxing 53 power; requiring that certain disclosures be printed 54 on utility cost containment bonds; providing that financing costs related to utility cost containment 55 56 bonds are an obligation of the authority only; 57 providing limitations on the state's ability to alter

Page 2 of 20

financing costs or utility project property under

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SB 1102

	17-00585A-15 20151102
59	certain circumstances; prohibiting an authority with
60	outstanding payment obligations on utility cost
61	containment bonds from becoming a debtor under certain
62	federal or state laws; providing for construction;
63	endowing public entities with certain powers;
64	providing an effective date.
65	
66	Be It Enacted by the Legislature of the State of Florida:
67	
68	Section 1. Utility Cost Containment Bond Act
69	(1) SHORT TITLE.—This section may be cited as the "Utility
70	Cost Containment Bond Act."
71	(2) DEFINITIONSAs used in this section, the term:
72	(a) "Authority" means an entity created under s.
73	163.01(7)(g), Florida Statutes, that provides public utility
74	services and whose membership consists of at least three
75	counties. The term includes any successor to the powers and
76	functions of such an entity.
77	(b) "Cost," as applied to a utility project or a portion of
78	a utility project financed under this section, means:
79	1. Any part of the expense of constructing, renovating, or
80	acquiring lands, structures, real or personal property, rights,
81	rights-of-way, franchises, easements, and interests acquired or
82	used for a utility project;
83	2. The expense of demolishing or removing any buildings or
84	structures on acquired land, including the expense of acquiring
85	any lands to which the buildings or structures may be moved, and
86	the cost of all machinery and equipment used for the demolition
87	<u>or removal;</u>

Page 3 of 20

	17-00585A-15 20151102
88	3. Finance charges;
89	4. Interest, as determined by the authority;
90	5. Provisions for working capital and debt service
91	reserves;
92	6. Expenses for extensions, enlargements, additions,
93	replacements, renovations, and improvements;
94	7. Expenses for architectural, engineering, financial,
95	accounting, and legal services, plans, specifications,
96	estimates, and administration; or
97	8. Any other expenses necessary or incidental to
98	determining the feasibility of constructing a utility project or
99	incidental to the construction, acquisition, or financing of a
100	utility project.
101	(c) "Customer" means a person receiving water, wastewater,
102	or stormwater service from a publicly owned utility.
103	(d) "Finance" or "financing" includes refinancing.
104	(e) "Financing cost" means:
105	1. Interest and redemption premiums that are payable on
106	utility cost containment bonds;
107	2. The cost of retiring the principal of utility cost
108	containment bonds, whether at maturity, including acceleration
109	of maturity upon an event of default, or upon redemption,
110	including sinking fund redemption;
111	3. The cost related to issuing or servicing utility cost
112	containment bonds, including any payment under an interest rate
113	swap agreement and any type of fee;
114	4. A payment or expense associated with a bond insurance
115	policy; financial guaranty; contract, agreement, or other credit
116	or liquidity enhancement for bonds; or contract, agreement, or

Page 4 of 20

	17-00585A-15 20151102
117	other financial agreement entered into in connection with
118	utility cost containment bonds;
119	5. Any coverage charges; or
120	6. The funding of one or more reserve accounts relating to
121	utility cost containment bonds.
122	(f) "Financing resolution" means a resolution adopted by
123	the governing body of an authority that provides for the
124	financing or refinancing of a utility project with utility cost
125	containment bonds and that imposes a utility project charge in
126	connection with the utility cost containment bonds in accordance
127	with subsection (4). A financing resolution may be separate from
128	a resolution authorizing the issuance of the bonds.
129	(g) "Governing body" means the body that governs a local
130	agency.
131	(h) "Local agency" means a member of the authority, or an
132	agency or subdivision of that member, that is sponsoring or
133	refinancing a utility project, or any municipality, county,
134	authority, special district, public corporation, regional water
135	authority, or other governmental entity of the state that is
136	sponsoring or refinancing a utility project.
137	(i) "Public utility services" means water, wastewater, or
138	stormwater services provided by a publicly owned utility. The
139	term does not include Internet or cable services.
140	(j) "Publicly owned utility" means a utility providing
141	retail or wholesale water, wastewater, or stormwater services
142	that is owned and operated by a local agency. The term includes
143	any successor to the powers and functions of such a utility.
144	(k) "Revenue" means income and receipts of the authority
145	related to the financing of utility projects and issuance of

