A bill to be entitled

An act relating to title insurance; providing legislative intent; amending s. 626.9541, F.S.; clarifying a prohibition against unlawful rebates as an unfair method of competition and an unfair or deceptive act; amending s. 627.7711, F.S.; revising a definition; specifying allowable rebatable portions of premium; amending ss. 627.776 and 627.780, F.S., to conform; creating s. 627.7805, F.S.; providing for rebating portions of certain premiums under certain circumstances; specifying criteria and limitations; reenacting ss. 627.777, 627.7773, 627.7776, 627.778, 627.782, 627.783, 627.7831, 627.784, 627.7841, 627.7842, 627.7843, 627.7845, 627.785, 627.786, 627.7865, 627.791, 627.792, 627.793, 627.796, 627.797, and 627.798, F.S.; providing an effective date.

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WHEREAS, the Legislature finds that regulation of insurance is in the public interest; that it promotes the public health, safety, and welfare by ensuring the solvency and soundness of insurers; that determination of insurability of title to real property prior to insuring such property is essential to the maintenance of the solvency and soundness of title insurers; and that because title agents or title agencies determine insurability on behalf of title insurers, there is a direct relationship between the determination of insurability performed by title agents or title agencies and the public interest, and

WHEREAS, the Florida Supreme Court, based on judicial precedents concerning other types of insurance, determined in the case of Chicago Title Insurance Co. v. Butler, 770 So.2d 1210 (Fla. 2000) that certain title insurance statutes of this state are unconstitutional to the extent that they prohibit the negotiation of rebates of portions of title insurance premiums from title agents and title agencies, and

WHEREAS, the Legislature finds that the regulation of title insurance rebates by title insurers, title agents, and title agencies is nevertheless as essential to the public interest as the regulation of rebates for other types of insurance in order to prevent discriminatory rebating practices and to prevent unregulated rebating from threatening the solvency and soundness of title insurers, title agents, and title agencies, NOW, THEREFORE,

Be It Enacted by the Legislature of the State of Florida:

Section 1. It is the intent of the Legislature that a portion of title insurance premium be rebatable and that the rebating of portions of title insurance premium be regulated as provided in this act.

Section 2. Paragraph (h) of subsection (1) of section 626.9541, Florida Statutes, is amended to read:

626.9541 Unfair methods of competition and unfair or deceptive acts or practices defined.--

 (1) UNFAIR METHODS OF COMPETITION AND UNFAIR OR DECEPTIVE ACTS.--The following are defined as unfair methods of competition and unfair or deceptive acts or practices:

(h) Unlawful rebates.--

- 1. Except as otherwise expressly provided by law, or in an applicable filing with the department, knowingly:
- a. Permitting, or offering to make, or making, any contract or agreement as to such contract other than as plainly expressed in the insurance contract issued thereon;
- b. Paying, allowing, or giving, or offering to pay, allow, or give, directly or indirectly, as inducement to such insurance contract, any unlawful rebate of premiums payable on the contract, any special favor or advantage in the dividends or other benefits thereon, or any valuable consideration or inducement whatever not specified in the contract; or
- c. Giving, selling, or purchasing, or offering to give, sell, or purchase, as inducement to such insurance contract or in connection therewith, any stocks, bonds, or other securities of any insurance company or other corporation, association, or partnership, or any dividends or profits accrued thereon, or anything of value whatsoever not specified in the insurance contract.
- 2. Nothing in paragraph (g) or subparagraph 1. of this paragraph shall be construed as including within the definition of discrimination or unlawful rebates:
- a. In the case of any contract of life insurance or life annuity, paying bonuses to all policyholders or otherwise abating their premiums in whole or in part out of surplus accumulated from nonparticipating insurance; provided that any such bonuses or abatement of premiums is fair and equitable to all policyholders and for the best interests of the company and its policyholders.
- b. In the case of life insurance policies issued on the industrial debit plan, making allowance to policyholders who have continuously for a specified period made premium

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payments directly to an office of the insurer in an amount which fairly represents the saving in collection expenses.

