114TH CONGRESS 2D SESSION

H. R. 4947

To establish a program to provide reinsurance for State natural catastrophe insurance programs to help the United States better prepare for and protect its citizens against the ravages of natural catastrophes, to encourage and promote mitigation and prevention for, and recovery and rebuilding from such catastrophes, and to better assist in the financial recovery from such catastrophes.

IN THE HOUSE OF REPRESENTATIVES

APRIL 14, 2016

Mr. Jolly introduced the following bill; which was referred to the Committee on Financial Services

A BILL

To establish a program to provide reinsurance for State natural catastrophe insurance programs to help the United States better prepare for and protect its citizens against the ravages of natural catastrophes, to encourage and promote mitigation and prevention for, and recovery and rebuilding from such catastrophes, and to better assist in the financial recovery from such catastrophes.

- 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; TABLE OF CONTENTS.

- 2 (a) SHORT TITLE.—This Act may be cited as the
- 3 "Natural Disaster Reinsurance Act of 2016".
- 4 (b) Table of Contents.—The table of contents for
- 5 this Act is as follows:
 - Sec. 1. Short title; table of contents.
 - Sec. 2. Congressional findings.
 - Sec. 3. National Commission on Catastrophe Preparation and Protection.
 - Sec. 4. Program authority.
 - Sec. 5. Qualified lines of coverage.
 - Sec. 6. Covered perils.
 - Sec. 7. Contracts for reinsurance coverage for eligible State programs.
 - Sec. 8. Treatment of insured losses and maximum Federal liability.
 - Sec. 9. Catastrophe capital reserve funds.
 - Sec. 10. Consumer Hurricane, Earthquake, Loss Protection (HELP) Fund.
 - Sec. 11. Annual study concerning benefits of reinsurance program.
 - Sec. 12. Definitions.
 - Sec. 13. Regulations.
 - Sec. 14. Termination.

6 SEC. 2. CONGRESSIONAL FINDINGS.

- 7 The Congress finds that—
- 8 (1) the United States needs to take actions to
- 9 be better prepared for and better protected from ca-
- 10 tastrophes;
- 11 (2) the hurricane seasons of 2004 and 2005 are
- startling reminders of both the human and economic
- devastation that hurricanes, flooding, and other nat-
- ural disasters can cause;
- 15 (3) if a hurricane similar to the deadly 1900
- 16 Galveston hurricane occurred again it could cause
- 17 over \$36,000,000,000 in loss;

- 1 (4) if the 1904 San Francisco earthquake oc-2 curred again it could cause over \$400,000,000,000 3 in loss;
 - (5) if a Category 5 hurricane were to hit Miami it could cause over \$50,000,000,000 in loss and devastate the insurance industry in the United States;
 - (6) if the 1938 "Long Island Express" were to occur again it could cause over \$30,000,000,000 in damage and if a hurricane that strong were to directly hit Manhattan it could cause over \$150,000,000,000 in damage and cause irreparable harm to our Nation's economy;
 - (7) a more comprehensive and integrated approach to dealing with catastrophes is needed;
 - (8) using history as a guide, natural catastrophes will inevitably place a tremendous strain on homeowners' insurance markets in many areas, will raise costs for consumers, and will jeopardize the ability of many consumers to adequately insure their homes and possessions;
 - (9) the lack of sufficient insurance capacity and the inability of private insurers to build enough capital, in a short amount of time, threatens to increase the number of uninsured homeowners, which, in

- turn, increases the risk of mortgage defaults and the
 strain on the Nation's banking system;
 - (10) some States have intervened to ensure the continued availability and affordability of homeowners' insurance for all residents;
 - (11) it is appropriate that efforts to improve insurance availability be designed and implemented at the State level;
 - (12) while State insurance programs may be adequate to cover losses from most natural disasters, a small percentage of events are likely to exceed the financial capacity of these programs and the local insurance markets;
 - (13) making available limited Federal reinsurance would improve the effectiveness of State insurance programs and private insurance markets and would increase the likelihood that homeowners' insurance claims will be fully paid in the event of a large natural catastrophe and that routine claims that occur after a mega-catastrophe will also continue to be paid;
 - (14) it is necessary to provide a Federal reinsurance program on a temporary basis that will provide more protection at an overall lower cost and that will promote stability in the homeowners' insur-

- ance market in the short term and encourage growth of reinsurance capacity by the private and capital markets as soon as practical;
 - (15) it is the proper role of the Federal Government to prepare for and protect its citizens from catastrophes and to facilitate consumer protection, victim assistance, and recovery, including financial recovery;
 - (16) any Federal reinsurance program must be founded upon sound actuarial principles and priced in a manner that minimizes the potential impact on the Treasury of the United States, encourages the creation of State funds and maximizes the buying potential of these State funds, encourages and promotes prevention and mitigation, recovery and rebuilding, and consumer education, and emphasizes continuous analysis and improvement; and
 - (17) such a Federal reinsurance program should not remain in existence longer than necessary for the private entities or the capital markets, or both, to provide adequate reinsurance capacity to address the homeowners' insurance market.

