By the Committee on Banking and Insurance and Senator Diaz-Balart

311-1950-98

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1 A bill to be entitled 2 An act relating to property insurance; amending 3 ss. 627.7013, 627.7014, F.S.; providing 4 findings relating to the moratorium on 5 hurricane-related cancellations and nonrenewals 6 of personal lines residential policies and 7 condominium association policies, respectively; deleting provisions relating to accelerated 8 9 exposure reduction plans; providing circumstances under which the sections are 10 inoperative; delaying the future repeal date of 11 12 the sections; providing an effective date. 13 Be It Enacted by the Legislature of the State of Florida: 14 15 Section 1. Subsection 627.7013, Florida Statutes, is 16 17 amended to read: 627.7013 Orderly markets for personal lines 18 19 residential property insurance. --20 (1) FINDINGS AND PURPOSE. --The Legislature finds that personal lines 21 22 residential property insurers, as a condition of doing business in this state, have a responsibility to contribute to 23 an orderly market for personal lines residential property 24 25 insurance and that there is a compelling state interest in maintaining an orderly market for personal lines residential 26 27 property insurance. The Legislature further finds that Hurricane Andrew, which caused over \$15 billion of insured 28 losses in South Florida, has reinforced the need of consumers 29

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to have reliable homeowner's insurance coverage; however, the

CODING: Words stricken are deletions; words underlined are additions.

enormous monetary impact to insurers of Hurricane Andrew

claims has prompted insurers to propose substantial 2 cancellation or nonrenewal of their homeowner's insurance 3 policyholders. The Legislature further finds that the massive 4 cancellations and nonrenewals announced, proposed, or 5 contemplated by certain insurers constitute a significant 6 danger to the public health, safety, and welfare, and 7 destabilize the insurance market. In furtherance of the 8 overwhelming public necessity for an orderly market for 9 property insurance, the Legislature, in chapter 93-401, Laws 10 of Florida, imposed, for a limited time, a moratorium on 11 cancellation or nonrenewal of personal lines residential property insurance policies. The Legislature further finds 12 that upon expiration of the moratorium, additional actions are 13 required to maintain an orderly market for personal lines 14 residential property insurance in this state. The purposes of 15 this section are to provide for a phaseout of the moratorium 16 17 and to require advance planning and approval for programs of exposure reduction. 18

- (b) The Legislature finds, as of the beginning of the 1996 Regular Session of the Legislature, that:
- 1. The conditions described in paragraph (a) remain applicable to the property insurance market in this state in 1996 and are likely to remain applicable for several years thereafter.
- 2. The Residential Property and Casualty Joint Underwriting Association, a residual market mechanism created to alleviate temporary unavailability of property insurance coverage, remains the primary or exclusive source of new property insurance coverage in significant portions of the state.

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- 3. Recent enactments intended to restore a competitive, private sector property insurance market, including creation and enhancement of the Florida Hurricane Catastrophe Fund, incentives for depopulation of the Residential Property and Casualty Joint Underwriting Association, incentives for hurricane loss mitigation and prevention, creation of the Florida Commission on Hurricane Loss Projection Methodology, and revisions of laws relating to rates and coverages, are beginning to have their intended effects; however, the market instability that persists could frustrate these efforts to restore the market.
- 4. The moratorium completion provided in this section is the least intrusive method for maintaining an orderly market, insofar as it applies only to hurricane-related cancellations and nonrenewals of personal lines residential policies that were in force on the effective date, and insofar as it allows an insurer annually to nonrenew up to 5 percent of the total number of such policies as of the effective date.
  - (c) The Legislature finds, as of March 1, 1998, that:
- 1. The conditions described in paragraphs (a) and (b) remain applicable to the property insurance market in this state in 1998 and are likely to remain applicable for several years thereafter.
- 2. The general instability of the market is reflected by the following facts:
- a. In spite of depopulation efforts under which approximately 600,000 policies have been transferred from the Residential Property and Casualty Joint Underwriting Association to the voluntary market, the Joint Underwriting Association, with approximately 370,000 policies in force,

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remains the primary or exclusive source of new property insurance coverage in significant portions of the state.