- c. Readjustment of the rate of premium for a group insurance policy based on the loss or expense thereunder, at the end of the first or any subsequent policy year of insurance thereunder, which may be made retroactive only for such policy year.
- Issuance of life insurance policies or annuity contracts at rates less than the usual rates of premiums for such policies or contracts, as group insurance or employee insurance as defined in this code.
- Issuing life or disability insurance policies on a salary savings, bank draft, preauthorized check, payroll deduction, or other similar plan at a reduced rate reasonably related to the savings made by the use of such plan.
- 3.a. No title insurer, or any member, employee, attorney, agent, agency, or solicitor thereof, shall pay, allow, or give, or offer to pay, allow, or give, directly or indirectly, as inducement to title insurance, or after such insurance has been effected, any unlawful rebate or abatement of the agent's, agency's, or title insurer's share of the premium, or any unlawful rebate or abatement of any charge for related title services below the cost for providing such services, or provide any special favor or advantage, or any monetary consideration or inducement whatever. Nothing herein contained shall preclude an abatement in an attorney's fee charged for legal services.
- b. Nothing in this subparagraph shall be construed as prohibiting the payment of fees to attorneys at law duly licensed to practice law in the courts of this state, for 31 professional services, or as prohibiting the payment of earned

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portions of the premium to duly appointed agents or agencies who actually perform services for the title insurer.

c. No insured named in a policy, or any other person directly or indirectly connected with the transaction involving the issuance of such policy, including, but not limited to, any mortgage broker, real estate broker, builder, or attorney, any employee, agent, agency, representative, or solicitor thereof, or any other person whatsoever, shall knowingly receive or accept, directly or indirectly, any unlawful rebate or abatement of said charge, or any monetary consideration or inducement, other than as set forth in sub-subparagraph b.

Section 3. Section 627.7711, Florida Statutes, is amended to read:

627.7711 Definitions.--As used in this part, the term:

- (1)(a) "Related title services" means services performed by a title insurer or title insurance agent or agency, in the agent's or agency's capacity as such, including, but not limited to, preparing or obtaining a title search, examining title, preparing documents necessary to close the transaction, conducting the closing, or handling the disbursing of funds related to the closing in a real estate closing transaction in which a title insurance commitment or policy is to be issued. The premium, together with the charge for related title services, constitutes the regular title insurance premium.
- "Primary title services" means determining insurability in accordance with sound underwriting practices based upon evaluation of a reasonable search and examination of the title, determination and clearance of underwriting 31 objections and requirements to eliminate risk, preparation and

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issuance of a title insurance commitment setting forth the requirements to insure, and preparation and issuance of the policy.

- "Premium" means the charge, as specified by rule of the department, that is made by a title insurer for a title insurance policy, including the charge for performance of primary title services by a title insurer or title insurance agent or agency, and incurring the risks incident to such policy, under the several classifications of title insurance contracts and forms, and upon which charge a premium tax is paid under s. 624.509. For purposes of As used in this part or in any other law, the premium, with respect to title insurance, shall include a separate title insurer portion and a title insurance agency portion, with the title insurer portion being that portion of the total premium required to be retained by the title insurer under s. 627.782 and the title insurance agency portion being that portion of the total premium over and above that amount required to be retained by the title insurer under s. 627.782, whether payable to a title insurer, a title insurance agent, or a title insurance agency. In the interest of promoting the solvency and soundness of title insurers, title insurance agents, and title insurance agencies, no more than 30 percent of the title insurance agency's portion of the title insurance premium relating to the portion of the policy liability in excess of \$1 million shall constitute the rebatable portion of the premium. No other portion of the premium shall be rebatable the word "premium" does not include a commission.
- (3) "Title insurer" means any domestic company organized and authorized to do business under the provisions 31 of chapter 624, for the purpose of issuing title insurance, or

any insurer organized under the laws of another state, the 1 District of Columbia, or a foreign country and holding a 3 certificate of authority to transact business in this state, for the purpose of issuing title insurance. 4 Section 4. Section 627.776, Florida Statutes, is 5 6 amended to read: 7 627.776 Applicability or inapplicability of Florida 8 Insurance Code provisions to title insurers. --9 (1) In addition to any other provisions of law applicable to title insurers, title insurers are subject to 10 11 the following provisions of this code: 12 (a) Section 624.406(3) (title insurer must be a stock 13 insurer). 14 (b) Section 624.407. 15 (c) Section 624.408. (d) Section 624.411. 16 (e) Section 624.608. 17 (f) Section 625.031(4) (nonadmitted assets do not 18 include certain properties of title insurers). 19 20 (g) Section 625.051(5) (title insurers exempt from 21 usual unearned premium reserve). (h) Section 625.111. 22 (i) Section 625.330. 23 24 (j) Section 626.9541(1)(h) (unlawful rebates 25 prohibited; title insurance). 26 (k) Section 627.401(4) (limited applicability of part 27 II of chapter 627 as to title insurance). 28 (1) Section 628.151. 29 (2) The following provisions of this code do not apply to title insurance: 30

