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A bill to be entitled An act relating to property insurance; amending s. 166.111, F.S.; eliminating authority of certain municipalities to issue bonds to assist the Florida Insurance Guaranty Association in paying claims related to Hurricane Andrew; creating s. 626.8741, F.S.; limiting fees that may be charged by public adjusters for claims arising from a hurricane or catastrophe; amending s. 627.7013, F.S.; extending the operation of the law limiting the number of personal lines residential policies that may be terminated by an insurer for the purpose of reducing the insurer's exposure to hurricane claims; making legislative findings; amending s. 627.7014, F.S.; extending the operation of the law limiting the number of condominium association property insurance policies that may be terminated by an insurer for the purpose of reducing the insurer's exposure to hurricane claims; making legislative findings; creating s. 627.7018, F.S.; authorizing the Department of Insurance to adopt rules after a hurricane or other catastrophe; requiring insurers to adjust personal lines insurance hurricane claims within specified time periods and to advance funds for additional living expenses; authorizing rules providing for the department to examine insurers and to adjust claims under certain circumstances; authorizing the department, by rule, to extend time limits upon

1 an insured to perform any act or transmit 2 information or funds with respect to his or her 3 insurance coverage; amending s. 631.54, F.S.; redefining the terms "covered claim" and 4 5 "member insurer" used in the laws relating to 6 the Florida Insurance Guaranty Association; 7 amending s. 631.57, F.S., relating to the powers and duties of the association; 8 9 authorizing the Department of Insurance to 10 impose an additional assessment on member 11 insurers to pay for claims against insurers rendered insolvent by a hurricane; authorizing 12 13 units of local government to issue bonds in conjunction with the association; authorizing 14 15 the association to form an entity to issue bonds and incur other indebtedness; providing 16 17 legislative intent that no action be taken to impair any bond indenture or financing 18 19 agreement; providing that the security interest 20 in any financing documents to secure bonds or other indebtedness of the association remains 21 valid notwithstanding any bankruptcy or similar 22 proceeding against the association; providing 23 24 for the priority of the security interest in 25 such bonds or indebtedness; exempting the Florida Residential Property and Casualty Joint 26 27 Underwriting Association and the Florida 28 Windstorm Underwriting Association from 29 assessments made by the Florida Insurance 30 Guaranty Association, except for assessments

1 related to a hurricane; providing an effective 2 date. 3 4 Be It Enacted by the Legislature of the State of Florida: 5 6 Section 1. Section 166.111, Florida Statutes, is 7 amended to read: 8 166.111 Authority to borrow.--9 (1) The governing body of every municipality may 10 borrow money, contract loans, and issue bonds as defined in s. 11 166.101 from time to time to finance the undertaking of any capital or other project for the purposes permitted by the 12 State Constitution and may pledge the funds, credit, property, 13 and taxing power of the municipality for the payment of such 14 debts and bonds. 15 16 (2)(a) The Legislature finds: 1. The widespread and massive damage to persons and 17 property caused by the August 24, 1992, storm known as 18 19 Hurricane Andrew has generated insurance claims of such a 20 nature as to render numerous insurers operating within this state insolvent, and therefore unable to satisfy covered 21 22 claims. 2. The inability of insureds within this state to 23 24 receive payment of covered claims or to receive such payment 25 on a timely basis creates financial and other hardships for such insureds and places undue burdens on the state, the 26 27 affected units of local government, and the community at large. 28 29 3. In addition, the failure of insurers to pay covered

claims or to pay such claims on a timely basis due to the

insolvency of such insurers can undermine the public's

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confidence in insurers operating within this state, thereby adversely affecting the stability of the insurance industry in this state.

