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 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, re-
- sulted in a large number of deaths and injuries, the
- destruction and damage to buildings, and interrup-
- tion of business operations;
- 13 (2) the attacks have inflicted possibly the larg-
- est losses ever incurred by insurers and reinsurers in
- 15 a single day;

- (3) while the insurance and reinsurance industries have committed to pay the losses arising from the September 11 attacks, the resulting disruption has created widespread market uncertainties with regard to the risk of losses arising from possible future terrorist attacks;
  - (4) such uncertainty threatens the continued availability of United States commercial property and casualty insurance for terrorism risk at meaningful coverage levels;
  - (5) the unavailability of affordable commercial property and casualty insurance for terrorist acts threatens the growth and stability of the United States economy, including impeding the ability of financial services providers to finance commercial property acquisitions and new construction;
  - (6) in the past, the private insurance and reinsurance markets have shown a remarkable resiliency in adapting to changed circumstances;
  - (7) given time, the private markets will diversify and develop risk spreading mechanisms to increase capacity and guard against possible future 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;
- (9) such action is necessary to limit immediate
   market disruptions, encourage economic stabilization, and facilitate a transition to a viable market
   for private terrorism risk insurance;
  - (10) in addition, it is necessary promptly to conduct a study of whether there is a need for reserves for property and casualty insurance for terrorist or other catastrophic events; and
  - (11) terrorism insurance plays an important role in the efficient functioning of the economy and the financing of commercial property acquisitions and new construction and, therefore, the Congress intends to continue to monitor, review, and evaluate the private terrorism insurance and reinsurance marketplace to determine whether additional action is necessary to maintain the long-term stability of the real estate and capital markets.

## 20 SEC. 3. AUTHORITY OF SECRETARY OF THE TREASURY.

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.

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1	SEC. 4. SUBMISSION OF PREMIUM INFORMATION TO SEC-
2	RETARY.
3	To the extent such information is not otherwise avail-
4	able to the Secretary, the Secretary may require each in-
5	surer to submit, to the Secretary or to the NAIC, a state-
6	ment specifying the net premium amount of coverage writ-
7	ten by such insurer under each line of commercial property
8	and casualty insurance sold by such insurer during such
9	periods as the Secretary may provide.
10	SEC. 5. INITIAL AND SUBSEQUENT TRIGGERING DETER-
11	MINATIONS.
12	(a) In General.—For purposes of this Act, a "trig-
13	gering determination" is a determination by the Secretary
14	that an act of terrorism has occurred during the covered
15	period and that the aggregate insured losses resulting
16	from such occurrence or from multiple occurrences of acts
17	of terrorism all occurring during the covered period, meet
18	the requirements under either of the following paragraphs:
19	(1) Industry-wide trigger.—Such industry-
20	wide losses exceed \$1,000,000,000.
21	(2) Individual insurer trigger.—Such in-
22	dustry-wide losses exceed \$100,000,000 and some
23	portion of such losses for any single commercial in-
24	surer 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.

## 1 SEC. 6. FEDERAL COST-SHARING FOR COMMERCIAL INSUR-

2	ERS.
3	(a) In General.—Pursuant to a triggering deter-
4	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 in-
16	sured losses of the insurer as a result of the
17	triggering event involved; and
18	(B) \$5,000,000.
19	(2) Individual insurer trigger.—Subject to
20	subsections (c) and (d), with respect to a triggering
21	determination under section 5(a)(2), financial assist-
22	ance shall be made available under this section, to
23	each commercial insurer incurring insured losses as
24	a result of the triggering event involved that exceed
25	the amounts under subparagraphs (A) and (B) of

1	such section, in an amount equal to the difference
2	between—
3	(A) 90 percent of the amount of the in-
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

of terrorism resulting in insured losses greater than

- 1 \$100,000,000,000 would necessitate further action
- 2 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 des-
- 16 ignates the amount of new budget authority and outlays
- 17 in all fiscal years resulting from this section as an emer-
- 18 gency requirement pursuant to section 252(e) of the Bal-
- 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 deter-
- 3 mination, each commercial insurer shall be subject to as-
- 4 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
- 13 (2) the amount of financial assistance paid
- under section 6 in connection with the triggering de-
- termination.
- 16 The aggregate assessment amount under this subsection
- 17 shall be assessed to commercial insurers through an indus-
- 18 try obligation assessment under subsection (c) and, if nec-
- 19 essary, the remainder shall be assessed through one or
- 20 more financing assessments under subsection (d).
- 21 (c) Industry Obligation Assessments.—
- 22 (1) In general.—Immediately upon the occur-
- rence of a triggering determination, the Secretary
- shall impose an industry obligation assessment
- 25 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
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.
  - (2) Timing.—A financing assessment under this subsection in connection with a triggering determination shall be imposed only upon the expiration of any 12-month period beginning after such determination during which no assessments under this 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.
- 19 (e) Allocation of Assessment.—The portion of 20 the aggregate amount of any industry obligation assess-21 ment or financing assessment under this section that is 22 allocated to each commercial insurer shall be based on the 23 ratio that the net premium written by such commercial 24 insurer during the year during which the assessment is 25 imposed bears to the aggregate written premium for such