1 (a) Part I of chapter 626 (insurance representatives; 2 licensing procedures and general requirements). 3 (b) Part II of chapter 626 (general lines agents and 4 solicitors; qualifications and requirements). 5 (c) Part III of chapter 626 (life insurance agents). 6 (d) Part IV of chapter 626 (health insurance agents). 7 (e) Part VI of chapter 626 (insurance adjusters). 8 (f) Part I of chapter 627 (rates and rating 9 organizations). 10 Part III of chapter 627 (life insurance policies (q) 11 and annuity contracts). 12 Part IV of chapter 627 (industrial life insurance (h) 13 policies). 14 (i) Part V of chapter 627 (group life insurance). 15 (j) Part VI of chapter 627 (health insurance 16 policies). 17 (k) Part VII of chapter 627 (group, blanket, and franchise health insurance). 18 19 (1) Part IX of chapter 627 (credit life and disability 20 insurances). 21 (m) Part X of chapter 627 (property insurance 22 contracts). 23 (n) Part XI of chapter 627 (casualty insurance 24 contracts). 25 (o) Part XII of chapter 627 (surety insurance 26 contracts). 27 (p) Chapter 629. 28 (q) Chapter 632. (r) Section 624.4095. 29 30 Section 5. Section 627.780, Florida Statutes, is

31 | amended to read:

627.780 Illegal dealings in risk premium.--

(1) A person may not knowingly quote, charge, accept, collect, or receive a premium for title insurance other than the premium adopted by the department; however, the rebatable portion of the title insurance premium, as defined in s. 627.7711, may be rebated in accordance with s. 627.7805.

(2) A title insurer may not knowingly accept, collect, or receive any sum as premium for title insurance, if the title insurance is not then provided or is not to be provided, subject to acceptance of the risk, in due course, unless the title insurer promptly enters the sum on its books of account as premium collected in advance.

Section 6. Section 627.7805, Florida Statutes, is created to read:

## 627.7805 Rebating; when allowed.--

- (1) No title insurer, title insurance agency, or title insurance agent shall rebate the title insurer portion of the premium required to be retained by the title insurer pursuant to s. 627.782 or regulations adopted by the department under such section. With respect to the agency portion of the premium, only the rebatable portion of the premium, as defined in s. 627.7711, may be rebated, and no title insurer, title insurance agency, or title insurance agent shall rebate any portion of his or her rebatable portion of the premium, as defined in s. 627.7711, except as follows:
- (a) The age, sex, race, nationality, ethnic origin,
  marital status, or occupation of the insured or other person
  paying for the policy shall not be considered in determining
  the percentage of the rebate or whether a rebate is available.
- (b) No rebate shall be withheld or limited in amount based on factors that are unfairly discriminatory.

Section 7. Sections 627.777, 627.7773, 627.7776, 627.778, 627.782, 627.783, 627.7831, 627.784, 627.7841, 627.7842, 627.7843, 627.7845, 627.785, 627.786, 627.7865, 627.791, 627.792, 627.793, 627.796, 627.797, and 627.798, Florida Statutes, are reenacted to read:

627.777 Approval of forms.--A title insurer may not issue or agree to issue any form of title insurance commitment, title insurance policy, other contract of title insurance, or related form until it is filed with and approved by the department. The department may not disapprove a title guarantee or policy form on the ground that it has on it a blank form for an attorney's opinion on the title.

627.7773 Accounting and auditing of forms by title insurers.--

- (1) Each title insurer authorized to do business in this state shall, at least once during each calendar year, require of each of its title insurance agents or agencies accountings of all outstanding forms in the agent's or agency's possession of the types that are specified in s. 627.777.
- (2) If the department has reason to believe that an audit of outstanding forms should be required of any title insurer as to a title insurance agent or agency, the department may require the title insurer to make a special audit of the forms. The title insurer shall complete the audit not later than 60 days after the request is received from the department, and shall report the results of the special audit to the department no later than 90 days after the request is received.