- 4. The state has previously taken action to address these problems by adopting the Florida Insurance Guaranty Association Act, which, among other things, provides a mechanism for the payment of covered claims under certain insurance policies to avoid excessive delay in payment and to avoid financial loss to claimants or policyholders because of the insolvency of an insurer.
- 5. In the wake of the unprecedented destruction caused by Hurricane Andrew, the resultant covered claims, and the number of insurers rendered insolvent thereby, it is evident that alternative programs must be developed to allow the Florida Insurance Guaranty Association to more expeditiously and effectively provide for the payment of covered claims.
- 6. It is therefore determined to be in the best interests of, and necessary for, the protection of the public health, safety, and general welfare of the residents of this state, and for the protection and preservation of the economic stability of insurers operating in this state, and it is hereby declared to be an essential public purpose, to permit certain municipalities to take such actions as will provide relief to claimants and policyholders having covered claims against insolvent insurers operating in this state, by expediting the handling and payment of covered claims.
- 7. To achieve the foregoing purposes, it is proper to authorize municipalities of this state substantially affected by Hurricane Andrew to issue bonds to assist the Florida Insurance Guaranty Association in expediting the handling and

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payment of covered claims against insolvent insurers operating in this state.

- 8. In order to avoid the needless and indiscriminate proliferation, duplication, and fragmentation of such assistance programs, it is proper to authorize a municipality severely affected by Hurricane Andrew to provide for the payment of covered claims beyond its territorial limits in the implementation of such programs.
- (b) The governing body of any municipality the residents of which have been substantially affected by the August 24, 1992, storm known as Hurricane Andrew, or any county as defined in s. 125.011(1), may issue no more than \$500 million, in aggregate principal amount, of bonds as defined in s. 166.101 from time to time to fund an assistance program, in conjunction with the Florida Insurance Guaranty Association, for the purpose of paying to claimants or policyholders covered claims, as such term is defined in s. 631.54(3), arising through the insolvency of an insurer occurring on or before March 31, 1993, which insolvency is determined by the Florida Insurance Guaranty Association to have been a result of Hurricane Andrew, regardless of whether such claimants or policyholders are residents of such municipality or the property to which such claim relates is located within or outside of the territorial jurisdiction of such municipality. A municipality issuing bonds for this purpose shall enter into such contracts with the Florida Insurance Guaranty Association or any entity acting on behalf of the Florida Insurance Guaranty Association as are necessary to implement the assistance program. Any bonds issued by a municipality under this subsection shall be payable from and 31 secured by moneys received by or on behalf of the municipality

from assessments levied under s. 631.57(3)(e), and assigned
and pledged under s. 631.57(3)(e) to or on behalf of the
municipality for the benefit of the holders of such bonds in
connection with such assistance program. The funds, credit,
property, and taxing power of the municipality shall not be
pledged for the payment of such bonds.

bonds authorized by paragraph (b) shall require all firms, including, but not limited to, the financial advisers, legal counsel, and underwriters, providing professional services in the issuance of such bonds to include minority firms in the provision of such services. To meet such participation requirement, the minority firm must have full-time employees located in this state and a permanent place of business located in this state, and must be a firm which is at least 51 percent owned by minority persons as defined by s. 288.703(3), or any combination thereof, and whose management and daily operations are controlled by such persons. Minority firms must be offered participation in not less than 20 percent of the respective contracts for professional services.

Section 2. Section 626.8741, Florida Statutes, is created to read:

626.8741 Limitations on fees for public adjusters following a catastrophe.--

- (1) This section applies if a state of emergency is declared by executive order or proclamation of the Governor pursuant to s. 252.36 due to the occurrence of a hurricane or other catastrophe.
- (2) As to any one insured or claimant, a public adjuster may not charge, agree to, or accept as compensation or reimbursement any payment, commission, or fee equal to more

than 10 percent of any insurance settlement or proceeds for a claim arising from a hurricane or catastrophe. All 2 3 compensation for service and reimbursement of costs regarding 4 any one claimant or insured is to be aggregated for purposes 5 of this limit. 6 Section 3. Paragraph (c) is added to subsection (1) of 7 section 627.7013, Florida Statutes, and paragraph (e) of 8 subsection (2) of that section is amended to read: 9 627.7013 Orderly markets for personal lines 10 residential property insurance. --11 (1) FINDINGS AND PURPOSE. --12 (c) The Legislature finds, as of January 1, 2001, 13 that: 14 The conditions described in paragraphs (a) and (b) 15 remain applicable to the property insurance market in this state in 2001 and are likely to remain applicable for several 16 17 years thereafter. The general instability of the market is reflected 18 19 by the following facts: The Florida Windstorm Underwriting Association has 20 more than 400,000 policies in force and the Florida 21 Residential Property and Casualty Joint Underwriting 22 Association has more than 60,000 policies in force. 23 24 b. A further extension of the operation of this 25 section until June 1, 2004, will provide an opportunity for the market to stabilize and for continuation of residual 26 27 market depopulation efforts. 28 (2) MORATORIUM COMPLETION. --29 (e) This subsection is repealed on June 1, 2004 2001. Section 4. Present paragraph (c) of subsection (1) of 30