1 SEC. 3. NATIONAL COMMISSION ON CATASTROPHE PREPA-

2	RATION AND PROTECTION.
3	(a) Establishment.—The Secretary of the Treas-
4	ury shall establish a commission to be known as the Na-
5	tional Commission on Catastrophe Preparation and Pro-
6	tection.
7	(b) Duties.—The Commission shall meet for the
8	purpose of advising the Secretary regarding the estimated
9	loss costs associated with the contracts for reinsurance
10	coverage available under this Act and carrying out the
11	functions specified in this Act, including—
12	(1) the development and implementation of
13	public education concerning the risks posed by nat-
14	ural catastrophes;
15	(2) the development and implementation of pre-
16	vention, mitigation, recovery, and rebuilding stand-
17	ards that better prepare and protect the United
18	States from catastrophes;
19	(3) the establishment of requirements under
20	section 7(e) to ensure that cost savings resulting
21	from this Act inure to the benefit of consumers; and
22	(4) conducting continuous analysis of the effec-
23	tiveness of this Act and recommending improve-
24	ments to the Congress so that the costs of providing
25	catastrophe protection are decreased and so that the
26	United States is better prepared.

1	(c) Members.—
2	(1) APPOINTMENT AND QUALIFICATION.—The
3	Commission shall consist of 9 members, as follows:
4	(A) HOMELAND SECURITY MEMBER.—The
5	Secretary of Homeland Security or the Sec-
6	retary's designee.
7	(B) APPOINTED MEMBERS.—Eight mem-
8	bers appointed by the Secretary, who shall con-
9	sist of—
10	(i) one individual who is an actuary;
11	(ii) one individual who is employed in
12	engineering;
13	(iii) one individual representing the
14	scientific community;
15	(iv) one individual representing prop-
16	erty and casualty insurers;
17	(v) one individual representing rein-
18	surers;
19	(vi) one individual who is a member or
20	former member of the National Association
21	of Insurance Commissioners; and
22	(vii) two individuals who are con-
23	sumers.
24	(2) Prevention of conflicts of inter-
25	EST.—Members shall have no personal or financial

- 1 interest at stake in the deliberations of the Commis-
- 2 sion.
- 3 (d) Treatment of Non-Federal Members.—
- 4 Each member of the Commission who is not otherwise em-
- 5 ployed by the Federal Government shall be considered a
- 6 special Government employee for purposes of sections 202
- 7 and 208 of title 18, United States Code.
- 8 (e) Experts and Consultants.—The Commission
- 9 may procure temporary and intermittent services from in-
- 10 dividuals or groups recognized as experts in the fields of
- 11 meteorology, seismology, vulcanology, geology, structural
- 12 engineering, wind engineering, and hydrology, and other
- 13 fields, under section 3109(b) of title 5, United States
- 14 Code, but at a rate not in excess of the daily equivalent
- 15 of the annual rate of basic pay payable for level V of the
- 16 Executive Schedule, for each day during which the indi-
- 17 vidual procured is performing such services for the Com-
- 18 mission. The Commission may also procure, and the Con-
- 19 gress encourages the Commission to procure, experts from
- 20 universities, research centers, foundations, and other ap-
- 21 propriate organizations who could study, research, and de-
- 22 velop methods and mechanisms that could be utilized to
- 23 strengthen structures to better withstand the perils cov-
- 24 ered by this Act.

- 1 (f) Compensation.—Each member of the Commis-
- 2 sion who is not an officer or employee of the Federal Gov-
- 3 ernment shall be compensated at a rate of basic pay pay-
- 4 able for level V of the Executive Schedule, for each day
- 5 (including travel time) during which such member is en-
- 6 gaged in the performance of the duties of the Commission.
- 7 All members of the Commission who are officers or em-
- 8 ployees of the United States shall serve without compensa-
- 9 tion in addition to that received for their services as offi-
- 10 cers or employees of the United States.
- 11 (g) Obtaining Data.—The Commission and the
- 12 Secretary may solicit loss exposure data and such other
- 13 information either deems necessary to carry out its re-
- 14 sponsibilities from governmental agencies and bodies and
- 15 organizations that act as statistical agents for the insur-
- 16 ance industry. The Commission and the Secretary shall
- 17 take such actions as are necessary to ensure that informa-
- 18 tion that either deems is confidential or proprietary is dis-
- 19 closed only to authorized individuals working for the Com-
- 20 mission or the Secretary. No company which refuses to
- 21 provide information requested by the Commission or the
- 22 Secretary may participate in the program for reinsurance
- 23 coverage authorized under this Act, nor may any State
- 24 insurance or reinsurance program participate if any gov-
- 25 ernmental agency within that State has refused to provide