627.7776 Furnishing of supplies; civil liability.--

- (1) A title insurer may not furnish to any person any blank forms, applications, stationery, or other supplies to be used in soliciting, negotiating, or effecting contracts of title insurance on its behalf until that person has received from the insurer a contract to act as a title insurance agent or agency and has been licensed by the department, if required by s. 626.8417.
- (2) A title insurer or title insurance agent or agency that furnishes any supplies to a person not authorized by the title insurer as provided in subsection (1) is subject to civil liability to any insured of the title insurer to the same extent and in the same manner as if the person had been appointed or authorized by the title insurer to act in its behalf.

627.778 Limit of risk.--

- (1)(a) A title insurer may not issue any contract of title insurance, either as a primary insurer or as a coinsurer or reinsurer, upon an estate, lien, or interest in property located in this state unless:
- 1. The contract shows on its face the dollar amount of the risk assumed; and
- 2. The dollar amount of the risk assumed does not exceed one-half of its surplus as to policyholders, unless the excess is simultaneously reinsured in one or more approved insurers.
- (b) A title insurer may not circumvent the limitations of paragraph (a) by issuing two or more policies upon the same estate, lien, or interest.
  - (c) This subsection does not prohibit:
- 1. The simultaneous issuance of policies insuring
  different estates, liens, or interests in the same property,

if each of the simultaneous policies excepts the paramount estates, liens, or interests to which the insured estate, lien, or interest is subject and if each of the simultaneous policies conforms to this subsection.

- 2. Ceding portions of the total risk to authorized insurers. Insurance ceded, including coinsurance effected, is a retention of risk by the insurer assuming the ceded risk, and not by the insurer ceding the risk.
- (2) Surplus as to policyholders shall be determined from the last annual statement of the insurer filed under s. 624.424.

627.782 Adoption of rates.--

- (1) Subject to the rating provisions of this code, the department must adopt a rule specifying the premium to be charged in this state by title insurers for the respective types of title insurance contracts and, for policies issued through agents or agencies, the percentage of such premium required to be retained by the title insurer which shall not be less than 30 percent. However, in a transaction subject to the Real Estate Settlement Procedures Act of 1974, 12 U.S.C. ss. 2601 et seq., as amended, no portion of the premium attributable to providing a primary title service shall be paid to or retained by any person who does not actually perform or is not liable for the performance of such service. The department may, by rule, establish limitations on related title services charges made in addition to the premium based upon the expenses associated with the services rendered and other relevant factors.
- (2) In adopting premium rates, the department must give due consideration to the following:

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- The title insurers' loss experience and prospective loss experience under closing protection letters and policy liabilities.
- (b) A reasonable margin for underwriting profit and contingencies, including contingent liability under s. 627.7865, sufficient to allow title insurers, agents, and agencies to earn a rate of return on their capital that will attract and retain adequate capital investment in the title insurance business and maintain an efficient title insurance delivery system.
- (c) Past expenses and prospective expenses for administration and handling of risks.
  - (d) Liability for defalcation.
  - (e) Other relevant factors.
- (3) Rates may be grouped by classification or schedule and may differ as to class of risk assumed.
- (4) Rates may not be excessive, inadequate, or unfairly discriminatory.
- (5) The premium applies to each \$100 of insurance issued to an insured.
  - (6) The premium rates apply throughout this state.
- The department shall, in accordance with the standards provided in subsection (2), review the premium as needed, but not less frequently than once every 3 years, and shall, based upon the review required by this subsection, revise the premium if the results of the review so warrant.
- (8) The department may, by rule, require licensees under this part to annually submit statistical information, including loss and expense data, as the department determines to be necessary to analyze premium rates, retention rates, and 31 the condition of the title insurance industry.