31 section 627.7014, Florida Statutes, is redesignated as

paragraph (d), a new paragraph (c) is added to that subsection, and paragraph (d) of subsection (2) of that 3 section is amended to read: 627.7014 Orderly markets for condominium association 4 5 residential property insurance. --6 (1) FINDINGS AND PURPOSE. --7 (c) The Legislature finds, as of January 1, 2001, 8 that: 9 1. The conditions described in paragraph (a) remain 10 applicable to the commercial residential property insurance 11 market in this state in 2001 and are likely to remain applicable for several years thereafter. 12 The general instability of the market is reflected 13 by the fact that the Florida Windstorm Underwriting 14 Association has approximately 9,000 commercial residential 15 policies in force as of December 31, 2000. 16 3. An extension of the operation of this section until 17 18 June 1, 2004, will provide an opportunity for the market to 19 stabilize and for continuation of residual market depopulation 20 efforts. 21 (2) MORATORIUM. --(d) This subsection is repealed on June 1, 2004 2001. 22 Section 5. Section 627.7018, Florida Statutes, is 23 24 created to read: 25 627.7018 Timely adjustment of hurricane claims; grace 26 period; department rulemaking authority.--27 (1) This section applies to personal lines insurance 28 claims if a state of emergency is declared by executive order 29 or proclamation of the Governor pursuant to s. 252.36 due to 30 the occurrence of a hurricane or other catastrophe.

The department may adopt rules:

- (a) Requiring insurers to have an insurance adjuster visit all claimants within a specified, reasonable time period.
- (b) Requiring insurers to inspect all damage and make an initial assessment within a specified, reasonable time period and to make a good-faith and reasonable effort to adjust and settle all claims and, when applicable, begin earnest negotiations toward settlement.
- (c) Requiring insurers to advance appropriate funds to all insureds entitled to additional living expenses.
- (d) Providing for the department or its contract examiner to conduct an examination of an insurer after repeated instances of alleged failure to comply with time limits for the adjustment of claims and for the department or its contract examiner to adjust claims that have not been adjusted by the insurer as required or, alternatively, to require the insurer to contract with an independent adjuster acceptable to the department to adjust the claims.
- (e) Extending any time limit upon an insured to perform any act or transmit information or funds with respect to his or her insurance coverage, as is reasonable under the circumstances, if a determination is made that damage from a hurricane or other catastrophe has been so extensive as to impair the ability of insureds to comply with contractual time limits.
- Section 6. Subsections (3) and (7) of section 631.54, Florida Statutes, are amended to read:
 - 631.54 Definitions. -- As used in this part:
- 29 (3) "Covered claim" means an unpaid claim, including 30 one of unearned premiums, which arises out of, and is within 31 the coverage, and not in excess of, the applicable limits of

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an insurance policy to which this part applies, issued by an insurer, if such insurer becomes an insolvent insurer after October 1, 1970, and the claimant or insured is a resident of this state at the time of the insured event or the property from which the claim arises is permanently located in this state. "Covered claim" shall not include any amount due any reinsurer, insurer, insurance pool, the Florida Residential Property and Casualty Joint Underwriting Association, the Florida Windstorm Underwriting Association, or any other underwriting association, as subrogation recoveries or otherwise. Member insurers shall have no right of subrogation against the insured of any insolvent member.

"Member insurer" means any person who writes any kind of insurance to which this part applies under s. 631.52, including the exchange of reciprocal or interinsurance contracts, and is licensed to transact insurance in this state. The term does not include the Florida Residential Property and Casualty Joint Underwriting Association or the Florida Windstorm Underwriting Association formed pursuant to s. 627.351.