1	information requested by the Commission or the Sec-
2	retary.
3	(h) Funding.—
4	(1) Authorization of appropriations.—
5	There is authorized to be appropriated—
6	(A) \$10,000,000 for fiscal year 2017 for
7	the initial expenses in establishing the Commis-
8	sion and the initial activities of the Commission
9	that cannot timely be covered by amounts ob-
10	tained pursuant to section 7(b)(6)(B)(iii), as
11	determined by the Secretary;
12	(B) such additional sums as may be nec-
13	essary to carry out subsequent activities of the
14	Commission;
15	(C) \$10,000,000 for fiscal year 2017 for
16	the initial expenses of the Secretary in carrying
17	out the program authorized under section 4;
18	and
19	(D) such additional sums as may be nec-
20	essary to carry out subsequent activities of the
21	Secretary under this Act.
22	(2) Offset.—The Secretary shall provide, to
23	the maximum extent practicable, that an amount
24	equal to any amount appropriated under paragraph
25	(1) is obtained from purchasers of reinsurance cov-

- 1 erage under this Act and deposited in the Fund es-
- 2 tablished under section 10. Such amounts shall be
- 3 obtained by inclusion of a provision for the Sec-
- 4 retary's and the Commission's expenses incorporated
- 5 into the pricing of the contracts for such reinsurance
- 6 coverage, pursuant to section 7(b)(6)(B)(iii).
- 7 (i) Termination.—The Commission shall terminate
- 8 upon the effective date of the repeal under section 14(c).

9 SEC. 4. PROGRAM AUTHORITY.

- 10 (a) IN GENERAL.—The Secretary of the Treasury, in
- 11 consultation with the Secretary of Homeland Security,
- 12 shall carry out a program under this Act to improve the
- 13 availability and affordability of homeowners protection
- 14 coverage by making available for purchase, only by eligible
- 15 State programs, contracts for reinsurance coverage under
- 16 section 7.
- 17 (b) Purpose.—The program shall be designed to
- 18 make reinsurance coverage under this Act available—
- 19 (1) to improve the availability and affordability
- of homeowners' and flood insurance for the purpose
- of facilitating the pooling, and spreading the risk, of
- 22 catastrophic financial losses from natural catas-
- 23 trophes;
- 24 (2) to improve the solvency and capacity of
- 25 homeowners' and flood insurance markets;

1	(3) to encourage the development and imple-
2	mentation of mitigation, prevention, recovery, and
3	rebuilding standards; and
4	(4) to recommend methods to continuously im-
5	prove the way the United States reacts and responds
6	to catastrophes, including improvements to the
7	HELP Fund established under section 10.
8	(c) Contract Principles.—Under the program
9	under this Act, the Secretary shall offer reinsurance cov-
10	erage through contracts with covered purchasers, which
11	contracts—
12	(1) shall not displace or compete with the pri-
13	vate insurance or reinsurance markets or the capital
14	market;
15	(2) shall minimize the administrative costs of
16	the Federal Government; and
17	(3) shall provide coverage based solely on in-
18	sured losses within the State for the eligible State
19	program purchasing the contract.
20	SEC. 5. QUALIFIED LINES OF COVERAGE.
21	Each contract for reinsurance coverage made avail-
	able under this Act shall provide insurance coverage
	against residential property losses to homes (including
د_	against residential property losses to nomes (including

24 dwellings owned under condominium and cooperative own-

- ership arrangements) and the contents of apartment 2 buildings. SEC. 6. COVERED PERILS. 4 Each contract for reinsurance coverage made avail-5 able under this Act shall cover losses insured or reinsured by the eligible State program purchasing the contract that are proximately caused by— 8 (1) floods; 9 (2) earthquakes; 10 (3) perils ensuing from earthquakes, including 11 fire and tsunamis; 12 (4) tropical cyclones having maximum sustained winds of at least 74 miles per hour, including hurri-13 14 canes and typhoons; 15 (5) tornadoes; 16 (6) volcanic eruptions; 17 (7) catastrophic winter storms; and
- 18 (8) any other natural catastrophe insured or re-19 insured under the eligible State program for which
- 20 reinsurance coverage under section 7 is provided.
- 21 The Secretary shall, by regulation, define the natural ca-
- tastrophe perils under this section.

1	SEC. 7. CONTRACTS FOR REINSURANCE COVERAGE FOR
2	ELIGIBLE STATE PROGRAMS.
3	(a) Eligible State Programs.—A program shall
4	be eligible to purchase a contract under this section for
5	reinsurance coverage under this Act only if the State enti-
6	ty authorized to make such determinations certifies to the
7	Secretary that the program complies with the following re-
8	quirements:
9	(1) Program design.—The program shall be a
10	State-operated—
11	(A) insurance program that—
12	(i) offers coverage for homes (which
13	may include dwellings owned under condo-
14	minium and cooperative ownership ar-
15	rangements) and the contents of apart-
16	ments to State residents; and
17	(ii) is authorized by State law; or
18	(B) reinsurance program that is designed
19	to improve private insurance markets that offer
20	coverage for homes (which may include dwell-
21	ings owned under condominium and cooperative
22	ownership arrangements) and the contents of
23	apartments because of a finding by the State
24	insurance commissioner or other State entity
25	authorized to make such a determination that
26	such program is necessary in order to provide