Page 5 of 20

146	utility cost containment bonds, including any of the following:
	actively cost concating any of the fortowing.
147	1. Bond purchase agreements;
148	2. Bonds acquired by the authority;
149	3. Installment sales agreements and other revenue-producing
150	agreements entered into by the authority;
151	4. Utility projects financed or refinanced by the
152	authority;
153	5. Grants and other sources of income;
154	6. Moneys paid by a local agency;
155	7. Interlocal agreements with a local agency, including all
156	service agreements; or
157	8. Interest or other income from any investment of money in
158	any fund or account established for the payment of principal,
159	interest, or premiums on utility cost containment bonds, or the
160	deposit of proceeds of utility cost containment bonds.
161	(1) "Utility cost containment bonds" means bonds, notes,
162	commercial paper, variable rate securities, and any other
163	evidence of indebtedness issued by an authority the proceeds of
164	which are used directly or indirectly to pay or reimburse a
165	local agency or its publicly owned utility for the costs of a
166	utility project and which are secured by a pledge of, and are
167	payable from, utility project property.
168	(m) "Utility project" means the acquisition, construction,
169	installation, retrofitting, rebuilding, or other addition to or
170	improvement of any equipment, device, structure, process,
171	facility, technology, rights, or property located within or
172	outside this state which is used in connection with the
173	operations of a publicly owned utility.
174	(n) "Utility project charge" means a charge levied on

Page 6 of 20

	17-00585A-15 20151102_
175	customers of a publicly owned utility to pay the financing costs
176	of utility cost containment bonds issued under subsection (4).
177	The term includes any adjustments to the utility project charge
178	under subsection (5).
179	(o) "Utility project property" means the property right
180	created pursuant to subsection (6), including the right, title,
181	and interest of an authority in any of the following:
182	1. The financing resolution, the utility project charge,
183	and any adjustment to the utility project charge established in
184	accordance with subsection (5);
185	2. The financing costs of the utility cost containment
186	bonds and all revenues, and all collections, claims, payments,
187	moneys, or proceeds for, or arising from, the utility project
188	charge; or
189	3. All rights to obtain adjustments to the utility project
190	charge pursuant to subsection (5).
191	(3) UTILITY PROJECTS
192	(a) A local agency that owns and operates a publicly owned
193	utility may apply to an authority to finance the costs of a
194	utility project using the proceeds of utility cost containment
195	bonds. In its application to the authority, the local agency
196	shall specify the utility project to be financed by the utility
197	cost containment bonds and the maximum principal amount, the
198	maximum interest rate, and the maximum stated terms of the
199	utility cost containment bonds.
200	(b) A local agency may not apply to an authority for the
201	financing of a utility project under this section unless the
202	governing body has determined, in a duly noticed public meeting,
203	all of the following:

Page 7 of 20

	17-00585A-15 20151102
204	1. The project to be financed is a utility project.
205	2. The local agency will finance costs of the utility
206	project, and the costs associated with the financing will be
207	paid from utility project property, including the utility
208	project charge for the utility cost containment bonds.
209	3. Based on the best information available to the governing
210	body, the rates charged to the local agency's retail customers
211	by the publicly owned utility, including the utility project
212	charge resulting from the financing of the utility project with
213	utility cost containment bonds, are expected to be lower than
214	the rates that would be charged if the project were financed
215	with bonds payable from revenues of the publicly owned utility.
216	(c) A determination by the governing body that a project to
217	be financed with utility cost containment bonds is a utility
218	project is final and conclusive, and the utility cost
219	containment bonds issued to finance the utility project and the
220	utility project charge shall be valid and enforceable as set
221	forth in the financing resolution and the documents relating to
222	the utility cost containment bonds.
223	(d) If a local agency that has outstanding utility cost
224	containment bonds ceases to operate a water, wastewater, or
225	stormwater utility, directly or through its publicly owned
226	utility, references in this section to the local agency or to
227	its publicly owned utility shall be to the successor entity. The
228	successor entity shall assume and perform all obligations of the
229	local agency and its publicly owned utility required by this
230	section and shall assume the servicing agreement required under
231	subsection (4) while the utility cost containment bonds remain
232	outstanding.