Section 7. Subsection (3) of section 631.57, Florida Statutes, is amended and subsection (7) is added to that section to read:

631.57 Powers and duties of the association.--

(3)(a) To the extent necessary to secure the funds for the respective accounts for the payment of covered claims and also to pay the reasonable costs to administer the same, the department, upon certification of the board of directors, shall levy assessments in the proportion that each insurer's net direct written premiums in this state in the classes 31 protected by the account bears to the total of said net direct

 written premiums received in this state by all such insurers for the preceding calendar year for the kinds of insurance included within such account. Assessments shall be remitted to and administered by the board of directors in the manner specified by the approved plan. Each insurer so assessed shall have at least 30 days' written notice as to the date the assessment is due and payable. Every assessment shall be made as a uniform percentage applicable to the net direct written premiums of each insurer in the kinds of insurance included within the account in which the assessment is made. The assessments levied against any insurer shall not exceed in any one year more than 2 percent of that insurer's net direct written premiums in this state for the kinds of insurance included within such account during the calendar year next preceding the date of such assessments.

- (b) If sufficient funds from such assessments, together with funds previously raised, are not available in any one year in the respective account to make all the payments or reimbursements then owing to insurers, the funds available shall be prorated and the unpaid portion shall be paid as soon thereafter as funds become available.
- (c) Assessments shall be included as an appropriate factor in the making of rates.
- $\,$ (d) No state funds of any kind shall be allocated or paid to said association or any of its accounts.

(e)1.

a. In addition to assessments otherwise authorized in paragraph (a), as a temporary measure related to insolvencies caused by one or more hurricanes Hurricane Andrew, and to the extent necessary to secure the funds for the account specified in s. 631.55(2)(c), or to retire indebtedness, including,

 without limitation, the principal, redemption premium, if any, and interest on, and related costs of issuance of, bonds issued under paragraph (f) or paragraph (g)s. 166.111(2), and the funding of any reserves and other payments required under the bond resolution or trust indenture pursuant to which such bonds have been issued, the department, upon certification of the board of directors, shall levy assessments upon insurers holding a certificate of authority as follows:

- (I) Except as provided in sub-sub-subparagraph (II), the assessments payable under this paragraph by any insurer shall not exceed in any 1 year more than 2 percent of that insurer's direct written premiums, net of refunds, in this state during the preceding calendar year for the kinds of insurance within the account specified in s. 631.55(2)(c).
- (II) If the amount levied under sub-sub-subparagraph (I) is less than 2 percent of the insurer's direct written premiums, net of refunds, in this state during the calendar year preceding the year of occurrence of the hurricane causing the need for the assessment under this paragraph 1991 for the kinds of insurance within the account specified in s. 631.55(2)(c), in addition to and separate from such assessment, the assessment shall also include the difference between the amount calculated based on the calendar year preceding the year of occurrence of the hurricane 1991 and the amount determined under sub-subparagraph (I). If this sub-subparagraph is held invalid, the invalidity shall not affect other provisions of this section, and to this end the provisions of this section are declared severable.
- (III) In addition to any other insurers subject to this subparagraph, this subparagraph also applies to any insurer that held a certificate of authority on the date of

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occurrence of the hurricane causing the need for the assessment under this paragraph August 24, 1992. sub-sub-subparagraph is held invalid, the invalidity shall not affect other provisions of this section, and to this end the provisions of this section are declared severable.

- Any assessments authorized under this paragraph shall be levied by the department upon insurers referred to in sub-subparagraph a., upon certification as to the need therefor by the board of directors, in 1992 and in each year that bonds issued under paragraph (f) or paragraph (g)s. 166.111(2) are outstanding, in such amounts up to such 2 percent limit as required in order to provide for the full and timely payment of the principal of, redemption premium, if any, and interest on, and related costs of, issuance of bonds issued under s. 166.111(2). The assessments provided for in this paragraph are hereby assigned and pledged to a municipality issuing bonds under s. 166.111(2)(b), for the benefit of the holders of such bonds, in order to enable such municipality to provide for the payment of the principal of, redemption premium, if any, and interest on such bonds, the cost of issuance of such bonds, and the funding of any reserves and other payments required under the bond resolution or trust indenture pursuant to which such bonds have been issued, without the necessity of any further action by the association, the department, or any other party. extent that bonds are issued under paragraph (f) or paragraph (q)s. 166.111(2), the proceeds of assessments levied under this paragraph shall be remitted directly to and administered by the trustee appointed for such bonds.
- c. Assessments under this paragraph shall be payable 31 in 12 monthly installments with the first installment being

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due and payable at the end of the month after an assessment is levied, and subsequent installments being due not later than the end of each succeeding month.