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year, subject to section 9 and the limitation under sub-2 section (d)(3) of this section. 3 (f) NOTICE AND OBLIGATION TO PAY.— (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 under this section before the deadline established 16 17 under paragraph (2) for the assessment, the Sec-18 retary may take either or both of the following ac-19 tions: 20 (A) CIVIL MONETARY PENALTY.—Assess a 21 civil monetary penalty pursuant to section 9(d) 22 upon such insurer.

(B) Interest.—Require such insurer to

pay interest, at such rate as the Secretary con-

siders appropriate, on the amount of the assess-

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1	ment that was not paid before the deadline es-
2	tablished 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
6	covered period, the aggregate industry obligation amount
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—
11	(1) the difference between (A)
12	\$10,000,000,000, and (B) the aggregate amount of
13	any assessments made by the Secretary pursuant to
14	this section during the 12-month period preceding
15	the triggering determination; and
16	(2) the amount of financial assistance made
17	available under section 6 in connection with the trig-
18	gering determination.
19	(h) Administrative Flexibility.—
20	(1) Adjustment of assessments.—The Sec-
21	retary may provide for or require estimations of
22	amounts under this section and may provide for sub-
23	sequent refunds or require additional payments to
24	correct such estimations, as appropriate.

- 1 (2) DEFERRAL OF CONTRIBUTIONS.—The Sec2 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 in7 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 Collection.—
- 18 (1) IN GENERAL.—If, pursuant to a triggering
  19 determination, the Secretary determines that the ag20 gregate amount of financial assistance provided pur21 suant to section 6 exceeds \$20,000,000,000, the
  22 Secretary shall consider and weigh the factors under
  23 paragraph (2) to determine the extent to which a
  24 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

- 1 and casualty insurance written during such period, as the
- 2 Secretary determines is necessary to recover the aggregate
- 3 amount of financial assistance provided under section 6
- 4 in connection with the triggering determination that ex-
- 5 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—
- 13 (1) be based on a percentage of the premium
- amount charged for commercial property and cas-
- ualty insurance coverage that a policy provides; and
- 16 (2) be imposed with respect to all commercial
- 17 property and casualty insurance coverage written
- during the period referred to in subsection (b).
- 19 (e) Exclusions.—For purposes of this section, com-
- 20 mercial property and casualty insurance does not include
- 21 any reinsurance provided to primary insurance companies.
- 22 SEC. 9. ADMINISTRATION OF ASSESSMENTS AND SUR-
- 23 CHARGES.
- 24 (a) Manner and Method.—

- (1) In General.—Except to the extent specified in such sections, the Secretary shall provide for the manner and method of carrying out assessments under section 7 and surcharges under section 8, including the timing and procedures of making assessments and surcharges, notifying commercial insurers of assessments and surcharge requirements, collecting payments from and surcharges through commercial insurers, and refunding of any excess amounts paid or crediting such amounts against future assessments.
  - (2) EFFECT OF ASSESSMENTS AND SUR-CHARGES ON URBAN AND SMALLER COMMERCIAL AND RURAL AREAS AND DIFFERENT LINES OF IN-SURANCE.—In determining the method and manner of imposing assessments under section 7 and surcharges under section 8, including the amount of such assessments and surcharges, the Secretary shall take into consideration—
    - (A) the economic impact of any such assessments and surcharges on commercial centers of urban areas, including the effect on commercial rents and commercial insurance premiums, particularly rents and premiums 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
4	and smaller commercial centers, including the
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 equiva-
14	lent application of the provisions of this Act to commercial
15	insurers and policies that are not based on a calendar
16	year.
17	(c) Adjustment.—The Secretary may adjust the as-
18	sessments charged under section 7 or the percentage im-
19	posed under the surcharge under section 8 at any time,
20	as the Secretary considers appropriate to protect the na-
21	tional interest, which may include avoiding unreasonable
22	economic disruption or excessive market instability and
23	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-

tions issued under this Act, such amount in dispute.

