### 107TH CONGRESS 1ST SESSION H.R. 3210

## **AN ACT**

To ensure the continued financial capacity of insurers to provide coverage for risks from terrorism.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,

### 1 SECTION 1. SHORT TITLE AND TABLE OF CONTENTS.

- 2 (a) SHORT TITLE.—This Act may be cited as the
- 3 "Terrorism Risk Protection Act".
- 4 (b) TABLE OF CONTENTS.—The table of contents for

#### 5 this Act is as follows:

- Sec. 1. Short title and table of contents.
- Sec. 2. Congressional findings.
- Sec. 3. Authority of Secretary of the Treasury.
- Sec. 4. Submission of premium information to Secretary.
- Sec. 5. Initial and subsequent triggering determinations.
- Sec. 6. Federal cost-sharing for commercial insurers.
- Sec. 7. Assessments.
- Sec. 8. Terrorism loss repayment surcharge.
- Sec. 9. Administration of assessments and surcharges.
- Sec. 10. Application to self-insurance arrangements and offshore insurers and reinsurers.
- Sec. 11. Study of reserves for property and casualty insurance for terrorist or other catastrophic events.
- Sec. 12. State preemption.
- Sec. 13. Consistent State guidelines for coverage for acts of terrorism.
- Sec. 14. Consultation with State insurance regulators and NAIC.
- Sec. 15. Litigation management.
- Sec. 16. Study of potential effects of terrorism on life insurance industry.
- Sec. 17. Railroad and trucking insurance study.
- Sec. 18. Study of reinsurance pool system for future acts of terrorism.
- Sec. 19. Definitions.
- Sec. 20. Covered period and extension of program.
- Sec. 21. Regulations.

### 6 SEC. 2. CONGRESSIONAL FINDINGS.

- 7 The Congress finds that—
- 8 (1) the terrorist attacks on the World Trade
  9 Center and the Pentagon of September 11, 2001, re10 sulted in a large number of deaths and injuries, the
- 11 destruction and damage to buildings, and interrup-
- 12 tion of business operations;
- 13 (2) the attacks have inflicted possibly the larg-
- 14 est losses ever incurred by insurers and reinsurers in
- 15 a single day;

1 (3) while the insurance and reinsurance indus-2 tries have committed to pay the losses arising from 3 the September 11 attacks, the resulting disruption 4 has created widespread market uncertainties with regard to the risk of losses arising from possible fu-5 6 ture terrorist attacks; 7 (4) such uncertainty threatens the continued 8 availability of United States commercial property 9 and casualty insurance for terrorism risk at mean-10 ingful coverage levels; 11 (5) the unavailability of affordable commercial 12 property and casualty insurance for terrorist acts 13 threatens the growth and stability of the United 14 States economy, including impeding the ability of fi-15 nancial services providers to finance commercial 16 property acquisitions and new construction; 17 (6) in the past, the private insurance and rein-18 surance markets have shown a remarkable resiliency 19 in adapting to changed circumstances; 20 (7) given time, the private markets will diver-21 sify and develop risk spreading mechanisms to in-22 crease capacity and guard against possible future 23 losses incurred by terrorist attacks; 24 (8) it is necessary to create a temporary indus-25 try risk sharing program to ensure the continued

1	availability of commercial property and casualty in-
2	surance and reinsurance for terrorism-related risks;
3	(9) such action is necessary to limit immediate
4	market disruptions, encourage economic stabiliza-
5	tion, and facilitate a transition to a viable market
6	for private terrorism risk insurance;
7	(10) in addition, it is necessary promptly to
8	conduct a study of whether there is a need for re-
9	serves for property and casualty insurance for ter-
10	rorist or other catastrophic events; and
11	(11) terrorism insurance plays an important
12	role in the efficient functioning of the economy and
13	the financing of commercial property acquisitions
14	and new construction and, therefore, the Congress
15	intends to continue to monitor, review, and evaluate
16	the private terrorism insurance and reinsurance
17	marketplace to determine whether additional action
18	is necessary to maintain the long-term stability of
19	the real estate and capital markets.
20	SEC. 3. AUTHORITY OF SECRETARY OF THE TREASURY.
21	The Secretary of the Treasury shall be responsible

The Secretary of the Treasury shall be responsible
for carrying out a program for financial assistance for
commercial property and casualty insurers, as provided in
this Act.

# 1SEC. 4. SUBMISSION OF PREMIUM INFORMATION TO SEC-2RETARY.

To the extent such information is not otherwise available to the Secretary, the Secretary may require each insurer to submit, to the Secretary or to the NAIC, a statement specifying the net premium amount of coverage written by such insurer under each line of commercial property and casualty insurance sold by such insurer during such periods as the Secretary may provide.

## 10sec. 5. INITIAL AND SUBSEQUENT TRIGGERING DETER-11MINATIONS.

12 (a) IN GENERAL.—For purposes of this Act, a "triggering determination" is a determination by the Secretary 13 14 that an act of terrorism has occurred during the covered period and that the aggregate insured losses resulting 15 16 from such occurrence or from multiple occurrences of acts 17 of terrorism all occurring during the covered period, meet the requirements under either of the following paragraphs: 18 19 (1) INDUSTRY-WIDE TRIGGER.—Such industry-20 wide losses exceed \$1,000,000,000.

(2) INDIVIDUAL INSURER TRIGGER.—Such industry-wide losses exceed \$100,000,000 and some
portion of such losses for any single commercial insurer exceed—

1	(A) 10 percent of the capital surplus of
2	such commercial insurer (as such term is de-
3	fined by the Secretary); and
4	(B) 10 percent of the net premium written
5	by such commercial insurer that is in force at
6	the time the insured losses occurred;
7	except that this paragraph shall not apply to any
8	commercial insurer that was not providing commer-
9	cial property and casualty insurance coverage prior
10	to September 11, 2001, unless such insurer incurs
11	such losses under commercial property and casualty
12	insurance providing coverage for acts of terrorism
13	through a pool of reserves for terrorism risks that
14	is not under the control of any commercial insurer.
15	(b) Determinations Regarding Occurrences.—
16	The Secretary, after consultation with the Attorney Gen-
17	eral of the United States and the Secretary of State, shall
18	have the sole authority which may not be delegated or des-
19	ignated to any other officer, employee, or position, for de-
20	termining whether—
21	(1) an occurrence was caused by an act of ter-

- 22 rorism; and
- 23 (2) an act of terrorism occurred during the cov-24 ered period.