- b. The Florida Windstorm Underwriting Association is growing rapidly, with more than 430,000 policies in force, approximately half of which were initially issued after January 1, 1997.
- 3. A further extension of the operation of this section until June 1, 2001, will provide an opportunity for the market to stabilize and for continuation of residual market depopulation efforts.
  - (2) MORATORIUM COMPLETION. --
- (a) As used in this subsection, the term "total number of policies" means the number of an insurer's policies of a specified type that were in force on June 1, 1996, or the date on which this section became law, whichever was later.
- (b) The following restrictions apply only to cancellation or nonrenewal of personal lines residential property insurance policies that were in force on June 1, 1996, or the date on which this section became law, whichever was later.
- 1. In any 12-month period, an insurer may not cancel or nonrenew more than 5 percent of such insurer's total number of homeowner's policies, 5 percent of such insurer's total number of mobile home owner's policies, or 5 percent of such insurer's total number of personal lines residential policies of all types and classes in the state for the purpose of reducing the insurer's exposure to hurricane claims and may not, with respect to any county, cancel or nonrenew more than 10 percent of its total number of homeowner's policies, 10 percent of its total number of mobile home owner's policies, 31 or 10 percent of its total number of personal lines

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30 31 residential policies of all types and classes in the county for the purpose of reducing the insurer's exposure to hurricane claims. This subparagraph does not prohibit any cancellations or nonrenewals of such policies for any other lawful reason unrelated to the risk of loss from hurricane exposure.

If, for any 12-month period, an insurer proposes 2.a. to cancel or nonrenew personal lines residential policies to an extent not authorized by subparagraph 1. for the purpose of reducing exposure to hurricane claims, the insurer must file a phaseout plan with the department at least 90 days prior to the effective date of the plan. In the plan, the insurer must demonstrate to the department that the insurer is protecting market stability and the interests of its policyholders. The plan may not be implemented unless it is approved by the department. In developing the plan, the insurer must consider policyholder longevity, the use of voluntary incentives to accomplish the reduction, and geographic distribution. The insurer must demonstrate that under the plan the insurer will not cancel or nonrenew more policies in the 12-month period than the largest number of similar policies the insurer canceled or nonrenewed for any reason in any 12-month period between August 24, 1989, and August 24, 1992.

b. If the insurer considers the number of cancellations and nonrenewals under sub-subparagraph a. to be insufficient, the insurer may apply for approval of additional cancellations or nonrenewals on the basis of an unreasonable risk of insolvency. In evaluating a request under this sub-subparagraph, the department shall consider and shall require the insurer to provide information relevant to: the insurer's size, market concentration, and general financial

condition; the portion of the insurer's business in this state represented by personal lines residential property insurance; the reasonableness of assumptions with respect to size, frequency, severity, and path of hurricanes; the reinsurance available to the insurer and potential recoveries from the Florida Hurricane Catastrophe Fund; and the extent to which the insurer's assets have been voluntarily transferred by dividend or otherwise from the insurer to its stockholders, parent companies, or affiliated companies since June 1, 1996, or the date on which this section became law, whichever was later. In the implementation of exposure reductions under this sub-subparagraph, the department and the insurer shall consider such factors as policyholder longevity, the use of voluntary incentives to accomplish the exposure reduction, and geographic distribution.

- c. A policy shall not be counted as having been canceled or nonrenewed for purposes of this subsection if any of the following apply:
- (I) The policy was canceled or nonrenewed for an underwriting reason unrelated to the risk of loss from hurricane exposure, nonpayment of premium, or any other lawful reason that is unrelated to the risk of loss from hurricane exposure. The department shall consider the reason specified in the notice of cancellation or nonrenewal to be the reason for the cancellation or nonrenewal unless the department finds by a preponderance of the evidence that the stated reason was not the insurer's actual reason for the cancellation or nonrenewal.
- (II) The cancellation or nonrenewal was initiated by the insured.