1	SEC. 10. APPLICATION TO SELF-INSURANCE ARRANGE-
2	MENTS AND OFFSHORE INSURERS AND REIN-
3	SURERS.
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.
11	(b) Offshore Insurers and Reinsurers.—The
12	Secretary shall ensure that the provisions of this Act are
13	applied as appropriate to any offshore or non-admitted en-
14	tities that provide commercial property and casualty insur-
15	ance.
16	SEC. 11. STUDY OF RESERVES FOR PROPERTY AND CAS-
17	UALTY INSURANCE FOR TERRORIST OR
18	OTHER CATASTROPHIC EVENTS.
19	(a) In General.—The Secretary of the Treasury
20	shall conduct a study of issues relating to permitting prop-
21	erty and casualty insurance companies to establish deduct-
22	ible reserves against losses for future acts of terrorism,
23	including—
24	(1) whether such tax-favored reserves would
25	promote (A) insurance coverage of risks of ter-
26	rorism, and (B) the accumulation of additional re-

- sources needed to satisfy potential claims resulting
  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,
  - (3) how the amount of such reserves would be determined,
    - (4) how such reserves would be administered,
    - (5) a comparison of the Federal tax treatment of such reserves with other insurance reserves permitted under Federal tax laws,
    - (6) an analysis of the use of tax-favored reserves for catastrophic events, including acts of terrorism, under the tax laws of foreign countries, and
    - (7) whether it would be appropriate to permit similar reserves for other future catastrophic events, such as natural disasters, taking into account the 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.

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#### SEC. 12. STATE PREEMPTION.

- 2 (a) Covered Perils.—A commercial insurer shall
- 3 be considered to have complied with any State law that
- 4 requires or regulates the provision of insurance coverage
- 5 for acts of terrorism if the insurer provides coverage in
- 6 accordance with the definitions regarding acts of terrorism
- 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
- 12 to section 7, such provision is preempted only to the extent
- 13 necessary to provide for such insurer to recover such
- 14 losses.
- 15 (c) FILE AND USE.—
- 16 (1) In General.—With respect only to com-
- mercial property and casualty insurance covering
- acts of terrorism, any provision of State law that re-
- quires, as a condition precedent to the effectiveness
- of rates or policies for such insurance that is made
- 21 available by an insurer licensed to transact such
- business in the State, any action (including prior ap-
- proval by the State insurance regulator for such
- State) other than filing of such rates and policies
- and related information with such State insurance
- regulator is preempted to the extent such law re-

- quires such additional actions for such insurance coverage.
- graph (1) shall not be considered to preempt a provision of State law solely because the law provides that rates and policies for such insurance coverage are, upon such filing, subject to subsequent review and action, which may include actions to disapprove or discontinue use of such rates or policies, by the State insurance regulator.
- 11 (3) TREATMENT OF PRIOR REVIEW PROVI12 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 subse15 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
15	BY STATES.—It is the sense of the Congress that—
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 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.—
  - (1) Sense of congress.—It is the sense of the Congress that the States should require, by laws or regulations governing the provision of commercial property and casualty insurance that includes coverage 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 the Secretary determines that the States have not enacted laws or adopted regulations adequately providing for the disclosures described in paragraph (1) within a reasonable period of time after the date of

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

#### 6 SEC. 14. CONSULTATION WITH STATE INSURANCE REGU-

- 7 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
- 14 technical and organizational assistance to insurers and
- 15 State insurance regulators, as may be necessary to provide
- 16 for the distribution of financial assistance under section
- 17 6 and the collection of assessments under section 7 and
- 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.

## 1 SEC. 15. LITIGATION MANAGEMENT.

2	(a) Federal Cause of Action for Claims Re-
3	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 deter-
12	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 de-
18	terminations made in accordance with the pro-
19	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, un-
24	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 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.
  - (5) Limits on damages.—In an action brought under this subsection for damages:
    - (A) No punitive damages intended to punish or deter, exemplary damages, or other damages not intended to compensate a plaintiff for actual losses may be awarded, nor shall any party be liable for interest prior to the judgment.
  - (B)(i) Each defendant in such an action 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.
  - (ii) For purposes of clause (i), the term "noneconomic damages" means damages for losses for physical and emotional pain, suffering, inconvenience, physical impairment, mental anguish, disfigurement, loss of enjoyment of life, loss of society and companionship, loss of consortium, hedonic damages, injury to reputation, and any other nonpecuniary losses.
  - (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
- more than \$2,000 or imprisoned not more than 1
- 11 year, or both.
- 12 (b) Exclusion.—Nothing in this section shall in any
- 13 way limit the liability of any person who—
- 14 (1) attempts to commit, knowingly participates
- in, aids and abets, or commits any act of terrorism
- with respect to which a determination under sub-
- section (a)(1) was made, or any criminal act related
- to or resulting from such act of terrorism; or
- 19 (2) participates in a conspiracy to commit any
- such act of terrorism or any such criminal act.
- 21 (c) RIGHT OF SUBROGATION.—The United States
- 22 shall have the right of subrogation with respect to any
- 23 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	(1) any party's contractual right to arbitrate a
2	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.—
21	(A) Subject to subparagraph (B), upon de-
22	termining on an asset-by-asset basis that a
23	waiver is necessary in the national security in-
24	terest, the President may waive the require-
25	ments 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