Page 8 of 20

	17-00585A-15 20151102
233	(4) FINANCING UTILITY PROJECTS.—
234	(a) An authority may issue utility cost containment bonds
235	to finance or refinance utility projects; refinance debt of a
236	local agency incurred in financing or refinancing utility
237	projects, provided such refinancing results in present value
238	savings to the local agency; or, with the approval of the local
239	agency, refinance previously issued utility cost containment
240	bonds.
241	1. To finance a utility project, the authority may:
242	a. Form a single-purpose limited liability company and
243	authorize the company to adopt the financing resolution of such
244	utility project; or
245	b. Create a new single-purpose entity by interlocal
246	agreement under s. 163.01, Florida Statutes, the membership of
247	which shall consist of the authority and two or more of its
248	members or other public agencies.
249	2. A single-purpose limited liability company or a single-
250	purpose entity may be created by the authority solely for the
251	purpose of performing the duties and responsibilities of the
252	authority specified in this section and shall constitute an
253	authority for all purposes of this section. Reference to the
254	authority includes a company or entity created under this
255	paragraph.
256	(b) The governing body of an authority that is financing
257	the costs of a utility project shall adopt a financing
258	resolution and shall impose a utility project charge as
259	described in subsection (5). All provisions of a financing
260	resolution adopted pursuant to this section are binding on the
261	authority.

Page 9 of 20

	17-00585A-15 20151102
262	1. The financing resolution must:
263	a. Provide a brief description of the financial calculation
264	method the authority will use in determining the utility project
265	charge. The calculation method shall include a periodic
266	adjustment methodology to be applied at least annually to the
267	utility project charge. The authority shall establish the
268	allocation of the utility project charge among classes of
269	customers of the publicly owned utility. The decision of the
270	authority shall be final and conclusive, and the method of
271	calculating the utility project charge and the periodic
272	adjustment may not be changed;
273	b. Require each customer in the class or classes of
274	customers specified in the financing resolution who receives
275	water, wastewater, or stormwater service through the publicly
276	owned utility to pay the utility project charge regardless of
277	whether the customer has an agreement to receive water,
278	wastewater, or stormwater service from a person other than the
279	publicly owned utility;
280	c. Require that the utility project charge be charged
281	separately from other charges on the bill of customers of the
282	publicly owned utility in the class or classes of customers
283	specified in the financing resolution; and
284	d. Require that the authority enter into a servicing
285	agreement with the local agency or its publicly owned utility to
286	collect the utility project charge.
287	2. The authority may require in the financing resolution
288	that, in the event of a default by the local agency or its
289	publicly owned utility with respect to revenues from the utility
290	project property, the authority, upon application by the

Page 10 of 20

	17-00585A-15 20151102
291	beneficiaries of the statutory lien as set forth in subsection
292	(6), shall order the sequestration and payment to the
293	beneficiaries of revenues arising from utility project property.
294	This subparagraph does not limit any other remedies available to
295	the beneficiaries by reason of default.
296	(c) An authority has all the powers provided in this
297	section and s. 163.01(7)(g), Florida Statutes.
298	(d) Each authority shall work with local agencies that
299	request assistance to determine the most cost-effective manner
300	of financing regional water projects. If the entities determine
301	that the issuance of utility cost containment bonds will result
302	in lower financing costs for a project, the authority shall
303	cooperate with such local agencies and, if requested by the
304	local agencies, issue utility cost containment bonds as provided
305	in this section.
306	(5) UTILITY PROJECT CHARGE.—
307	(a) The authority shall impose a sufficient utility project
308	charge, based on estimates of water, wastewater, or stormwater
309	service usage, to ensure timely payment of all financing costs
310	with respect to utility cost containment bonds. The local agency
311	or its publicly owned utility shall provide the authority with
312	information concerning the publicly owned utility which may be
313	required by the authority in establishing the utility project
314	charge.
315	(b) The utility project charge is a nonbypassable charge to
316	all present and future customers of the publicly owned utility
317	in the class or classes of customers specified in the financing
318	resolution upon its adoption. If a customer of a publicly owned
319	utility that is subject to a utility project charge enters into