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- (III) The insurer has offered the policyholder replacement or alternative coverage at approved rates, which coverage meets the requirements of the secondary mortgage market.
- In addition to any other cancellations or nonrenewals subject to the limitations in this subsection, a policy shall be considered as having been canceled or nonrenewed for purposes of this subsection if:
- (I) The insurer implements a rate increase under the use-and-file provisions of s. 627.062(2)(a)2., which rate increase exceeds 150 percent of the increase ultimately approved by the department, and, while the rate filing was pending, the policyholder voluntarily canceled or nonrenewed the policy and obtained replacement coverage from another insurer, including the Residential Property and Casualty Joint Underwriting Association; or
- (II) The insurer reduces the commission to an agent by more than 25 percent and the agent thereafter places the risk with another insurer, including the Residential Property and Casualty Joint Underwriting Association, the Florida Windstorm Underwriting Association, or the Coastal Zone Insurance Plan.
- The department must approve or disapprove an application for a waiver within 90 days after the department receives the application for waiver.
- 3. In addition to the cancellations or nonrenewals authorized under this section, an insurer may cancel or nonrenew policies to the extent authorized by an exemption from or waiver of either the moratorium created by chapter 93-401, Laws of Florida, or the moratorium phaseout under former s. 627.7013(2).

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- 4. Notwithstanding any provisions of this section to the contrary, this section does not apply to any insurer that, prior to August 24, 1992, filed notice of such insurer's intent to discontinue writing insurance in this state under s. 624.430, and for which a finding has been made by the department, the Division of Administrative Hearings of the Department of Management Services, or a court that such notice satisfied all requirements of s. 624.430. Nothing in this section shall be construed to authorize an insurer to withdraw from any line of property insurance business for the purpose of reducing exposure to risk of hurricane loss if such withdrawal commenced at any time that the moratorium under chapter 93-401, Laws of Florida, or the moratorium phaseout under this section is in effect.
- The following actions by an insurer do not constitute cancellations or nonrenewals for purposes of this subsection:
- The transfer of a risk from one admitted insurer to a. another admitted insurer, unless the terms of the new or replacement policy place the policyholder in default of a mortgage obligation.
- An increase in the hurricane deductible applicable to the policy, unless the new deductible places the policyholder in default of a mortgage obligation or the deductible exceeds the limits specified in s. 627.701.
- Any other lawful change in coverage that does not place the policyholder in default of a mortgage obligation.
- A cancellation or nonrenewal that is part of the same action as the removal of a policy including windstorm or hurricane coverage from the Residential Property and Casualty 31 Joint Underwriting Association.

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6. In order to assure fair and effective enforcement of this subsection, each insurer shall, no later than October 1, 1996, report to the department the policy number of each policy subject to this subsection, arranged by county. The report shall include the policy number for each personal lines residential policy that was in force on June 1, 1996, or the date this section became law, whichever was later. Beginning October 1, 1996, each insurer shall also report, on a monthly basis, all cancellations and nonrenewals of policies included in such policy list and the reasons for the cancellations and nonrenewals.

7. An insurer that has an overconcentration of wind risk in areas eligible for coverage under the Florida
Windstorm Underwriting Association may submit to the department for approval an accelerated exposure reduction plan. The plan, if approved, shall allow the insurer to nonrenew additional policies for reasons of reducing hurricane loss, beyond the amounts authorized elsewhere in this paragraph, subject to the following conditions:

a. All additional nonrenewals under this subparagraph shall consist of nonrenewals of only the windstorm portion of a policy, and shall be allowed only if the Florida Windstorm Underwriting Association provides windstorm coverage to replace the nonrenewed windstorm coverage.

b. At the conclusion of the accelerated exposure reduction plan, which shall be no later than 12 months after the date of the first nonrenewal under such plan, the insurer is prohibited from any further nonrenewals for purposes of reducing hurricane loss until the expiration of this subsection.

1	c. The total number of nonrenewals statewide for
2	purposes of reduction of hurricane loss, under this
3	subparagraph taken together with the other provisions of this
4	paragraph, shall not exceed the total number of nonrenewals
5	that would have been allowed statewide under subparagraph 1.
6	between June 1, 1996, and the expiration of this subsection.
7	d. Notwithstanding the provisions of s. 627.4133, the
8	insurer must give the policyholder 45 days' advance notice of
9	the nonrenewal of windstorm coverage under this subparagraph
10	and the availability of such coverage through the Florida
11	Windstorm Underwriting Association.
12	e. The first nonrenewal under an accelerated exposure
13	reduction program under this subparagraph may not take effect
14	<del>earlier than February 1, 1997.</del>
15	f. In reviewing the proposed accelerated exposure
16	reduction plan, the department shall consider:
17	(I) The degree to which the exposure reduction plan is
18	necessary to address the insurer's overconcentration.
19	(II) Prior levels of participation in writing
20	voluntary wind coverage in areas eligible for coverage through
21	the Florida Windstorm Underwriting Association.
22	(III) The availability of wind coverage in the
23	voluntary market for the subject risks.
24	(IV) The capacity of the Florida Windstorm
25	Underwriting Association to absorb the risks proposed to be
26	covered by the association.
27	(c) The department may adopt rules to implement this
28	subsection.
29	(d) This section shall cease to operate when the
30	department determines that the insured value of all