1	for the continued availability of such residential
2	coverage for all residents.
3	(2) Operation.—The program shall meet the
4	following requirements:
5	(A) A majority of the members of the gov-
6	erning body of the program shall be public offi-
7	cials.
8	(B) The State shall have a financial inter-
9	est in the program, which shall not include a
10	program authorized by State law or regulation
11	that requires insurers to pool resources to pro-
12	vide property insurance coverage for covered
13	perils.
14	(C) If the State has at any time appro-
15	priated amounts from the State fund for the
16	State program for any purpose other than pay-
17	ments under the program, the State shall have
18	repaid such amounts to the State fund, together
19	with interest on such amounts.
20	(3) Tax status.—The program shall be struc-
21	tured and carried out in a manner so that the pro-
22	gram is exempt from all Federal taxation.
23	(4) Coverage.—The program shall cover all
24	perils specified in section 6.

- (5) Earnings.—The program may not provide for, nor shall have ever made, any redistribution of any part of any net profits of the program to any insurer that participates in the program.
 - (6) Prevention and mitigation.—The program shall include prevention and mitigation provisions that require that not less than \$10,000,000 and not more than 35 percent of the net investment income of the State insurance or reinsurance program be used for programs to mitigate losses from natural catastrophes for which the State insurance or reinsurance program was established. For purposes of this paragraph, prevention and mitigation shall include methods to reduce losses of life and property, including appropriate measures to adequately reflect—
 - (A) encouragement of awareness about the risk factors and what can be done to eliminate or reduce them;
 - (B) location of the risk, by giving careful consideration of the natural risks for the location of the property before allowing building and considerations if structures are allowed; and

1	(C) construction relative to the risk and
2	hazards, which act upon—
3	(i) State-mandated building codes ap-
4	propriate for the risk;
5	(ii) adequate enforcement of the risk-
6	appropriate building codes;
7	(iii) building materials that prevent or
8	significantly lessen potential damage from
9	the natural catastrophes;
10	(iv) building methods that prevent or
11	significantly lessen potential damage from
12	the natural catastrophes; and
13	(v) a focus on prevention and mitiga-
14	tion for any substantially damaged struc-
15	ture, with an emphasis on how structures
16	can be retrofitted so as to make them
17	building code compliant.
18	(7) Requirements regarding coverage.—
19	(A) In General.—The program—
20	(i) may not, except for charges or as-
21	sessments related to postevent financing or
22	bonding, involve cross-subsidization be-
23	tween any separate property and casualty
24	lines covered under the program unless the
25	elimination of such activity in an existing

program would negatively impact the eligibility of the program to purchase a contract for reinsurance coverage under this Act pursuant to paragraph (3);

(ii) shall include provisions that authorize the State insurance commissioner or other State entity authorized to make such a determination to terminate the program if the insurance commissioner or other such entity determines that the program is no longer necessary to ensure the availability of homeowners' insurance for all residents of the State; and

(iii) shall provide that, for any insurance coverage for homes (which may include dwellings owned under condominium and cooperative ownership arrangements) and the contents of apartments that is made available under the State insurance program and for any reinsurance coverage for such insurance coverage made available under the State reinsurance program, the premium rates charged shall be amounts that, at a minimum, are sufficient to cover the full actuarial costs of such coverage,

based on consideration of the risks involved and accepted actuarial and rate making principles, anticipated administrative expenses, and loss and loss-adjustment expenses.

- (B) APPLICABILITY.—This paragraph shall apply after the expiration of the 2-year period beginning on the date of the enactment of this Act.
- (8) Prohibition of competition with private market.—Any insurance or reinsurance coverage, as applicable, made available through the State program shall not supplant coverage that is otherwise reasonably available and affordable in the private market.

(9) Other qualifications.—

(A) In GENERAL.—The State program shall (for the year for which the coverage is in effect) comply with regulations that shall be issued under this paragraph by the Secretary, in consultation with the Commission. The regulations shall establish criteria for State programs to qualify to purchase reinsurance under this section, which are in addition to the re-

1	quirements under the other paragraphs of this
2	subsection.
3	(B) Contents.—The regulations issued
4	under this paragraph shall include requirements
5	that—
6	(i) the State program shall have pub-
7	lic members on its board of directors or
8	have an advisory board with public mem-
9	bers;
10	(ii) the State program provide ade-
11	quate insurance or reinsurance protection,
12	as applicable, for the perils covered, which
13	shall include a range of deductibles and
14	premium costs that reflect the applicable
15	risks to eligible properties;
16	(iii) insurance or reinsurance cov-
17	erage, as applicable, provided by the State
18	program is made available on a non-
19	discriminatory basis to all qualifying resi-
20	dents;
21	(iv) any new construction, substantial
22	rehabilitation, and renovation insured or
23	reinsured by the program complies with
24	applicable State or local government build-
25	ing, fire, and safety codes;