Page 11 of 20

	17-00585A-15 20151102_
320	an agreement to purchase water, wastewater, or stormwater
321	service from a supplier other than the publicly owned utility,
322	the customer remains liable for the payment of the utility
323	project charge if the customer has received any service or
324	benefit from the publicly owned utility after the date the
325	utility project charge was imposed.
326	(c) The authority shall determine at least annually and at
327	such additional intervals as provided in the financing
328	resolution and documents related to the applicable utility cost
329	containment bonds whether adjustments to the utility project
330	charge are required. The authority shall use the adjustment to
331	correct for any overcollection or undercollection of financing
332	costs from the utility project charge or to make any other
333	adjustment necessary to ensure the timely payment of the
334	financing costs of the utility cost containment bonds, including
335	adjustment of the utility project charge to pay any debt service
336	coverage requirement for the utility cost containment bonds. The
337	local agency or its publicly owned utility shall provide the
338	authority with information concerning the publicly owned utility
339	which may be required by the authority in adjusting the utility
340	project charge.
341	1. If the authority determines that an adjustment to the
342	utility project charge is required, the adjustment shall be made
343	using the methodology specified in the financing resolution.
344	2. The adjustment may not impose the utility project charge
345	on a class of customers that was not subject to the utility
346	project charge pursuant to the financing resolution imposing the
347	utility project charge.
348	(d) Revenues from a utility project charge are special
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Page 12 of 20

	17-00585A-15 20151102_
349	revenues of the authority and do not constitute revenue of the
350	local agency or its publicly owned utility for any purpose,
351	including any dedication, commitment, or pledge of revenue,
352	receipts, or other income that the local agency or its publicly
353	owned utility has made or will make for the security of any of
354	its obligations.
355	(e) The local agency or its publicly owned utility shall
356	act as a servicing agent for collecting the utility project
357	charge throughout the duration of the servicing agreement
358	required by the financing resolution. The local agency or its
359	publicly owned utility shall hold the money collected in trust
360	for the exclusive benefit of the persons entitled to have the
361	financing costs paid from the utility project charge, and the
362	money does not lose its designation as revenues of the authority
363	by virtue of possession by the local agency or its publicly
364	owned utility.
365	(f) The customer must make timely and complete payment of
366	all utility project charges as a condition of receiving water,
367	wastewater, or stormwater service from the publicly owned
368	utility. The local agency or its publicly owned utility may use
369	its established collection policies and remedies provided under
370	law to enforce collection of the utility project charge. A
371	customer liable for a utility project charge may not withhold
372	payment, in whole or in part, thereof.
373	(g) The pledge of a utility project charge to secure
374	payment of utility cost containment bonds is irrevocable, and
375	the state, or any other entity, may not reduce, impair, or
376	otherwise adjust the utility project charge, except that the
377	authority shall implement the periodic adjustments to the