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3 (a) IN GENERAL.—Pursuant to a triggering deter4 mination, the Secretary shall provide financial assistance
5 to commercial insurers in accordance with this section to
6 cover insured losses resulting from acts of terrorism,
7 which shall be repaid in accordance with subsection (e).
8 (b) AMOUNT.—

9 (1) INDUSTRY-WIDE TRIGGER.—Subject to sub-10 sections (c) and (d), with respect to a triggering de-11 termination under section 5(a)(1), financial assist-12 ance shall be made available under this section to 13 each commercial insurer in an amount equal to the 14 difference between—

15 (A) 90 percent of the amount of the in16 sured losses of the insurer as a result of the
17 triggering event involved; and

18 (B) \$5,000,000.

(2) INDIVIDUAL INSURER TRIGGER.—Subject to
subsections (c) and (d), with respect to a triggering
determination under section 5(a)(2), financial assistance shall be made available under this section, to
each commercial insurer incurring insured losses as
a result of the triggering event involved that exceed
the amounts under subparagraphs (A) and (B) of

such section, in an amount equal to the difference

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2 between-(A) 90 percent of the amount of the in-3 4 sured losses of the insurer as a result of such 5 triggering event; and 6 (B) the amount under subparagraph (B) of 7 section 5(a)(2). 8 (3) ADDITIONAL AMOUNTS.—Subject to sub-9 section (c), if the Secretary has provided financial 10 assistance to a commercial insurer pursuant to para-11 graph (2) of this subsection and subsequently makes 12 a triggering determination pursuant to section 13 5(a)(1), the Secretary shall provide financial assist-14 ance to such insurer in connection with such subse-15 quent triggering determination (in addition to the 16 amount of financial assistance provided to such in-17 surer pursuant to paragraph (1) of this subsection) 18 in the amount under section 5(a)(2)(B). 19 (c) Aggregate Limitation.— 20 (1) IN GENERAL.—The aggregate amount of fi-21 nancial assistance provided pursuant to this section 22 may not exceed \$100,000,000,000. 23 (2) Sense of congress regarding severe 24 LOSSES.—It is the sense of the Congress that acts 25 of terrorism resulting in insured losses greater than

\$100,000,000 would necessitate further action
 by the Congress to address such additional losses.

3 (d) LIMITATIONS.—The Secretary may establish such 4 limitations as may be necessary to ensure that payments 5 under this section in connection with a triggering deter-6 mination are made only to commercial insurers that are 7 not in default of any obligation under section 7 to pay 8 assessments or under section 8 to collect surcharges.

9 (e) REPAYMENT.—Financial assistance made avail-10 able under this section shall be repaid through assess-11 ments under section 7 collected by the Secretary and sur-12 charges remitted to the Secretary under section 8. Any 13 such amounts collected or remitted shall be deposited into 14 the general fund of the Treasury.

15 (f)EMERGENCY DESIGNATION.—Congress designates the amount of new budget authority and outlays 16 in all fiscal years resulting from this section as an emer-17 gency requirement pursuant to section 252(e) of the Bal-18 19 anced Budget and Emergency Deficit Control Act of 1985 20 (2 U.S.C. 901(e)). Such amount shall be available only 21 to the extent that a request, that includes designation of 22 such amount as an emergency requirement as defined in 23 such Act, is transmitted by the President to Congress.

### 1 SEC. 7. ASSESSMENTS.

2 (a) IN GENERAL.—In the case of a triggering deter3 mination, each commercial insurer shall be subject to as4 sessments under this section for the purpose of repaying
5 a portion of the financial assistance made available under
6 section 6 in connection with such determination.

7 (b) AGGREGATE ASSESSMENT.—Pursuant to a trig-8 gering determination, the Secretary shall determine the 9 aggregate amount to be assessed under this section among 10 all commercial insurers, which shall be equal to the lesser 11 of—

12 (1) \$20,000,000,000; and

(2) the amount of financial assistance paid
under section 6 in connection with the triggering determination.

16 The aggregate assessment amount under this subsection
17 shall be assessed to commercial insurers through an indus18 try obligation assessment under subsection (c) and, if nec19 essary, the remainder shall be assessed through one or
20 more financing assessments under subsection (d).

21 (c) INDUSTRY OBLIGATION ASSESSMENTS.—

(1) IN GENERAL.—Immediately upon the occurrence of a triggering determination, the Secretary
shall impose an industry obligation assessment
under this subsection on all commercial insurers,
subject to paragraph (3).

1	(2) Amount.—The aggregate amount of an in-
2	dustry obligation assessment in connection with a
3	triggering determination shall be equal to—
4	(A) in the case of a triggering determina-
5	tion occurring during the covered period speci-
6	fied in section 20(a), the lesser of—
7	(i) the difference between (I)
8	\$5,000,000,000, and (II) the aggregate
9	amount of any assessments made by the
10	Secretary pursuant to this section during
11	the portion of such covered period pre-
12	ceding the triggering determination; and
13	(ii) the amount of financial assistance
14	made available under section 6 in connec-
15	tion with the triggering determination; or
16	(B) such other aggregate industry obliga-
17	tion amount as may apply pursuant to sub-
18	section (g).
19	(3) TIMING OF MULTIPLE ASSESSMENTS.—
20	(A) DELAYED IMPOSITION AND AGGREGA-
21	TION OF ASSESSMENTS.—In the case of any
22	triggering determination occurring within $12$
23	months of the occurrence of a previous trig-
24	gering determination, any industry obligation
25	assessments under this subsection resulting

1	from such subsequent determination shall be
	from such subsequent determination shall be
2	imposed upon the conclusion of the quarterly
3	assessment period under subparagraph (B) dur-
4	ing which such determination occurs.
5	(B) QUARTERLY ASSESSMENT PERIOD.—
6	With respect to a subsequent triggering deter-
7	mination referred to in subparagraph (A), the
8	quarterly assessment periods under this sub-
9	paragraph are—
10	(i) the 3-month period that begins
11	upon the imposition of the industry obliga-
12	tion assessment resulting from the trig-
13	gering determination that—
14	(I) occurred most recently before
15	such subsequent triggering determina-
16	tion; and
17	(II) did not occur within 12
18	months of the occurrence of any pre-
19	vious triggering determination; and
20	(ii) each successive 3-month period
21	thereafter that begins during the covered
22	period.
23	(d) FINANCING ASSESSMENTS.—
24	(1) IN GENERAL.—If the aggregate assessment
25	amount in connection with a triggering determina-

tion exceeds the aggregate amount of the industry
obligation assessment under subsection (c) in connection with the determination, the remaining
amount shall be assessed through one or more, as
may be necessary pursuant to paragraph (3), financing assessments under this subsection.