1	(v) the State, or appropriate local gov-
2	ernments within the State, have in effect
3	and enforce nationally recognized mode
4	building, fire, and safety codes and con-
5	sensus-based standards that offer risk re-
6	sponsive resistance that is substantially
7	equivalent or greater than the resistance to
8	earthquakes or high winds;
9	(vi) the State has taken actions to es-
10	tablish an insurance rate structure that
11	takes into account measures to mitigate in-
12	surance losses;
13	(vii) there are in effect, in such State
14	laws or regulations sufficient to prohibit
15	price gouging, during the term of reinsur-
16	ance coverage under this Act for the State
17	program in any disaster area located with-
18	in the State; and
19	(viii) the State program complies with
20	such other requirements that the Secretary
21	considers necessary to carry out the pur-
22	poses of this Act.
23	(b) Terms of Contracts.—Each contract under
24	this section for reinsurance coverage under this Act shall
25	be subject to the following terms and conditions:

- 1 (1) MATURITY.—The term of the contract shall 2 not exceed 1 year or such other term as the Sec-3 retary may determine.
 - (2) Payment condition.—The contract shall authorize claims payments only for eligible losses to the eligible State program purchasing the coverage.
 - each event of a covered peril, the contract shall make a payment for the event only if the total amount of insurance claims for losses, which are covered by qualified lines, occur to properties located within the State covered by the contract, and that result from insured losses (as defined in section 12) for the State program, exceeds the amount of retained losses provided under the contract (pursuant to section 8(a)) purchased by the eligible State program.
 - (4) MULTIPLE EVENTS.—The contract shall cover any eligible losses from one or more covered events that may occur during the term of the contract and shall provide that if multiple events occur, the retained losses requirement under paragraph (3) shall apply on a calendar year basis, in the aggregate and not separately to each individual event.

1 (5) Timing of Eligible Losses.—Eligible
2 losses under the contract shall include only insur3 ance claims for property covered by qualified lines
4 that are reported to the eligible State program with5 in the 3-year period beginning upon the event or
6 events for which payment under the contract is pro7 vided.

(6) Pricing.—

- (A) DETERMINATION.—The price of reinsurance coverage under the contract shall be an amount established by the Secretary as follows:
 - (i) RECOMMENDATIONS.—The Secretary shall take into consideration the recommendations of the Commission in establishing the price, but the price may not be less than the amount recommended by the Commission.
 - (ii) Fairness to taxpayers.—The price shall be established at a level that is designed to reflect the risks and costs being borne under each reinsurance contract issued under this Act and that takes into consideration empirical models of natural disasters and the capacity of private

1	markets to absorb insured losses from nat-
2	ural disasters.
3	(iii) Self-sufficiency.—The rates
4	for reinsurance coverage shall be estab-
5	lished at a level that annually produces ex-
6	pected premiums that shall be sufficient to
7	pay the expected annualized cost of all
8	claims, loss adjustment expenses, and all
9	administrative costs of reinsurance cov-
10	erage offered under this section.
11	(B) Components.—The price shall consist
12	of the following components:
13	(i) RISK-BASED PRICE.—A risk-based
14	price, which shall reflect the anticipated
15	annualized payout of the contract accord-
16	ing to the actuarial analysis and rec-
17	ommendations of the Commission.
18	(ii) RISK LOAD.—A risk load in an
19	amount that is not less than the risk-based
20	price under clause (i). In establishing risk
21	loads under this clause, the Secretary shall
22	take into consideration comparable private
23	risk loads.
24	(iii) Administrative costs.—A sum
25	sufficient to provide for the operation of

- the Commission and the administrative expenses incurred by the Secretary in carrying out this Act.
 - (7) Information.—The contract shall contain a condition providing that the Commission may require the State program that is covered under the contract to submit to the Commission all information on the State program relevant to the duties of the Commission, as determined by the Secretary.
 - (8) Additional contract option.—The contract shall provide that the purchaser of the contract may, during the term of such original contract, purchase additional contracts from among those offered by the Secretary at the beginning of the term, subject to the limitations under section 8, at the prices at which such contracts were offered at the beginning of the term, prorated based upon the remaining term as determined by the Secretary. Such additional contracts shall provide coverage beginning on a date 15 days after the date of purchase but shall not provide coverage for losses for an event that has already occurred.
 - (9) Others.—The contract shall contain such other terms as the Secretary considers necessary to

carry out this Act and to ensure the long-term financial integrity of the program under this Act.