31 residential properties insured by the Florida Windstorm

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Underwriting Association and all properties insured by the Residential Property and Casualty Joint Underwriting Association under policies providing wind coverage, combined, has remained below \$25 billion for 3 consecutive months, based on exposure data reported to the department by the associations.

(e) (d) This subsection is repealed on June 1, 2001 <del>1999</del>.

Section 2. Section 627.7014, Florida Statutes, is amended to read:

627.7014 Orderly markets for condominium association residential property insurance. --

- (1) FINDINGS AND PURPOSE. --
- (a) The Legislature finds:
- 1. That residential property insurers providing condominium association coverage, as a condition of doing business in this state, have a responsibility to contribute to an orderly market for condominium association residential property insurance and that there is a compelling state interest in maintaining an orderly market for condominium association residential property insurance.
- That Hurricane Andrew, which caused over \$15 billion of insured losses in South Florida, has reinforced the need of consumers to have reliable condominium association insurance coverage; however, even more than 3 years after Hurricane Andrew, the hurricane's enormous monetary impact is causing insurers to propose substantial cancellation or nonrenewal of their condominium association insurance policyholders.
- 3. That the massive cancellations and nonrenewals 31 announced, proposed, or contemplated by certain insurers

constitute a significant danger to the public health, safety, and welfare and destabilize the insurance market.

- 4. That the Residential Property and Casualty Joint Underwriting Association, a residual market mechanism created to alleviate temporary unavailability of property insurance coverage, remains the primary or exclusive source of new property insurance in significant portions of the state.
- 5. That recent enactments intended to restore a competitive, private sector property insurance market, including creation and enhancement of the Florida Hurricane Catastrophe Fund, incentives for depopulation of the Residential Property and Casualty Joint Underwriting Association, incentives for hurricane loss mitigation and prevention, creation of the Florida Commission on Hurricane Loss Projection Methodology, and revisions of laws relating to rates and coverages, are beginning to have their intended effects; however, the market remains unstable.
- 6. That the moratorium created by this section is the least intrusive method for maintaining an orderly market for condominium association insurance, insofar as it applies only to hurricane-related cancellations and nonrenewals of personal lines residential policies that were in force on the effective date of this section, and insofar as it allows an insurer annually to nonrenew up to 5 percent of the total number of such policies as of the effective date of this section.
  - (b) The Legislature finds, as of March 1, 1998, that:
- 1. The conditions described in paragraph (a) remain applicable to the commercial residential property insurance market in this state in 1998 and are likely to remain applicable for several years thereafter.

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- 2. The general instability of the market is reflected by the recent rapid growth of the Florida Windstorm Underwriting Association, which had more than 9,700 commercial residential policies in force as of December 31, 1997, representing a 58 percent increase over the number of commercial residential policies in force on December 31, 1996.
- 3. An extension of the operation of this section until June 1, 2001, will provide an opportunity for the market to stabilize and for continuation of residual market depopulation efforts.
- (c) (b) The purposes of this section are to provide for a temporary moratorium on hurricane-related cancellations and nonrenewals of condominium association coverage and to require advance planning and approval for programs of condominium association exposure reduction.
  - (2) MORATORIUM. --
- (a) As used in this subsection, the term "total number of policies" means the number of an insurer's condominium association policies providing windstorm or hurricane coverage that were in force on the effective date of this section. The following restrictions apply to the cancellation or nonrenewal of condominium association residential property insurance policies that were in force on the effective date of this section:
- In any 12-month period, an insurer may not cancel 1. or nonrenew more than 5 percent of its total number of condominium association policies in the state for the purpose of reducing the insurer's exposure to hurricane claims and may not, with respect to any county, cancel or nonrenew more than 10 percent of its total number of condominium association 31 policies in the county for the purpose of reducing the

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insurer's exposure to hurricane claims. This subparagraph does not prohibit any cancellations or nonrenewals of such policies for any other lawful reason unrelated to the risk of loss from hurricane exposure.