7 (2) TIMING.—A financing assessment under 8 this subsection in connection with a triggering deter-9 mination shall be imposed only upon the expiration 10 of any 12-month period beginning after such deter-11 mination during which no assessments under this 12 section have been imposed.

(3) LIMITATION.—The aggregate amount of
any financing assessments imposed under this subsection on any single commercial insurer during any
12-month period shall not exceed the amount that is
equal to 3 percent of the net premium for such insurer for such period.

(e) ALLOCATION OF ASSESSMENT.—The portion of
the aggregate amount of any industry obligation assessment or financing assessment under this section that is
allocated to each commercial insurer shall be based on the
ratio that the net premium written by such commercial
insurer during the year during which the assessment is
imposed bears to the aggregate written premium for such

1 year, subject to section 9 and the limitation under sub-2 section (d)(3) of this section.

3 (f) NOTICE AND OBLIGATION TO PAY.—

4 (1) NOTICE.—As soon as practicable after any
5 triggering determination, the Secretary shall notify
6 each commercial insurer in writing of an assessment
7 under this section, which notice shall include the
8 amount of the assessment allocated to such insurer.

9 (2) EFFECT OF NOTICE.—Upon notice to a 10 commercial insurer, the commercial insurer shall be 11 obligated to pay to the Secretary, not later than 60 12 days after receipt of such notice, the amount of the 13 assessment on such commercial insurer.

14 (3) FAILURE TO MAKE TIMELY PAYMENT.—If
15 any commercial insurer fails to pay an assessment
16 under this section before the deadline established
17 under paragraph (2) for the assessment, the Sec18 retary may take either or both of the following ac19 tions:

20 (A) CIVIL MONETARY PENALTY.—Assess a
21 civil monetary penalty pursuant to section 9(d)
22 upon such insurer.

23 (B) INTEREST.—Require such insurer to
24 pay interest, at such rate as the Secretary con25 siders appropriate, on the amount of the assess-

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ment that was not paid before the deadline established under paragraph (2).

3 (g) Aggregate Industry Obligation Amount 4 FOR PROGRAM EXTENSION YEARS.—If the Secretary ex-5 ercises the authority under section 20(b) to extend the covered period, the aggregate industry obligation amount 6 7 for purposes of subsection (c)(2)(B) shall, in the case of 8 a triggering determination occurring during the portion of 9 the covered period beginning on the date referred to in 10 section 20(a), be equal to the lesser of—

(1) the difference between (A)
\$10,000,000,000, and (B) the aggregate amount of
any assessments made by the Secretary pursuant to
this section during the 12-month period preceding
the triggering determination; and

16 (2) the amount of financial assistance made
17 available under section 6 in connection with the trig18 gering determination.

19 (h) Administrative Flexibility.—

20 (1) ADJUSTMENT OF ASSESSMENTS.—The Sec21 retary may provide for or require estimations of
22 amounts under this section and may provide for sub23 sequent refunds or require additional payments to
24 correct such estimations, as appropriate.

1 (2) DEFERRAL OF CONTRIBUTIONS.—The Sec-2 retary may defer the payment of part or all of an 3 assessment required under this section to be paid by 4 a commercial insurer, but only to the extent that the 5 Secretary determines that such deferral is necessary 6 to avoid the likely insolvency of the commercial in-7 surer.

8 (3) TIMING OF ASSESSMENTS.—The Secretary 9 shall make adjustments regarding the timing and 10 imposition of assessments (including the calculation 11 of net premiums and aggregate written premium) as 12 appropriate for commercial insurers that provide 13 commercial property and casualty insurance on a 14 non-calendar year basis.

### 15 SEC. 8. TERRORISM LOSS REPAYMENT SURCHARGE.

16 (a) DETERMINATION OF IMPOSITION AND COLLEC-17 TION.—

(1) IN GENERAL.—If, pursuant to a triggering
determination, the Secretary determines that the aggregate amount of financial assistance provided pursuant to section 6 exceeds \$20,000,000,000, the
Secretary shall consider and weigh the factors under
paragraph (2) to determine the extent to which a
surcharge under this section should be established.

1	(2) FACTORS.—The factors under this para-
2	graph are—
3	(A) the ultimate costs to taxpayers if a
4	surcharge under this section is not established;
5	(B) the economic conditions in the com-
6	mercial marketplace;
7	(C) the affordability of commercial insur-
8	ance for small- and medium-sized business; and
9	(D) such other factors as the Secretary
10	considers appropriate.
11	(3) POLICYHOLDER PREMIUM.—The amount es-
12	tablished by the Secretary as a surcharge under this
13	section shall be established and imposed as a policy-
14	holder premium surcharge on commercial property
15	and casualty insurance written after such determina-
16	tion, for the purpose of repaying financial assistance
17	made available under section 6 in connection with
18	such triggering determination.
19	(4) COLLECTION.—The Secretary shall provide
20	for commercial insurers to collect surcharge amounts
21	established under this section and remit such
22	amounts collected to the Secretary.
23	(b) Amount and Duration.—Subject to subsection
24	(c), the surcharge under this section shall be established
25	in such amount, and shall apply to commercial property

and casualty insurance written during such period, as the
 Secretary determines is necessary to recover the aggregate
 amount of financial assistance provided under section 6
 in connection with the triggering determination that ex ceeds \$20,000,000,000.

6 (c) PERCENTAGE LIMITATION.—The surcharge 7 under this section applicable to commercial property and 8 casualty insurance coverage may not exceed, on an annual 9 basis, the amount equal to 3 percent of the premium 10 charged for such coverage.

11 (d) OTHER TERMS.—The surcharge under this sec-12 tion shall—

(1) be based on a percentage of the premium
amount charged for commercial property and casualty insurance coverage that a policy provides; and
(2) be imposed with respect to all commercial
property and casualty insurance coverage written
during the period referred to in subsection (b).