Page 13 of 20

	17-00585A-15 20151102
378	utility project charge as provided under this subsection.
379	(6) UTILITY PROJECT PROPERTY
380	(a) A utility project charge constitutes utility project
381	property on the effective date of the financing resolution
382	authorizing such utility project charge. Utility project
383	property constitutes property, including for contracts securing
384	utility cost containment bonds, regardless of whether the
385	revenues and proceeds arising with respect to the utility
386	project property have accrued. Utility project property shall
387	continuously exist as property for all purposes with all of the
388	rights and privileges of this section through the end of the
389	period provided in the financing resolution or until all
390	financing costs with respect to the related utility cost
391	containment bonds are paid in full, whichever occurs first.
392	(b) Upon the effective date of the financing resolution,
393	the utility project property is subject to a first-priority
394	statutory lien to secure the payment of the utility cost
395	containment bonds.
396	1. The lien secures the payment of all financing costs then
397	existing or subsequently arising to the holders of the utility
398	cost containment bonds, the trustees or representatives of the
399	holders of the utility cost containment bonds, and any other
400	entity specified in the financing resolution or the documents
401	relating to the utility cost containment bonds.
402	2. The lien attaches to the utility project property
403	regardless of the current ownership of the utility project
404	property, including any local agency or its publicly owned
405	utility, the authority, or any other person.
406	3. Upon the effective date of the financing resolution, the

Page 14 of 20

1	17-00585A-15 20151102
407	lien is valid and enforceable against the owner of the utility
408	project property and all third parties, and additional public
409	notice is not required.
410	4. The lien is a continuously perfected lien on all
411	revenues and proceeds generated from the utility project
412	property regardless of whether the revenues or proceeds have
413	accrued.
414	(c) All revenues with respect to utility project property
415	related to utility cost containment bonds, including payments of
416	the utility project charge, shall be applied first to the
417	payment of the financing costs of the utility cost containment
418	bonds then due, including the funding of reserves for the
419	utility cost containment bonds. Any excess revenues shall be
420	applied as determined by the authority for the benefit of the
421	utility for which the utility cost containment bonds were
422	issued.
423	(7) UTILITY COST CONTAINMENT BONDS
424	(a) Utility cost containment bonds shall be issued within
425	the parameters of the financing provided by the authority
426	pursuant to this section. The proceeds of the utility cost
427	containment bonds made available to the local agency or its
428	publicly owned utility shall be used for the utility project
429	identified in the application for financing of the utility
430	project or used to refinance indebtedness of the local agency
431	which financed or refinanced utility projects.
432	(b) Utility cost containment bonds shall be issued as set
433	forth in this section and s. 163.01(7)(g)8., Florida Statutes,
434	and may be validated pursuant to s. 163.01(7)(g)9., Florida
435	Statutes.

Page 15 of 20

	17-00585A-15 20151102_
436	(c) The authority shall pledge the utility project property
437	as security for the payment of the utility cost containment
438	bonds. All rights of an authority with respect to utility
439	project property pledged as security for the payment of utility
440	cost containment bonds shall be for the benefit of, and
441	enforceable by, the beneficiaries of the pledge to the extent
442	provided in the financing documents relating to the utility cost
443	containment bonds.
444	1. If utility project property is pledged as security for
445	the payment of utility cost containment bonds, the local agency
446	or its publicly owned utility shall enter into a contract with
447	the authority which requires, at a minimum, that the publicly
448	owned utility:
449	a. Continue to operate its publicly owned utility,
450	including the utility project that is being financed or
451	refinanced;
452	b. Collect the utility project charge from customers for
453	the benefit and account of the authority and the beneficiaries
454	of the pledge of the utility project charge; and
455	c. Separately account for and remit revenue from the
456	utility project charge to, or for the account of, the authority.
457	2. The pledge of a utility project charge to secure payment
458	of utility cost containment bonds is irrevocable, and the state
459	or any other entity may not reduce, impair, or otherwise adjust
460	the utility project charge, except that the authority shall
461	implement periodic adjustments to the utility project charge as
462	provided under subsection (5).
463	(d) Utility cost containment bonds shall be nonrecourse to
464	the credit or any assets of the local agency or the publicly