(c) Private Sector Right To Participate.—

- (1) Establishment of competitive procedure.—The Secretary shall establish, by regulation, a competitive procedure under this subsection that provides qualified entities an opportunity, on a basis consistent with the contract cycle established under this Act by the Secretary, to offer to provide, in lieu of reinsurance coverage under this section, reinsurance coverage that is substantially similar to coverage otherwise made available under this section.
- (2) Competitive procedure.—Under the procedure established under this subsection—
 - (A) the Secretary shall establish criteria for private insurers, reinsurers, and capital market companies, and consortia of such entities to be treated as qualified entities for purposes of this subsection, which criteria shall require such an entity to have at all times capital sufficient to satisfy the terms of the reinsurance contracts and shall include such other industry and credit rating standards as the Secretary considers appropriate;

- (B) not less than 30 days before the beginning of each contract cycle during which any reinsurance coverage under this section is to be made available, the Secretary may request proposals and shall publish in the Federal Register the rates and terms for contracts for reinsurance coverage under this section that are to be made available during such contract cycle;
 - (C) the Secretary shall provide qualified entities a period of not less than 10 days (which shall terminate not less than 20 days before the beginning of the contract cycle) to submit to the Secretary a written expression of interest in providing reinsurance coverage in lieu of the coverage otherwise to be made available under this section;
 - (D) the Secretary shall provide any qualified entity submitting an expression of interest during the period referred to in subparagraph (C) a period of not less than 20 days (which shall terminate before the beginning of the contract cycle) to submit to the Secretary an offer to provide, in lieu of the reinsurance coverage otherwise to be made available under this sec-

tion, coverage that is substantially similar to such coverage;

(E) if the Secretary determines that an offer submitted during the period referred to in subparagraph (D) is a bona fide offer to provide reinsurance coverage during the contract cycle at rates and terms that are substantially similar to the rates and terms for reinsurance coverage otherwise to be provided under this section by the Secretary, the Secretary shall accept the offer (if still outstanding) and, not-withstanding any other provision of this Act, provide for such entity to make reinsurance coverage available in accordance with the offer; and

(F) if the Secretary accepts an offer pursuant to subparagraph (E) to make reinsurance coverage available, notwithstanding any other provision of this Act, the Secretary shall reduce, to an equivalent extent, the amount of reinsurance coverage available under this section during the contract cycle to which the offer relates, unless and until the Secretary determines that the entity is not complying with the terms of the accepted offer.

1	(d) Participation by Multi-State Catastrophe
2	FUND PROGRAMS.—Nothing in this Act shall prohibit the
3	creation of multi-State catastrophe insurance or reinsur-
4	ance programs, or the participation by such programs in
5	the program established pursuant to section 4. The Sec-
6	retary shall, by regulation, apply the provisions of this Act
7	to multi-State catastrophe insurance and reinsurance pro-
8	grams.
9	(e) Requirement for Insurers To Pass
10	Through Savings to Consumers.—Notwithstanding
11	any other provision of this Act, a State program shall not
12	be eligible to purchase a contract for reinsurance coverage
13	made available under this Act unless such State has in
14	effect such laws, regulations, or other requirements, as the
15	Secretary shall by regulation require, that—
16	(1) to the extent that reinsurance coverage
17	made available under the program under this Act re-
18	sults in any cost savings in providing insurance cov-
19	erage for risks in such State, such cost savings be
20	reflected in premium rates charged to consumers for
21	such coverage; and
22	(2) the State take such actions as the Secretary
23	considers appropriate to ensure that the requirement
24	under paragraph (1) is carried out and enforced.

1	SEC. 8. TREATMENT OF INSURED LOSSES AND MAXIMUM
2	FEDERAL LIABILITY.
3	(a) Available Levels of Retained Losses.—In
4	making reinsurance coverage available under this Act, the
5	Secretary shall make available for purchase contracts for
6	such coverage that require the sustainment of retained
7	losses from covered perils (as required under section
8	7(b)(3) for payment of eligible losses) in various amounts
9	as the Secretary, in consultation with the Commission, de-
10	termines appropriate and subject to the requirements
11	under subsection (b).
12	(b) Minimum Level of Retained Losses.—
13	(1) Amount.—Subject to paragraph (2) and
14	notwithstanding any other provision of this Act, a
15	contract for reinsurance coverage under section 7 for
16	an eligible State program that offers insurance or
17	reinsurance coverage described in subparagraph (A)
18	or (B), respectively, of section 7(a)(1) may not be
19	made available or sold unless the contract requires
20	that the State program sustain an amount of re-
21	tained losses from covered perils in the following
22	amount:
23	(A) In General.—The State program
24	shall sustain an amount of retained losses of
25	not less than the greater of—

1	(i) the claims-paying capacity of the
2	eligible State program, as determined by
3	the Secretary; and
4	(ii) an amount, determined by the
5	Secretary in consultation with the Commis-
6	sion, that is the amount equal to the eligi-
7	ble losses projected to be incurred once
8	every 200 years on an annual basis from
9	covered perils.
10	(B) Transition rule for New Pro-
11	GRAMS.—
12	(i) 200-YEAR EVENT.—The Secretary
13	may provide that, in the case of an eligible
14	State program that, after the date of the
15	enactment of this Act, commences offering
16	insurance or reinsurance coverage, during
17	the 7-year period beginning on the date
18	that reinsurance coverage under section 7
19	is first made available, the minimum level
20	of retained losses applicable under this
21	paragraph shall be the amount determined
22	for the State under subparagraph (A)(i),
23	except that such minimum level shall be
24	adjusted annually as provided in clause (ii)
25	of this subparagraph.