(e) EXCLUSIONS.—For purposes of this section, commercial property and casualty insurance does not include
any reinsurance provided to primary insurance companies.
SEC. 9. ADMINISTRATION OF ASSESSMENTS AND SURCHARGES.

24 (a) MANNER AND METHOD.—

1 (1) IN GENERAL.—Except to the extent speci-2 fied in such sections, the Secretary shall provide for 3 the manner and method of carrying out assessments 4 under section 7 and surcharges under section 8, in-5 cluding the timing and procedures of making assess-6 ments and surcharges, notifying commercial insurers 7 of assessments and surcharge requirements, col-8 lecting payments from and surcharges through com-9 mercial insurers, and refunding of any excess 10 amounts paid or crediting such amounts against fu-11 ture assessments.

12 (2)EFFECT OF ASSESSMENTS AND SUR-13 CHARGES ON URBAN AND SMALLER COMMERCIAL 14 AND RURAL AREAS AND DIFFERENT LINES OF IN-15 SURANCE.—In determining the method and manner 16 of imposing assessments under section 7 and sur-17 charges under section 8, including the amount of 18 such assessments and surcharges, the Secretary 19 shall take into consideration—

20 (A) the economic impact of any such as21 sessments and surcharges on commercial cen22 ters of urban areas, including the effect on
23 commercial rents and commercial insurance
24 premiums, particularly rents and premiums
25 charged to small businesses, and the availability

1 of lease space and commercial insurance within 2 urban areas; 3 (B) the risk factors related to rural areas and smaller commercial centers, including the 4 5 potential exposure to loss and the likely mag-6 nitude of such loss, as well as any resulting 7 cross-subsidization that might result; and 8 (C) the various exposures to terrorism risk 9 for different lines of commercial property and 10 casualty insurance. 11 (b) TIMING OF COVERAGES AND ASSESSMENTS.— 12 The Secretary may adjust the timing of coverages and as-13 sessments provided under this Act to provide for equivalent application of the provisions of this Act to commercial 14

14 left application of the provisions of this Act to commercial15 insurers and policies that are not based on a calendar16 year.

(c) ADJUSTMENT.—The Secretary may adjust the assessments charged under section 7 or the percentage imposed under the surcharge under section 8 at any time,
as the Secretary considers appropriate to protect the national interest, which may include avoiding unreasonable
economic disruption or excessive market instability and
avoiding undue burdens on small businesses.

24 (d) Civil Monetary Penalty.—

1	(1) IN GENERAL.—The Secretary may assess a
2	civil monetary penalty in an amount not exceeding
3	the amount under paragraph (2) against any com-
4	mercial insurer that the Secretary determines, on
5	the record after opportunity for a hearing—
6	(A) has failed to pay an assessment under
7	section 7 in accordance with the requirements
8	of, or regulations issued, under this Act;
9	(B) has failed to charge, collect, or remit
10	surcharges under section 8 in accordance with
11	the requirements of, or regulations issued
12	under, this Act;
13	(C) has intentionally provided to the Sec-
14	retary erroneous information regarding pre-
15	mium or loss amounts; or
16	(D) has otherwise failed to comply with the
17	provisions of, or the regulations issued under,
18	this Act.
19	(2) Amount.—The amount under this para-
20	graph is the greater of \$1,000,000 and, in the case
21	of any failure to pay, charge, collect, or remit
22	amounts in accordance with this Act or the regula-
23	tions issued under this Act, such amount in dispute.

# 1SEC. 10. APPLICATION TO SELF-INSURANCE ARRANGE-2MENTS AND OFFSHORE INSURERS AND REIN-3SURERS.

4 (a) SELF-INSURANCE ARRANGEMENTS.—The Sec-5 retary may, in consultation with the NAIC, apply the pro-6 visions of this Act, as appropriate, to self-insurance ar-7 rangements by municipalities and other entities, but only 8 if such application is determined before the occurrence of 9 a triggering event and all of the provisions of this Act are 10 applied uniformly to such entities.

(b) OFFSHORE INSURERS AND REINSURERS.—The
Secretary shall ensure that the provisions of this Act are
applied as appropriate to any offshore or non-admitted entities that provide commercial property and casualty insurance.

# 16SEC. 11. STUDY OF RESERVES FOR PROPERTY AND CAS-17UALTY INSURANCE FOR TERRORIST OR18OTHER CATASTROPHIC EVENTS.

(a) IN GENERAL.—The Secretary of the Treasury
shall conduct a study of issues relating to permitting property and casualty insurance companies to establish deductible reserves against losses for future acts of terrorism,
including—

24 (1) whether such tax-favored reserves would
25 promote (A) insurance coverage of risks of ter26 rorism, and (B) the accumulation of additional re•HR 3210 EH

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1	sources needed to satisfy potential claims resulting
2	from such risks,
3	(2) the lines of business for which such reserves
4	would be appropriate, including whether such re-
5	serves should be applied to personal or commercial
6	lines of business,
7	(3) how the amount of such reserves would be
8	determined,
9	(4) how such reserves would be administered,
10	(5) a comparison of the Federal tax treatment
11	of such reserves with other insurance reserves per-
12	mitted under Federal tax laws,
13	(6) an analysis of the use of tax-favored re-
14	serves for catastrophic events, including acts of ter-
15	rorism, under the tax laws of foreign countries, and
16	(7) whether it would be appropriate to permit
17	similar reserves for other future catastrophic events,
18	such as natural disasters, taking into account the
19	factors under the preceding paragraphs.
20	(b) REPORT.—Not later than 4 months after the date
21	of the enactment of this Act, the Secretary of the Treasury
22	shall submit a report to Congress on the results of the
23	study under subsection (a), together with recommenda-
24	tions for amending the Internal Revenue Code of 1986
25	or other appropriate action.

#### 1 SEC. 12. STATE PREEMPTION.

2 (a) COVERED PERILS.—A commercial insurer shall 3 be considered to have complied with any State law that requires or regulates the provision of insurance coverage 4 5 for acts of terrorism if the insurer provides coverage in accordance with the definitions regarding acts of terrorism 6 7 under this Act or under any regulations issued by the Sec-8 retary.

9 (b) RATE LAWS.—If any provision of any State law 10 prevents an insurer from increasing its premium rates in 11 an amount necessary to recover any assessments pursuant to section 7, such provision is preempted only to the extent 12 necessary to provide for such insurer to recover such 13 14 losses.