627.783 Rate deviation.--

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- (1) A title insurer may petition the department for an order authorizing a specific deviation from the adopted premium, and a title insurer or title insurance agent may petition the department for an order authorizing and permitting a specific deviation above the reasonable charge for related title services rendered specified in s. 627.782(1). The petition shall be in writing and sworn to and shall set forth allegations of fact upon which the petitioner will rely, including the petitioner's reasons for requesting the deviation. Any authorized title insurer, agent, or agency may join in the petition for like authority to deviate or may file a separate petition praying for like authority or opposing the deviation. The department shall rule on all such petitions simultaneously.
- (2) If, in the judgment of the department, the requested deviation is not justified, the department may enter an order denying the petition. An order granting a petition constitutes an amendment to the adopted premium as to the petitioners named in the order, and is subject to s. 627.782.

627.7831 Commitments; charges; collection.--

- (1) When a title insurance commitment to insure a title or risk is issued at the request of the insured or the insured's representative, agent, or agency, a portion of the premium must be charged for the commitment when issued. The portion of the premium charged for the commitment must be credited to the premium due upon issuance of the title insurance policy.
- (2) The amount charged under subsection (1) must be collected no later than the date of the closing or 12 months 31 after the date of the commitment, whichever occurs earlier, or

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another date agreed to in writing at the time of issuance of the commitment.

- (3) This section does not apply to a transaction involving a residential property.
- 627.784 Casualty title insurance prohibited. -- A title insurance policy or guarantee of title may not be issued without regard to the possible existence of adverse matters or defects of title.
- 627.7841 Insurance against adverse matters or defects in the title.--If a title insurer issuing a commitment or policy of title insurance upon an estate, lien, or interest in property located in this state through its officers, employees, agents, or agencies disburses settlement or closing funds, the title insurer shall insure against the possible existence of adverse matters or defects in the title which are recorded during the period of time between the effective date of the commitment and the date of recording of the document creating the estate or interest to be insured, except as to matters of which the insured has knowledge.

627.7842 Policy exceptions.--

- (1)(a) If a survey meeting the minimum technical standards for surveying required by the Department of Business and Professional Regulation and certified to the title insurer by a registered Florida surveyor has been completed on the property within 90 days before the date of closing, the title policy may only except from coverage the encroachments, overlays, boundary line disputes, and other matters which are actually shown on the survey.
- (b) If at closing the seller signs an affidavit swearing that there is no person in possession of the property 31 or with a claim of possession to the property except the

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seller, the title policy may not exclude from coverage rights or claims of parties in possession not shown by the public records.

- (c) If at closing the seller signs an affidavit swearing that no improvements have been made to the property within the past 90 days for which payment has not been made in full, the title policy may not except from coverage any lien or right to a lien for services, labor, or material furnished which is imposed by law and not shown by the public record.
- (2) The title insurer, agent, or agency issuing the title policy may except from coverage the items specified in subsection (1) if the title insurer, agent, or agency has knowledge of facts requiring the exceptions, notwithstanding the survey or affidavits, if the insurer, agent, or agency discloses such facts to the proposed insured.

627.7843 Ownership and encumbrance reports.--

- (1) As used in this section, the term "ownership and encumbrance report" means a report that discloses certain defined documents imparting constructive notice and appearing in the official records relating to specified real property.
- (2) An ownership and encumbrance report may not directly or indirectly set forth or imply any opinion, warranty, guarantee, insurance, or other similar assurance as to the status of title to real property.
- (3) Any ownership and encumbrance report or similar report that is relied on or intended to be relied on by a consumer must be on forms approved by the department, and must provide for a maximum liability for incorrect information of not more than \$1,000.
- 627.7845 Determination of insurability required; 31 preservation of evidence of title search and examination.--

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- (1) A title insurer may not issue a title insurance commitment, endorsement, or title insurance policy until the title insurer has caused to be conducted a reasonable search and examination of the title and of such other information as may be necessary, and has caused to be made a determination of insurability of title, including endorsement coverages, in accordance with sound underwriting practices.
- (2) The title insurer shall cause the evidence of the reasonable search and examination of the title to be preserved and retained in its files or in the files of its title insurance agent or agency for a period of not less than 7 years after the title insurance commitment, title insurance policy, or guarantee of title was issued. The title insurer or agent or agency must produce the evidence required to be maintained by this subsection at its offices upon the demand of the department. Instead of retaining the original evidence, the title insurer or the title insurance agent or agency may, in the regular course of business, establish a system under which all or part of the evidence is recorded, copied, or reproduced by any photographic, photostatic, microfilm, microcard, miniature photographic, or other process which accurately reproduces or forms a durable medium for reproducing the original.
- (3) The title insurer or its agent or agency must maintain a record of the actual risk premium and related title service charges made for issuance of the policy and any endorsements in its files for a period of not less than 7 years. The title insurer, agent, or agency must produce the record at its office upon demand of the department.
- (4) This section does not apply to an insurer assuming 31 no primary liability in a contract of reinsurance or to an

insurer acting as a coinsurer if any other coinsuring insurer has complied with this section.