1 (ii) Annual adjus	STMENT.—Each an-
2 nual adjustment under	this clause shall in-
3 crease the minimum lev	vel of retained losses
4 applicable under this s	subparagraph to an
5 eligible State program	described in clause
6 (i) in a manner such th	at—
7 (I) during the	e course of such 7-
8 year period, the a	applicable minimum
9 level of retained lo	esses approaches the
minimum level th	at, under subpara-
graph (A)(ii), will	apply to the eligible
12 State program upo	on the expiration of
such period; and	
14 (II) each such	n annual increase is
a substantially sim	nilar amount, to the
extent practicable.	
17 (C) REDUCTION BECA	AUSE OF REDUCED
CLAIMS-PAYING CAPACITY.—	-
19 (i) Authority	.—Notwithstanding
subparagraphs (A), (E	3), and (C) or the
terms contained in a c	contract for reinsur-
ance pursuant to such	n subparagraphs, if
the Secretary determin	es that the claims-
paying capacity of an	eligible State pro-
25 gram has been reduced	because of payment

for losses due to an event, the Secretary
may reduce the minimum level of retained
losses.

- (ii) TERM OF REDUCTION.—The Secretary may extend the 5-year period for not more than 5 additional 1-year periods if the Secretary determines that losses incurred by the State program as a result of covered perils create excessive hardship on the State program. The Secretary shall consult with the appropriate officials of the State program regarding the required schedule and any potential 1-year extensions.
- (D) CLAIMS-PAYING CAPACITY.—For purposes of this paragraph, the claims-paying capacity of a State-operated insurance or reinsurance program under section 7(a)(1) shall be determined by the Secretary, in consultation with the Commission, taking into consideration the claims-paying capacity as determined by the State program, retained losses to private insurers in the State in an amount assigned by the State insurance commissioner, the cash surplus of the program, and the lines of credit, reinsur-

- ance, and other financing mechanisms of the
 program established by law.
- 3 (2) Initial adjustment based on private 4 MARKET.—The Secretary may, before making con-5 tracts for reinsurance coverage under this Act ini-6 tially available under section 7, raise the minimum 7 level of retained losses from the amount required 8 under paragraph (1) for an eligible State program to 9 ensure, as determined by the Secretary, that such 10 contracts comply with the principle under section 11 4(c)(1).
- 12 (c) 90 PERCENT COVERAGE OF INSURED LOSSES IN
 13 EXCESS OF RETAINED LOSSES.—Each contract for rein14 surance coverage under this Act for a covered purchaser
 15 shall provide that the amount paid out under the contract
 16 shall, subject to subsection (d), be equal to 90 percent of
 17 the amount of insured losses of the eligible State program
- 18 of the purchaser in excess of the amount of retained losses 19 that the contract requires, pursuant to subsection (b), to
- 20 be incurred by such program.
- 21 (d) Maximum Federal Liability.—
- 22 (1) IN GENERAL.—Notwithstanding any other 23 provision of law, the Secretary may sell only con-24 tracts for reinsurance coverage under this Act in

1	various amounts that comply with the following re-
2	quirements:
3	(A) ESTIMATE OF AGGREGATE LIABIL-
4	ITY.—The aggregate liability for payment of
5	claims under all such contracts in any single
6	year is unlikely to exceed \$200,000,000,000 (as
7	such amount is adjusted under paragraph (2)).
8	(B) Eligible loss coverage sold.—El-
9	igible losses covered by all contracts sold within
10	a State during a 12-month period do not exceed
11	the difference between the following amounts
12	(each of which shall be determined by the Sec-
13	retary in consultation with the Commission):
14	(i) The amount equal to the eligible
15	loss projected to be incurred once every
16	500 years from a single event in the State.
17	(ii) The amount equal to the eligible
18	loss projected to be incurred once every
19	200 years from a single event in the State.
20	(2) Annual adjustments.—The Secretary
21	shall annually adjust the amount under paragraph
22	(1)(A) (as it may have been previously adjusted) to
23	provide for inflation in accordance with an inflation
24	index that the Secretary determines to be appro-

priate.

SEC. 9. CATASTROPHE CAPITAL RESERVE FUNDS.