- 15 (c) FILE AND USE.—
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(1) IN GENERAL.—With respect only to com-17 mercial property and casualty insurance covering 18 acts of terrorism, any provision of State law that re-19 quires, as a condition precedent to the effectiveness 20 of rates or policies for such insurance that is made 21 available by an insurer licensed to transact such 22 business in the State, any action (including prior ap-23 proval by the State insurance regulator for such 24 State) other than filing of such rates and policies 25 and related information with such State insurance 26 regulator is preempted to the extent such law re1 quires such additional actions for such insurance 2 coverage.

3 (2) SUBSEQUENT REVIEW AUTHORITY.—Para-4 graph (1) shall not be considered to preempt a provision of State law solely because the law provides 5 6 that rates and policies for such insurance coverage 7 are, upon such filing, subject to subsequent review 8 and action, which may include actions to disapprove 9 or discontinue use of such rates or policies, by the 10 State insurance regulator.

11 TREATMENT OF PRIOR REVIEW PROVI-(3)12 SIONS.—Any authority for prior review and action 13 by a State regulator preempted under paragraph (1)14 shall be deemed to be authority to conduct a subse-15 quent review and action on such filings.

16 SEC. 13. CONSISTENT STATE GUIDELINES FOR COVERAGE 17

FOR ACTS OF TERRORISM.

18 (a) SENSE OF CONGRESS REGARDING COVERED 19 PERILS.—It is the sense of the Congress that—

20 (1) the NAIC, in consultation with the Sec-21 retary, should develop appropriate definitions for 22 acts of terrorism that are consistent with this Act 23 and appropriate standards for making determina-24 tions regarding occurrences of acts of terrorism;

1 (2) each State should adopt the definitions and 2 standards developed by the NAIC for purposes of 3 regulating insurance coverage made available in that 4 State; 5 (3) in consulting with the NAIC, the Secretary 6 should advocate and promote the development of 7 definitions and standards that are appropriate for 8 purposes of this Act; and 9 (4) after consultation with the NAIC, the Sec-10 retary should adopt further definitions for acts of 11 terrorism and standards for determinations that are 12 appropriate for this Act. 13 (b) INSURANCE RESERVE GUIDELINES.— 14 (1) SENSE OF CONGRESS REGARDING ADOPTION BY STATES.—It is the sense of the Congress that— 15 16 (A) the NAIC should develop appropriate 17 guidelines for commercial insurers and pools re-18 garding maintenance of reserves against the 19 risks of acts of terrorism; and 20 (B) each State should adopt such guide-21 lines for purposes of regulating commercial in-22 surers doing business in that State. 23 (2) CONSIDERATION OF ADOPTION OF NA-24 TIONAL GUIDELINES.—Upon the expiration of the 6-

25 month period beginning on the date of the enact-

1	ment of this Act, the Secretary shall make a deter-
2	mination of whether the guidelines referred to in
3	paragraph (1) have, by such time, been developed
4	and adopted by nearly all States in a uniform man-
5	ner. If the Secretary determines that such guidelines
6	have not been so developed and adopted, the Sec-
7	retary shall consider adopting, and may adopt, such
8	guidelines on a national basis in a manner that su-
9	persedes any State law regarding maintenance of re-
10	serves against such risks.
11	(c) Guidelines Regarding Disclosure of Pric-
12	ING AND TERMS OF COVERAGE.—
13	(1) SENSE OF CONGRESS.—It is the sense of
	(1) SENSE OF CONGRESS.—It is the sense of the Congress that the States should require, by laws
13	
13 14	the Congress that the States should require, by laws
13 14 15	the Congress that the States should require, by laws or regulations governing the provision of commercial
13 14 15 16	the Congress that the States should require, by laws or regulations governing the provision of commercial property and casualty insurance that includes cov-
<ol> <li>13</li> <li>14</li> <li>15</li> <li>16</li> <li>17</li> </ol>	the Congress that the States should require, by laws or regulations governing the provision of commercial property and casualty insurance that includes cov- erage for acts of terrorism, that the price of any
<ol> <li>13</li> <li>14</li> <li>15</li> <li>16</li> <li>17</li> <li>18</li> </ol>	the Congress that the States should require, by laws or regulations governing the provision of commercial property and casualty insurance that includes cov- erage for acts of terrorism, that the price of any such terrorism coverage, including the costs of any
<ol> <li>13</li> <li>14</li> <li>15</li> <li>16</li> <li>17</li> <li>18</li> <li>19</li> </ol>	the Congress that the States should require, by laws or regulations governing the provision of commercial property and casualty insurance that includes cov- erage for acts of terrorism, that the price of any such terrorism coverage, including the costs of any terrorism related assessments or surcharges under
<ol> <li>13</li> <li>14</li> <li>15</li> <li>16</li> <li>17</li> <li>18</li> <li>19</li> <li>20</li> </ol>	the Congress that the States should require, by laws or regulations governing the provision of commercial property and casualty insurance that includes cov- erage for acts of terrorism, that the price of any such terrorism coverage, including the costs of any terrorism related assessments or surcharges under this Act, be separately disclosed.
<ol> <li>13</li> <li>14</li> <li>15</li> <li>16</li> <li>17</li> <li>18</li> <li>19</li> <li>20</li> <li>21</li> </ol>	the Congress that the States should require, by laws or regulations governing the provision of commercial property and casualty insurance that includes cov- erage for acts of terrorism, that the price of any such terrorism coverage, including the costs of any terrorism related assessments or surcharges under this Act, be separately disclosed. (2) ADOPTION OF NATIONAL GUIDELINES.—If

within a reasonable period of time after the date of

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the enactment of this Act, the Secretary shall, after
 consultation with the NAIC, adopt guidelines on a
 national basis requiring such disclosure in a manner
 that supersedes any State law regarding such disclo sure.

## 6 SEC. 14. CONSULTATION WITH STATE INSURANCE REGU7 LATORS AND NAIC.

8 (a) IN GENERAL.—The Secretary shall consult with
9 the State insurance regulators and the NAIC in carrying
10 out this Act.

11 (b) FINANCIAL ASSISTANCE, ASSESSMENTS, AND 12 SURCHARGES.—The Secretary may take such actions, in-13 cluding entering into such agreements and providing such technical and organizational assistance to insurers and 14 15 State insurance regulators, as may be necessary to provide for the distribution of financial assistance under section 16 6 and the collection of assessments under section 7 and 17 18 surcharges under section 8.