- d. The association shall issue a monthly report on the status of the use of the bond proceeds as related to insolvencies caused by Hurricane Andrew. The report must contain the number of claims paid and the amount of claims paid. The association shall also include an analysis of the revenue generated from the additional assessment levied under this subsection. The report must be sent to the Legislature and the Insurance Commissioner monthly.
- In order to assure that insurers paying assessments levied under this paragraph continue to charge rates that are neither inadequate nor excessive, Within 90 days after being notified of such assessments, each insurer that is to be assessed pursuant to this paragraph $\underline{\text{may}}$ $\underline{\text{shall}}$ make a rate filing for coverage included within the account specified in s. 631.55(2)(c) and for which rates are required to be filed under s. 627.062. If the filing reflects a rate change that, as a percentage, is equal to the difference between the rate of such assessment and the rate of the previous year's assessment under this paragraph, the filing shall consist of a certification so stating and shall be deemed approved when made, subject to the department's continuing authority to require actuarial justification as to the adequacy of any rate at any time. Any rate change of a different percentage shall be subject to the standards and procedures of s. 627.062.
- (f) The governing body of any unit of local government having any residents that are insured by a member insurer rendered insolvent due to a hurricane, as determined by the board, may issue bonds as defined in s. 125.013 or s. 166.101,

in conjunction with the association, for the purpose of funding the obligations of the association. Revenue bonds may 2 3 not be issued until validated pursuant to chapter 75, unless a state of emergency is declared by executive order or 4 5 proclamation of the Governor pursuant to s. 252.36 which makes 6 such findings as are necessary to determine that it is in the best interests of and necessary for the protection of the 7 8 public health, safety, and welfare of residents of this state 9 and declares it an essential public purpose to permit certain 10 municipalities or counties to issue bonds that will provide 11 relief to claimants and policyholders of member insurers of the association. Any such unit of local government may enter 12 into such contracts with the association and with any other 13 entity created pursuant to this subsection as are necessary to 14 carry out this paragraph. Any bonds issued under this 15 paragraph must be payable from and secured by moneys received 16 17 by the association from assessments under paragraph (e) and assigned and pledged to or on behalf of the unit of local 18 19 government for the benefit of the holders of such bonds. The funds, credit, property, and taxing power of the state or of 20 the unit of local government may not be pledged for the 21 payment of such bonds. The authority granted by this paragraph 22 is in addition to the bonding authority granted by paragraph 23 24 (g). 25 (g)1. The plan of operation may authorize the formation of a private nonprofit corporation, a private 26 27 nonprofit unincorporated association, a partnership, a trust, a limited liability company, or a nonprofit mutual company 28 that may be empowered, among other things, to borrow money by 29 30 issuing bonds or by incurring other indebtedness and to 31 accumulate reserves or funds to be used for the payment of

 claims of member insurers rendered insolvent due to a hurricane, as determined by the board. The plan may authorize all actions necessary to facilitate the issuance of bonds, including the pledging of moneys received by the association from assessments under paragraph (e). Any entity created under this paragraph may sue and be sued; borrow money; issue bonds, notes, or debt instruments; pledge or sell assessments under paragraph (e) as security for such bonds, notes, or debt instruments; enter into any contracts or agreements necessary or proper to accomplish such borrowings; and take other actions necessary to carry out the purposes of this paragraph.

- 2. The association may issue bonds or incur other indebtedness or have bonds issued on its behalf by a unit of local government pursuant to paragraph (f) only if a hurricane occurs that results in the association's being unable to secure sufficient funds for the account specified in s.