Act of 1979 (50 U.S.C. App. 2405(j)) or sec-

- tion 620A of the Foreign Assistance Act of 1961 (22 U.S.C. 2371).
- 3 (B) The term "frozen assets" means assets
  4 seized or frozen by the United States in accord5 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 the term "asset subject to the Vienna Conven-9 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 ON LIFE INSURANCE INDUSTRY.

20 (a) ESTABLISHMENT.—Not later than 30 days after
21 the date of enactment of this Act, the President shall es22 tablish a commission (in this section referred to as the
23 "Commission") to study and report on the potential ef24 fects of an act or acts of terrorism on the life insurance

1	industry in the United States and the markets served by
2	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,

1	staffing, and coordination with other governmental
2	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
12	(2) possible actions or mechanisms to sustain or
13	supplement the ability of the life insurance industry
14	in the United States to cover losses due to death or
15	disability resulting from an act or acts of terrorism
16	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
23	(C) other consequences from such acts
24	occur, as determined by the Commission, that
25	may significantly affect the ability of the life in-

- 1 surance industry in the United States to inde-
- 2 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 de-
- 10 scribing the results of the study and any recommendations
- 11 developed under subsection (c).
- 12 (f) Termination.—The Commission shall terminate
- 13 60 days after submission of the report pursuant to sub-
- 14 section (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
- 18 possible crisis in the availability and affordability of rail-
- 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.

## 1 SEC. 18. STUDY OF REINSURANCE POOL SYSTEM FOR FU-

- 2 TURE ACTS OF TERRORISM.
- 3 (a) Study.—The Secretary, the Board of Governors
- 4 of the Federal Reserve System, and the Comptroller Gen-
- 5 eral of the United States shall jointly conduct a study on
- 6 the advisability and effectiveness of establishing a reinsur-
- 7 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 in-
- 15 dustry, (4) representatives from the reinsurance industry,
- 16 (5) the NAIC, and (6) such consumer organizations as
- 17 the Secretary considers appropriate.
- 18 (c) Report.—Not later than 6 months after the date
- 19 of the enactment of this Act, the Secretary, the Board of
- 20 Governors of the Federal Reserve System, and the Comp-
- 21 troller General shall jointly submit a report to the Con-
- 22 gress on the results of the study under subsection (a).
- 23 SEC. 19. DEFINITIONS.
- 24 For purposes of this Act, the following definitions
- 25 shall 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
25	group's agents or surrogates;

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.
15	(3) AGGREGATE WRITTEN PREMIUM.—The
16	term "aggregate written premium" means, with re-
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.
21	(4) Commercial insurer.—The term "com-
22	mercial insurer" means any corporation, association,
23	society, order, firm, company, mutual, partnership,
24	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

- losses sustained by all insurers from coverage written under all lines of commercial property and casualty insurance.
  - (9) Insured loss.—The term "insured loss" means any loss, net of reinsurance and retrocessional reinsurance, covered by commercial property and casualty insurance.
    - (10) NAIC.—The term "NAIC" means the National Association of Insurance Commissioners.
    - (11) Net premium.—The term "net premium" means, with respect a commercial insurer and a year, the aggregate premium amount collected by such commercial insurer for all commercial property and casualty insurance coverage written during such year under all lines of commercial property and casualty insurance by such commercial insurer, less any premium paid by such commercial insurer to other commercial insurers to insure or reinsure those risks.
    - (12) Secretary.—The term "Secretary" 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,

- the Virgin Islands, American Samoa, and any other
   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).
  - (16) Triggering event.—The term "triggering event" means, with respect to a triggering determination, the occurrence of an act of terrorism, or the occurrence of such acts, that caused the insured losses resulting in such triggering determination.
- 16 (17) UNITED STATES.—The term "United States" means, collectively, the States (as such term 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-
- 23 ning on the date of the enactment of this Act and ending
- 24 on January 1, 2003.

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- 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 necessary
- 15 to carry out this Act.

Passed the House of Representatives November 29, 2001.

Attest:

Clerk.

# 107TH CONGRESS H.R. 3210

## AN ACT

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