19 (c) INVESTIGATING AND AUDITING CLAIMS.—The 20 Secretary may, in consultation with the State insurance 21 regulators and the NAIC, investigate and audit claims of 22 insured losses by commercial insurers and otherwise re-23 quire verification of amounts of premiums or losses, as 24 appropriate. 29

### 1 SEC. 15. LITIGATION MANAGEMENT.

2 (a) FEDERAL CAUSE OF ACTION FOR CLAIMS RE3 LATING TO TERRORIST ACTS.—

4	(1) IN GENERAL.—Subject to paragraph (2), if
5	the Secretary makes a determination pursuant to
6	section 5(b) that one or more acts of terrorism oc-
7	curred, there shall exist a Federal cause of action,
8	which, except as provided in subsection (b), shall be
9	the exclusive remedy for claims arising out of, relat-
10	ing to, or resulting from such acts of terrorism.

11 (2) EFFECT OF DETERMINATION.—A deter12 mination referred to in paragraph (1)—

13 (A) shall not be subject to judicial review;
14 (B) shall take effect upon its publication in
15 the Federal Register; and

16 (C) shall be subject to such changes as the
17 Secretary may provide in one or more later de18 terminations made in accordance with the pro19 visions of this paragraph.

20 (3) SUBSTANTIVE LAW.—The substantive law
21 for decision in any such action shall be derived from
22 the law, including choice of law principles, of the
23 State in which such acts of terrorism occurred, un24 less such law is inconsistent with or preempted by
25 Federal law.

1 (4) JURISDICTION.—For each determination 2 under paragraph (1), the Judicial Panel on Multidis-3 trict Litigation shall designate one or more district 4 courts of the United States which shall have original 5 and exclusive jurisdiction over all actions for any 6 claim (including any claim for loss of property, per-7 sonal injury, or death) brought pursuant to this sub-8 section. The Judicial Panel on Multidistrict Litiga-9 tion shall select and assign the district court or 10 courts based on the convenience of the parties and 11 the just and efficient conduct of the proceedings. 12 For purposes of personal jurisdiction, the district 13 court or courts designated by the Judicial Panel on 14 Multidistrict Litigation shall be deemed to sit in all 15 judicial districts in the United States. 16 ON DAMAGES.—In (5)LIMITS an action 17 brought under this subsection for damages:

18 (A) No punitive damages intended to pun19 ish or deter, exemplary damages, or other dam20 ages not intended to compensate a plaintiff for
21 actual losses may be awarded, nor shall any
22 party be liable for interest prior to the judg23 ment.

24 (B)(i) Each defendant in such an action25 shall be liable only for the amount of non-

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economic damages allocated to the defendant in direct proportion to the percentage of responsibility of the defendant for the harm to the plaintiff, and no plaintiff may recover noneconomic damages unless the plaintiff suffered physical harm.

7 (ii) For purposes of clause (i), the term "noneconomic damages" means damages for 8 9 losses for physical and emotional pain, suf-10 inconvenience, physical fering. impairment. 11 mental anguish, disfigurement, loss of enjoy-12 ment of life, loss of society and companionship, 13 loss of consortium, hedonic damages, injury to 14 reputation, and any other nonpecuniary losses. 15 (6) COLLATERAL SOURCES.—Any recovery by a

plaintiff in an action under this subsection shall be
reduced by the amount of collateral source compensation, if any, that the plaintiff has received or
is entitled to receive as a result of the acts of terrorism with respect to which the determination
under paragraph (1) was made.

(7) ATTORNEY FEES.—Reasonable attorneys
fees for work performed shall be subject to the discretion of the court, but in no event shall any attorney charge, demand, receive, or collect for services

1 rendered, fees or compensation in an amount in ex-2 cess of 20 percent of the damages ordered by the 3 court to be paid pursuant to this section, or in ex-4 cess of 20 percent of any court-approved settlement 5 made of any claim cognizable under this section. 6 Any attorney who charges, demands, receives, or col-7 lects for services rendered in connection with such 8 claim any amount in excess of that allowed under 9 this section, if recovery be had, shall be fined not 10 more than \$2,000 or imprisoned not more than 1 11 year, or both.

12 (b) EXCLUSION.—Nothing in this section shall in any13 way limit the liability of any person who—

(1) attempts to commit, knowingly participates
in, aids and abets, or commits any act of terrorism
with respect to which a determination under subsection (a)(1) was made, or any criminal act related
to or resulting from such act of terrorism; or

(2) participates in a conspiracy to commit anysuch act of terrorism or any such criminal act.

(c) RIGHT OF SUBROGATION.—The United States
shall have the right of subrogation with respect to any
claim paid by the United States under this Act.

24 (d) RELATIONSHIP TO OTHER LAW.—Nothing in this
25 section shall be construed to affect—

(1) any party's contractual right to arbitrate a
 dispute; or

3 (2) any provision of the Air Transportation
4 Safety and System Stabilization Act (Public Law
5 107-42; 49 U.S.C. 40101 note).

6 (e) SATISFACTION OF JUDGMENTS FROM FROZEN
7 ASSETS OF TERRORISTS, TERRORIST ORGANIZATIONS,
8 AND STATE SPONSORS OF TERRORISM.—

9 (1) IN GENERAL.—Except as provided in para-10 graph (2), in every case in which a person obtains 11 a judgment against a terrorist party on a claim for 12 compensatory damages for an act of terrorism, or a 13 claim for money damages brought pursuant to sec-14 tion 1605(a)(7) of title 28, United States Code, the 15 frozen assets of that terrorist party, or any agency 16 or instrumentality of that terrorist party, shall be 17 available for satisfaction of the judgment, to the ex-18 tent of any compensatory damages awarded in the 19 judgment for which the terrorist party is liable.