Page 16 of 20

	17-00585A-15 20151102
465	
466	of the utility project property relating to the utility cost
467	containment bonds and any additional security or credit
468	enhancement specified in the documents relating to the utility
469	cost containment bonds. If, pursuant to subsection (4), the
470	authority is financing the project through a single-purpose
471	limited liability company, the utility cost containment bonds
472	shall be payable from, and secured by, a pledge of amounts paid
473	by the company to the authority from the applicable utility
474	project property. This paragraph shall be the exclusive method
475	of perfecting a pledge of utility project property by the
476	company securing the payment of financing costs under any
477	agreement of the company in connection with the issuance of
478	utility cost containment bonds.
479	(e) The issuance of utility cost containment bonds does not
480	obligate the state or any political subdivision thereof to levy
481	or to pledge any form of taxation to pay the utility cost
482	containment bonds or to make any appropriation for their
483	payment. Each utility cost containment bond must contain on its
484	face a statement in substantially the following form:
485	
486	"Neither the full faith and credit nor the taxing power of the
487	State of Florida or any political subdivision thereof is pledged
488	to the payment of the principal of, or interest on, this bond."
489	
490	(f) Notwithstanding any other law or this section, a
491	financing resolution or other resolution of the authority, or
492	documents relating to utility cost containment bonds, the
493	authority may not rescind, alter, or amend any resolution or

Page 17 of 20

17-00585A-15 20151102 document that pledges utility cost charges for payment of 494 495 utility cost containment bonds. 496 (g) Subject to the terms of any pledge document created 497 under this section, the validity and relative priority of a 498 pledge is not defeated or adversely affected by the commingling 499 of revenues generated by the utility project property with other 500 funds of the local agency or the publicly owned utility 501 collecting a utility project charge on behalf of an authority. 502 (h) Financing costs in connection with utility cost 503 containment bonds are a special obligation of the authority and 504 do not constitute a liability of the state or any political 505 subdivision thereof. Financing costs are not a pledge of the 506 full faith and credit of the state or any political subdivision 507 thereof, including the authority, but are payable solely from 508 the funds identified in the documents relating to the utility 509 cost containment bonds. This paragraph does not preclude 510 guarantees or credit enhancements in connection with utility 511 cost containment bonds. 512 (i) Except as otherwise provided in this section with 513 respect to adjustments to a utility project charge, the recovery 514 of the financing costs for the utility cost containment bonds 515 from the utility project charge shall be irrevocable, and the authority does not have the power, by rescinding, altering, or 516 517 amending the applicable financing resolution, to revalue or 518 revise for ratemaking purposes the financing costs of utility 519 cost containment bonds; to determine that the financing costs for the related utility cost containment bonds or the utility 520 521 project charge is unjust or unreasonable; or to in any way 522 reduce or impair the value of utility project property that

Page 18 of 20

	17-00585A-15 20151102
523	includes the utility project charge, either directly or
524	indirectly. The amount of revenues arising with respect to the
525	financing costs for the related utility cost containment bonds
526	or the utility project charge are not subject to reduction,
527	impairment, postponement, or termination for any reason until
528	all financing costs to be paid from the utility project charge
529	are fully met and discharged.
530	(j) Except as provided in subsection (5) with respect to
531	adjustments to a utility project charge, the state pledges and
532	agrees with the owners of utility cost containment bonds that
533	the state may not limit or alter the financing costs or the
534	utility project property, including the utility project charge,
535	relating to the utility cost containment bonds, or any rights
536	related to the utility project property, until all financing
537	costs with respect to the utility cost containment bonds are
538	fully met and discharged. This paragraph does not preclude
539	limitation or alteration if adequate provision is made by law to
540	protect the owners. The authority may include the state's pledge
541	in the governing documents for utility cost containment bonds.
542	(8) LIMITATION ON DEBT RELIEFNotwithstanding any other
543	law, an authority that issued utility cost containment bonds may
544	not, and a governmental officer or organization may not
545	authorize the authority to, become a debtor under the United
546	States Bankruptcy Code or become the subject of any similar case
547	or proceeding under any other state or federal law if any
548	payment obligation from utility project property remains with
549	respect to the utility cost containment bonds.
550	(9) CONSTRUCTIONThis section and all grants of power and
551	authority in this section shall be liberally construed to

Page 19 of 20

17-00585A-15

552	effectuate their purposes. All incidental powers necessary to
553	carry this section into effect are expressly granted to, and
554	conferred upon, public entities.
555	Section 2. This act shall take effect July 1, 2015.

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