627.785 Preemption by state. -- The regulation of title insurers and title insurance is preempted to the state.

627.786 Transaction of title insurance and any other kind of insurance prohibited.--

- (1) An insurer may not transact title insurance and any other kind of insurance in this state.
- (2) Subsection (1) does not apply to any insurer actively transacting title insurance and any other kind of insurance in this state on January 1, 1965.
- (3) Subsection (1) does not preclude a title insurer from providing instruments to any prospective insured, in the form and content approved by the department, under which the title insurer assumes liability for loss due to the fraud of, dishonesty of, misappropriation of funds by, or failure to comply with written closing instructions by, its contract agents, agencies, or approved attorneys in connection with a real property transaction for which the title insurer is to issue a title insurance policy.

627.7865 Title insurer assessments.—As a condition of doing business in this state, each title insurer shall be liable for an assessment to pay all unpaid title insurance claims on real property in this state for any title insurer which is liquidated with unpaid outstanding claims. The department shall assess all title insurers on a pro rata basis determined by their writings in this state for amounts necessary to pay the claims. A title insurer is not required to pay an amount in excess of one-tenth of its surplus as to policyholders.

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- 627.791 Penalties against title insurers for violations by persons or entities not licensed. -- A title insurer is subject to the penalties in ss. 624.418(2) and 624.4211 for any violation of a lawful order or rule of the department, or for any violation of this code, committed by:
- (1) A person, firm, association, corporation, cooperative, joint-stock company, or other legal entity not licensed under this part when issuing and countersigning commitments or policies of title insurance on behalf of the title insurer.
- (2) An attorney when issuing and countersigning commitments or policies of title insurance on behalf of the title insurer.

627.792 Liability of title insurers for defalcation by title insurance agents or agencies. -- A title insurer is liable for the defalcation, conversion, or misappropriation by a licensed title insurance agent or agency of funds held in trust by the agent or agency pursuant to s. 626.8473. agent or agency is an agent or agency for two or more title insurers, any liability shall be borne by the title insurer upon which a title insurance commitment or policy was issued prior to the illegal act. If no commitment or policy was issued, each title insurer represented by the agent or agency at the time of the illegal act shares in the liability in the same proportion that the premium remitted to it by the agent or agency during the 1-year period before the illegal act bears to the total premium remitted to all title insurers by the agent or agency during the same time period.

627.793 Rulemaking authority. -- The department is authorized to adopt rules implementing the provisions of this 31 part.

627.796 Errors and omissions policy requirements.--A title insurance policy may not be issued from a search performed by any person other than a title insurance agent, or an employee of a title insurer or title insurance agency, unless that person has in effect an errors and omissions policy that has minimum coverage limits of \$250,000 and a deductible that does not exceed \$10,000.

627.797 Exempt agent list.--

- (1) Every insurer shall file with the department a list containing the name and address of each appointed agent who is exempt from licensure under s. 626.8417(4) and who issues or countersigns binders, commitments, title insurance policies, or guarantees of title.
- (2) Each month thereafter, the insurer shall report to the department the name and address of any nonlicensed agent whose appointment is granted or terminated.
- 627.798 Rulemaking authority.--The department shall by rule adopt a form to be used to provide notice to a purchaser-mortgagor that the purchaser-mortgagor is not protected by the title policy of the mortgagee.

Section 8. This act shall take effect July 1, 2002.

## \*\*\*\*\*\*\*\*\*\*\*

## HOUSE SUMMARY

Clarifies a prohibition against unlawful rebates as an unfair method of competition and an unfair or deceptive act, revises the definition of premium to identify applicable portions of title insurance premium and to specify the allowable rebatable portions of the premium, and specifies the allowable rebatable portions of title insurance premiums. Reenacts various title insurance provisions. See bill for details.