 631.55(2)(c) by making assessments as authorized in paragraph (a). Any such entity may accumulate reserves and retain surpluses as of the end of any year to provide for the payment of claims owing by the association during that year or any future year.
- 3. In recognition of s. 10, Art. I of the State
 Constitution, which prohibits the impairment of obligations of
 contracts, it is the intent of the Legislature that no action
 be taken to impair any bond indenture or financing agreement
 or any revenue source committed by contract to such bond or
 other indebtedness issued or incurred by the association or
 any other entity created under this subsection.
 - 4. Notwithstanding any other provision of law:
- a. The pledge or sale of, the lien upon, and the security interest in any rights, revenues, or other assets of

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the association created or purported to be created pursuant to any financing documents to secure any bonds or other 3 indebtedness of the association are valid and enforceable, notwithstanding any rehabilitation, insolvency, liquidation, bankruptcy, receivership, conservatorship, reorganization, or similar proceeding against the association under the laws of this state or any other applicable laws.

- b. Any such proceeding does not relieve the association of its obligation or otherwise affect its ability to perform its obligation to levy or collect assessments, or any other rights, revenues, or assets of the association which are pledged.
- c. Each such pledge or sale of, lien upon, and security interest in, including the priority of such pledge, lien, or security interest, any such assessments, or other rights, revenues, or assets which are levied or collected after the commencement of any such proceeding shall continue unaffected by such proceeding.
- d. As used in this subsection, the term "financing documents" means any agreement, instrument, or other document evidencing any bonds or other indebtedness of the association or pursuant to which any such bonds or other indebtedness have been or may be issued and pursuant to which any rights, revenues, or other assets of the association are pledged or sold to secure the repayment of such bonds or indebtedness, together with the payment of interest on such bonds or such indebtedness, or the payment of any other obligation of the association related to such bonds or indebtedness.
- Any such pledge or sale of assessments, revenues, contract rights, or other rights or assets of the association constitutes a lien and security interest or a sale that is

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immediately effective and attaches to such assessments, revenues, contract, or other rights or assets, whether or not imposed or collected when the pledge or sale is made. Any such pledge or sale is effective, valid, binding, and enforceable against the association or other entity making such pledge or sale and is valid and binding against and superior to any competing claims or obligations owed to any other person or entity, including policyholders in this state, asserting rights in any such assessments, revenues, contract, or other rights or assets to the extent set forth in and in accordance with the terms of the pledge or sale contained in the applicable financing documents, whether or not any such person or entity has notice of such pledge or sale and without the need for any physical delivery, recordation, filing, or other action. The Florida Residential Property and Casualty

Joint Underwriting Association and the Florida Windstorm
Underwriting Association are exempt from all assessments made
by the association, except that the Florida Residential
Property and Casualty Joint Underwriting Association and the
Florida Windstorm Underwriting Association are required to pay
all assessments levied by the association pursuant to
paragraph (3)(e). Any assessment levied under this subsection
must be levied in the proportion that the Florida Residential
Property and Casualty Joint Underwriting Association's or the
Florida Windstorm Underwriting Association's net direct
written premiums in this state in the classes protected by the
account bears to the total of the net direct written premiums
received in this state by all insurers for the preceding year
for all coverages listed under s. 631.55(2)(c).

Section 8. This act shall take effect upon becoming a law. SENATE SUMMARY Eliminates authority of municipalities to issue bonds to assist the Florida Insurance Guaranty Association in paying claims related to Hurricane Andrew. Limits fees of paying claims related to Hurricane Andrew. Limits fees of public adjustors for claims arising from a catastrophe. Extends the operation of property insurance laws limiting the number of policies that may be terminated to reduce an insurer's exposure to hurricane claims. Provides rulemaking authority. Redefines some terms to exclude the Florida Residential Property and Casualty Joint Underwriting Association and the Florida Windstorm Underwriting Association. Authorizes the Department of Insurance to impose an additional assessment to pay claims against insurers rendered insolvent by a hurricane. Authorizes units of local government to issue hurricane. Authorizes units of local government to issue bonds in conjunction with the Florida Insurance Guaranty Association. Exempts the Florida Residental Property and Casualty Joint Underwriting Association and the Florida Windstorm Underwriting Association from assessments of the Florida Insurance Guaranty Association except for assessments related to a hurricane.