20 (2) Presidential waiver.—

(A) Subject to subparagraph (B), upon determining on an asset-by-asset basis that a
waiver is necessary in the national security interest, the President may waive the requirements of this subsection in connection with

1	(and prior to the enforcement of) any judicial
2	order directing attachment in aid of execution
3	or execution against any property subject to the
4	Vienna Convention on Diplomatic Relations or
5	the Vienna Convention on Consular Relations.
6	(B) A waiver under this paragraph shall
7	not apply to—
8	(i) property subject to the Vienna
9	Convention on Diplomatic Relations or the
10	Vienna Convention on Consular Relations
11	that has been used for any nondiplomatic
12	purpose (including use as rental property),
13	the proceeds of such use; or
14	(ii) any asset subject to the Vienna
15	Convention on Diplomatic Relations or the
16	Vienna Convention on Consular Relations
17	that is sold or otherwise transferred for
18	value to a third party, the proceeds of such
19	sale or transfer.
20	(3) DEFINITIONS.—In this subsection:
21	(A) The term "terrorist party" means a
22	terrorist, a terrorist organization, or a foreign
23	state designated as a state sponsor of terrorism
24	under section 6(j) of the Export Administration
25	Act of 1979 (50 U.S.C. App. $2405(j)$ ) or sec-

1	tion 620A of the Foreign Assistance Act of
2	1961 (22 U.S.C. 2371).
3	(B) The term "frozen assets" means assets
4	seized or frozen by the United States in accord-
5	ance with law.
6	(C) The term "property subject to the Vi-
7	enna Convention on Diplomatic Relations or the
8	Vienna Convention on Consular Relations" and
9	the term "asset subject to the Vienna Conven-
10	tion on Diplomatic Relations or the Vienna
11	Convention on Consular Relations" mean any
12	property or asset, respectively, the attachment
13	in aid of execution or execution of which would
14	result in a violation of an obligation of the
15	United States under the Vienna Convention on
16	Diplomatic Relations or the Vienna Convention
17	on Consular Relations, as the case may be.
18	SEC. 16. STUDY OF POTENTIAL EFFECTS OF TERRORISM
19	ON LIFE INSURANCE INDUSTRY.
20	(a) ESTABLISHMENT.—Not later than 30 days after
21	the date of enactment of this Act, the President shall es-
22	tablish a commission (in this section referred to as the
23	"Commission") to study and report on the potential ef-
24	fects of an act or acts of terrorism on the life insurance

industry in the United States and the markets served by
 such industry.

3	(b) Membership and Operations.—
4	(1) APPOINTMENT.—The Commission shall con-
5	sist of 7 members, as follows:
6	(A) The Secretary of the Treasury or the
7	designee of the Secretary.
8	(B) The Chairman of the Board of Gov-
9	ernors of the Federal Reserve System or the
10	designee of the Chairman.
11	(C) The Assistant to the President for
12	Homeland Security.
13	(D) 4 members appointed by the Presi-
14	dent, who shall be—
15	(i) a representative of direct under-
16	writers of life insurance within the United
17	States;
18	(ii) a representative of reinsurers of
19	life insurance within the United States;
20	(iii) an officer of the NAIC; and
21	(iv) a representative of insurance
22	agents for life underwriters.
23	(2) Operations.—The chairperson of the
24	Commission shall determine the manner in which
25	the Commission shall operate, including funding,

staffing, and coordination with other governmental
 entities.

3 (c) STUDY.—The Commission shall conduct a study
4 of the life insurance industry in the United States, which
5 shall identify and make recommendations regarding—

6 (1) possible actions to encourage, facilitate, and 7 sustain the provision, by the life insurance industry 8 in the United States, of coverage for losses due to 9 death or disability resulting from an act or acts of 10 terrorism, including in the face of threats of such 11 acts; and

(2) possible actions or mechanisms to sustain or
supplement the ability of the life insurance industry
in the United States to cover losses due to death or
disability resulting from an act or acts of terrorism
in the event that—

17 (A) such acts significantly affect mortality
18 experience of the population of the United
19 States over any period of time;

20 (B) such losses jeopardize the capital and
21 surplus of the life insurance industry in the
22 United States as a whole; or

(C) other consequences from such acts
occur, as determined by the Commission, that
may significantly affect the ability of the life in-

surance industry in the United States to inde pendently cover such losses.

3 (d) RECOMMENDATIONS.—The Commission may
4 make a recommendation pursuant to subsection (c) only
5 upon the concurrence of a majority of the members of the
6 Commission.

7 (e) REPORT.—Not later than 120 days after the date
8 of enactment of this Act, the Commission shall submit to
9 the House of Representatives and the Senate a report de10 scribing the results of the study and any recommendations
11 developed under subsection (c).

(f) TERMINATION.—The Commission shall terminate
60 days after submission of the report pursuant to subsection (e).

### 15 SEC. 17. RAILROAD AND TRUCKING INSURANCE STUDY.

16 The Secretary of the Treasury shall conduct a study 17 to determine how the Federal Government can address a possible crisis in the availability and affordability of rail-18 19 road and trucking insurance by making such insurance for 20 acts of terrorism available on commercially reasonable 21 terms. Not later than 120 days after the date of the enact-22 ment of this Act the Secretary shall submit to the Con-23 gress a report regarding the results and conclusions of the 24 study.

## SEC. 18. STUDY OF REINSURANCE POOL SYSTEM FOR FU TURE ACTS OF TERRORISM.

3 (a) STUDY.—The Secretary, the Board of Governors
4 of the Federal Reserve System, and the Comptroller Gen5 eral of the United States shall jointly conduct a study on
6 the advisability and effectiveness of establishing a reinsur7 ance pool system relating to future acts of terrorism to
8 replace the program provided for under this Act.

9 (b) CONSULTATION.—In conducting the study under 10 subsection (a), the Secretary, the Board of Governors of 11 the Federal Reserve System, and the Comptroller General 12 shall consult with (1) academic experts, (2) the United 13 Nations Secretariat for Trade and Development, (3) rep-14 resentatives from the property and casualty insurance industry, (4) representatives from the reinsurance industry, 15 16 (5) the NAIC, and (6) such consumer organizations as the Secretary considers appropriate. 17

(c) REPORT.—Not later than 6 months after the date
of the enactment of this Act, the Secretary, the Board of
Governors of the Federal Reserve System, and the Comptroller General shall jointly submit a report to the Congress on the results of the study under subsection (a).