- 2.a. If, for any 12-month period, an insurer proposes to cancel or nonrenew condominium association policies to an extent not authorized by subparagraph 1. for the purpose of reducing exposure to hurricane claims, the insurer must file a phaseout plan with the department at least 90 days prior to the effective date of the plan. In the plan, the insurer must demonstrate to the department that the insurer is protecting market stability and the interests of its policyholders. The plan may not be implemented unless it is approved by the department. In developing the plan, the insurer must consider policyholder longevity, the use of voluntary incentives to accomplish the reduction, and geographic distribution. The insurer must demonstrate that under the plan the insurer will not cancel or nonrenew more policies in the 12-month period than the largest number of similar policies the insurer canceled or nonrenewed for any reason in any 12-month period between August 24, 1989, and August 24, 1992.
- If the insurer considers the number of cancellations and nonrenewals under sub-subparagraph a. to be insufficient, the insurer may apply for approval of additional cancellations or nonrenewals on the basis of an unreasonable risk of insolvency. In evaluating a request under this sub-subparagraph, the department shall consider, and shall require the insurer to provide information relevant to: the insurer's size, market concentration, and general financial condition; the portion of the insurer's business in this state 31 represented by condominium association residential property

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 insurance; the reasonableness of assumptions with respect to size, frequency, severity, and path of hurricanes; and the reinsurance available to the insurer and potential recoveries from the Florida Hurricane Catastrophe Fund. In the implementation of exposure reductions under this sub-subparagraph, the department and the insurer shall consider such factors as policyholder longevity, the use of voluntary incentives to accomplish the exposure reduction, and geographic distribution.

- c. A policy shall not be counted as having been canceled or nonrenewed for purposes of this subsection if any of the following apply:
- (I) The policy was canceled or nonrenewed for an underwriting reason unrelated to the risk of loss from hurricane exposure, nonpayment of premium, or any other lawful reason that is unrelated to the risk of loss from hurricane exposure. The department shall consider the reason specified in the notice of cancellation or nonrenewal to be the reason for the cancellation or nonrenewal unless the department finds by a preponderance of the evidence that the stated reason was not the insurer's actual reason for the cancellation or nonrenewal.
- (II) The cancellation or nonrenewal was initiated by the insured.
- (III) The insurer has offered the policyholder replacement or alternative coverage at approved rates.
- (IV) The risk is transferred from one admitted insurer to another admitted insurer, unless the terms of the new or replacement policy place the policyholder in default of a mortgage obligation.

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- (V) The hurricane deductible applicable to the policy is increased unless the new deductible exceeds statutory limits or places the policyholder in default of a mortgage obligation.
- (VI) Any other lawful change in coverage that does not place the policyholder in default of a mortgage obligation is made.
- In addition to any other cancellations or nonrenewals subject to the limitations in this subsection, a policy shall be considered as having been canceled or nonrenewed for purposes of this subsection if:
- (I) The insurer implements a rate increase under the use-and-file provisions of s. 627.062(2)(a)2., which rate increase exceeds 150 percent of the increase ultimately approved by the department, and, while the rate filing was pending, the policyholder voluntarily canceled or nonrenewed the policy and obtained replacement coverage from another insurer, including the Residential Property and Casualty Joint Underwriting Association; or
- (II) The insurer reduces the commission to an agent by more than 25 percent and the agent thereafter places the risk with another insurer, including the Residential Property and Casualty Joint Underwriting Association.
- The department must approve or disapprove an application for a waiver within 90 days after the department receives the application for waiver.
- 3. Notwithstanding any provisions of this section to the contrary, this section does not apply to any insurer that, prior to August 24, 1992, filed notice of such insurer's intent to discontinue writing insurance in this state under s. 31 624.430, and for which a finding has been made by the

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department, the Division of Administrative Hearings of the Department of Management Services, or a court that such notice satisfied all requirements of s. 624.430. This section also does not apply to any insurer that:

- a. Collects at least 75 percent of its Florida premiums from policies that include hurricane coverage provided to condominium associations in coastal counties.
- b. Collects at least 80 percent of its Florida premiums from policies that include hurricane coverage provided to condominium associations in Broward, Dade, and Palm Beach Counties.
  - c. Has, annually since 1992:
- (I) Increased its aggregate Florida premium volume from policies that include hurricane coverage provided to condominium associations in coastal counties.
- (II) Increased its aggregate Florida premium volume from policies that include hurricane coverage provided to condominium associations in Broward, Dade, and Palm Beach Counties.
- Increased its aggregate Florida exposure from (III) policies that include hurricane coverage provided to condominium associations in coastal counties.
- (IV) Increased its aggregate Florida exposure from policies that include hurricane coverage provided to condominium associations in Broward, Dade, and Palm Beach Counties.
- Has surplus as to policyholders of no more than \$200 million as reflected in its annual statement for 1995.
- In order to assure fair and effective enforcement of this subsection, each insurer shall, no later than October 31 | 1, 1996, report to the department the policy number of each

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policy subject to this subsection, arranged by county. The report shall include the policy number for each condominium association policy that was in force on the effective date of this section. Beginning October 1, 1996, each insurer shall also report, on a monthly basis, all cancellations and nonrenewals of policies included in such policy list and the reasons for the cancellations and nonrenewals.

- 5. An insurer that has an overconcentration of wind risk in areas eligible for coverage under the Florida Windstorm Underwriting Association may submit to the department for approval an accelerated exposure reduction plan. The plan, if approved, shall allow the insurer to nonrenew additional policies for reasons of reducing hurricane loss, beyond the amounts authorized elsewhere in this paragraph, subject to the following conditions:
- a. All additional nonrenewals under this subparagraph shall consist of nonrenewals of only the windstorm portion of a policy, and shall be allowed only if the Florida Windstorm Underwriting Association provides windstorm coverage to replace the nonrenewed windstorm coverage.
- b. At the conclusion of the accelerated exposure reduction plan, which shall be no later than 12 months after the date of the first nonrenewal under such plan, the insurer is prohibited from any further nonrenewals for purposes of reducing hurricane loss until the expiration of this subsection.
- c. The total number of nonrenewals statewide for purposes of reduction of hurricane loss, under this subparagraph taken together with the other provisions of this paragraph, shall not exceed the total number of nonrenewals

that would have been allowed statewide under subparagraph 1. between June 1, 1996, and the expiration of this subsection. 2 3 d. Notwithstanding the provisions of s. 627.4133, the insurer must give the policyholder 45 days' advance notice of 4 5 the nonrenewal of windstorm coverage under this subparagraph 6 and the availability of such coverage through the Florida 7 Windstorm Underwriting Association. 8 e. The first nonrenewal under an accelerated exposure 9 reduction program under this subparagraph may not take effect earlier than February 1, 1997. 10 11 In reviewing the proposed accelerated exposure reduction plan, the department shall consider: 12 (I) The degree to which the exposure reduction plan is 13 14 necessary to address the insurer's overconcentration. (II) Prior levels of participation in writing 15 voluntary wind coverage in areas eligible for coverage through 16 17 the Florida Windstorm Underwriting Association. 18 (III) The availability of wind coverage in the 19 voluntary market for the subject risks. 20 (IV) The capacity of the Florida Windstorm 21 Underwriting Association to absorb the risks proposed to be 22 covered by the association. 23 (b) The department may adopt rules to implement this 24 subsection. 25 This section shall cease to operate when the (C) 26 department determines that the insured value of all 27 residential properties insured by the Florida Windstorm Underwriting Association and all properties insured by the 28 29 Residential Property and Casualty Joint Underwriting 30 Association under policies providing wind coverage, combined,

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      on exposure data reported to the department by the
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      associations.
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               (d) (d) (c) This subsection is repealed on June 1, 2001
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                Section 3. This act shall take effect upon becoming a
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                  STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN COMMITTEE SUBSTITUTE FOR Senate Bill 2054
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     Updates legislative findings as to the number of policies issued by the Florida Windstorm Underwriting Association and Residential Property and Casualty Joint Underwriting
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CODING: Words stricken are deletions; words underlined are additions.