### 23 SEC. 19. DEFINITIONS.

For purposes of this Act, the following definitionsshall apply:

26 (1) ACT OF TERRORISM.—

1	(A) IN GENERAL.—The term "act of ter-
2	rorism" means any act that the Secretary de-
3	termines meets the requirements under sub-
4	paragraph (B), as such requirements are fur-
5	ther defined and specified by the Secretary in
6	consultation with the NAIC.
7	(B) REQUIREMENTS.—An act meets the
8	requirements of this subparagraph if the act—
9	(i) is unlawful;
10	(ii) causes harm to a person, property,
11	or entity, in the United States, or in the
12	case of a domestic United States air car-
13	rier or a United States flag vessel (or a
14	vessel based principally in the United
15	States on which United States income tax
16	is paid and whose insurance coverage is
17	subject to regulation in the United States),
18	in or outside the United States;
19	(iii) is committed by a person or
20	group of persons or associations who are
21	recognized, either before or after such act,
22	by the Department of State or the Sec-
23	retary as an international terrorist group
24	or have conspired with such a group or the

1 (iv) has as its purpose to overthrow or 2 destabilize the government of any country, 3 or to influence the policy or affect the con-4 duct of the government of the United 5 States or any segment of the economy of 6 United States, by coercion; and 7 (v) is not considered an act of war. 8 except that this clause shall not apply with 9 respect to any coverage for workers com-10 pensation. 11 (2) AFFILIATE.—The term "affiliate" means, 12 with respect to an insurer, any company that con-13 trols, is controlled by, or is under common control 14 with the insurer. Aggregate 15 (3)WRITTEN PREMIUM.—The term "aggregate written premium" means, with re-16 17 spect to a year, the aggregate premium amount of 18 all commercial property and casualty insurance cov-19 erage written during such year under all lines of 20 commercial property and casualty insurance.

(4) COMMERCIAL INSURER.—The term "commercial insurer" means any corporation, association,
society, order, firm, company, mutual, partnership,
individual, aggregation of individuals, or any other
legal entity that provides commercial property and

1	casualty insurance. Such term includes any affiliates
2	of a commercial insurer.
3	(5) Commercial property and casualty in-
4	SURANCE.—
5	(A) IN GENERAL.—The term "commercial
6	property and casualty insurance" means insur-
7	ance or reinsurance, or retrocessional reinsur-
8	ance, for persons or properties in the United
9	States against—
10	(i) loss of or damage to property;
11	(ii) loss of income or extra expense in-
12	curred because of loss of or damage to
13	property;
14	(iii) third party liability claims caused
15	by negligence or imposed by statute or con-
16	tract, including workers compensation; or
17	(iv) loss resulting from debt or default
18	of another.
19	(B) EXCLUSIONS.—Such term does not
20	include—
21	(i) insurance for homeowners, tenants,
22	private passenger nonfleet automobiles,
23	mobile homes, or other insurance for per-
24	sonal, family, or household needs;

1	(ii) insurance for professional liability,
2	including medical malpractice, errors and
3	omissions, or directors' and officers' liabil-
4	ity; or
5	(iii) health or life insurance.
6	(6) CONTROL.—A company has control over an-
7	other company if—
8	(A) the company directly or indirectly or
9	acting through one or more other persons owns,
10	controls, or has power to vote 25 percent or
11	more of any class of voting securities of the
12	other company;
13	(B) the company controls in any manner
14	the election of a majority of the directors or
15	trustees of the other company; or
16	(C) the Secretary determines, after notice
17	and opportunity for hearing, that the company
18	directly or indirectly exercises a controlling in-
19	fluence over the management or policies of the
20	other company.
21	(7) COVERED PERIOD.—The term "covered pe-
22	riod" has the meaning given such term in section
23	20.
24	(8) INDUSTRY-WIDE LOSSES.—The term "in-
25	dustry-wide losses" means the aggregate insured

1 losses sustained by all insurers from coverage writ-2 ten under all lines of commercial property and cas-3 ualty insurance. (9) INSURED LOSS.—The term "insured loss" 4 of 5 loss, net reinsurance means any and 6 retrocessional reinsurance, covered by commercial 7 property and casualty insurance. (10) NAIC.—The term "NAIC" means the Na-8 9 tional Association of Insurance Commissioners. 10 (11) NET PREMIUM.—The term "net premium" 11 means, with respect a commercial insurer and a 12 year, the aggregate premium amount collected by 13 such commercial insurer for all commercial property 14 and casualty insurance coverage written during such 15 year under all lines of commercial property and cas-16 ualty insurance by such commercial insurer, less any 17 premium paid by such commercial insurer to other 18 commercial insurers to insure or reinsure those 19 risks. 20 (12)SECRETARY.—The term "Secretary" 21 means the Secretary of the Treasury.

(13) STATE.—The term "State" means the
States of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Commonwealth of the Northern Mariana Islands, Guam,

1	the Virgin Islands, American Samoa, and any other
2	territory or possession of the United States.
3	(14) STATE INSURANCE REGULATOR.—The
4	term "State insurance regulator" means, with re-
5	spect to a State, the principal insurance regulatory
6	authority of the State.
7	(15) TRIGGERING DETERMINATION.—The term
8	"triggering determination" has the meaning given
9	such term in section $5(a)$ .
10	(16) TRIGGERING EVENT.—The term "trig-
11	gering event" means, with respect to a triggering de-
12	termination, the occurrence of an act of terrorism,
13	or the occurrence of such acts, that caused the in-
14	sured losses resulting in such triggering determina-
15	tion.
16	(17) UNITED STATES.—The term "United
17	States" means, collectively, the States (as such term
18	is defined in this section).
19	SEC. 20. COVERED PERIOD AND EXTENSION OF PROGRAM.
20	(a) COVERED PERIOD.—Except to the extent pro-
21	vided otherwise under subsection (b), for purposes of this
22	Act, the term "covered period" means the period begin-
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23	ning on the date of the enactment of this Act and ending

1 (b) EXTENSION OF PROGRAM.—If the Secretary de-2 termines that extending the covered period is necessary 3 to ensure the adequate availability in the United States 4 of commercial property and casualty insurance coverage 5 for acts of terrorism, the Secretary may, subject to sub-6 section (c), extend the covered period by not more than 7 two years.

8 (c) REPORT.—The Secretary may exercise the au-9 thority under subsection (b) to extend the covered period 10 only if the Secretary submits a report to the Congress pro-11 viding notice of and setting forth the reasons for such ex-12 tension.

### 13 SEC. 21. REGULATIONS.

14 The Secretary shall issue any regulations necessary15 to carry out this Act.

Passed the House of Representatives November 29, 2001.

Attest:

Clerk.



### AN ACT

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To ensure the continued financial capacity of insurers to provide coverage for risks from terrorism.