- 2 (a) Establishment.—Any insurer who participates
- 3 in an eligible State program under section 7(a) may estab-
- 4 lish a Catastrophe Capital Reserve Fund (in this section
- 5 referred to as a "reserve fund") in which it may hold
- 6 funds in a fiduciary capacity on behalf of the Secretary.
- 7 (b) Funding.—An insurer may fund a reserve fund
- 8 by making an election, in advance, to treat some or all
- 9 of the premiums received for such coverage as charges im-
- 10 posed by the Secretary for participation in, and operation
- 11 of, the program for reinsurance coverage under this Act.
- 12 Any such premiums for which such an election has been
- 13 made shall be maintained in a segregated account in a
- 14 fiduciary capacity on behalf of the Secretary. Such funds
- 15 may be invested in any otherwise legally permissible man-
- 16 ner but all interest, dividends, and capital accumulations
- 17 also shall be retained in such segregated account on behalf
- 18 of the Secretary.
- 19 (c) USE.—Amounts in a reserve fund established pur-
- 20 suant to this section shall be collected and used by the
- 21 Secretary to offset, in whole or in part, the cost to the
- 22 Secretary of claims paid under reinsurance coverage pro-
- 23 vided under the program, except that, in the case only of
- 24 a single event that results in an amount of eligible losses
- 25 to insurers that is equal to or greater than the amount
- 26 of such losses projected to be incurred from a single event

- 1 having an extent of such losses such that the event has
- 2 a 1.0 percent chance of occurring in any year, an insurer
- 3 may first use the funds in a reserve fund of the insurer
- 4 to satisfy any one or more of the following:
- 5 (1) The retained losses for the insurer required6 under section 8(b).
- 7 (2) The portion of the insurer's losses that ex-8 ceed the required retained losses but are not com-9 pensated under a reinsurance contract made avail-10 able under the Program pursuant to section 8(c).
 - (3) The insurer's obligations to pay for insured losses if any conditions precedent to payment under a contract for reinsurance made available under the Program are not met.
 - (4) Any risk-sharing obligations that the insurer may have entered into.

17 (d) TERMINATION.—

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(1) TERMINATION OF PROGRAM.—Upon termination under section 14 of the program under this Act, and subject to the continuing authority of the Secretary to adjust claims in satisfaction of contracts for reinsurance in force under the Program, 10 percent of each insurer's reserve funds shall be remitted to the Secretary and the remainder shall be remitted to the insurer. The Secretary shall deter-

- 1 mine the manner in which the remittance of such in-2 come to the insurer shall be made.
- 3 (2) Elimination of coverage of insured LOSSES IN EXCESS OF RETAINED LOSSES.—If at any 5 time the Program remains in effect but contracts for 6 reinsurance under the Program do not provide any 7 payment for insured losses in excess of retained 8 losses, the reserve funds shall be retained and used 9 for the purposes set forth in subsection (c) of this 10 section. At such time as an insurer's liability for in-11 sured losses under the Program terminates, as a 12 consequence of the insurer's termination of its busi-13 ness or otherwise, the insurer shall remit any 14 amounts remaining in its reserve funds to the Sec-15 retary.

16 SEC. 10. CONSUMER HURRICANE, EARTHQUAKE, LOSS PRO-

- 17 TECTION (HELP) FUND.
- 18 (a) ESTABLISHMENT.—There is established within
 19 the Treasury of the United States a fund to be known
 20 as the Consumer HELP Fund (in this section referred
- 21 to as the "Fund").
- (b) CREDITS.—The Fund shall be credited with—
- 23 (1) amounts received annually from the sale of 24 contracts for reinsurance coverage under this Act;

1	(2) any amounts borrowed under subsection
2	(d);
3	(3) any amounts earned on investments of the
4	Fund pursuant to subsection (e); and
5	(4) such other amounts as may be credited to
6	the Fund.
7	(c) Uses.—Amounts in the Fund shall be available
8	to the Secretary only for the following purposes:
9	(1) Contract payments.—For payments to
10	covered purchasers under contracts for reinsurance
11	coverage for eligible losses under such contracts.
12	(2) COMMISSION COSTS.—To pay for the oper-
13	ating costs of the Commission.
14	(3) Administrative expenses.—To pay for
15	the administrative expenses incurred by the Sec-
16	retary in carrying out the reinsurance program
17	under this Act.
18	(4) Termination.—Upon termination under
19	section 14, as provided in such section.
20	(d) Borrowing.—
21	(1) Authority.—To the extent that the
22	amounts in the Fund are insufficient to pay claims
23	and expenses under subsection (c), the Secretary
24	may issue such obligations of the Fund as may be

- necessary to cover the insufficiency and shall purchase any such obligations issued.
 - (2) Public debt transaction.—For the purpose of purchasing any such obligations, the Secretary may use as a public debt transaction the proceeds from the sale of any securities issued under chapter 31 of title 31, United States Code, and the purposes for which securities are issued under such chapter are hereby extended to include any purchase by the Secretary of such obligations under this subsection.
 - (3) CHARACTERISTICS OF OBLIGATIONS.—Obligations issued under this subsection shall be in such forms and denominations, bear such maturities, bear interest at such rate, and be subject to such other terms and conditions, as the Secretary shall determine.
 - (4) TREATMENT.—All redemptions, purchases, and sales by the Secretary of obligations under this subsection shall be treated as public debt transactions of the United States.
 - (5) Repayment.—Any obligations issued under this subsection shall be repaid including interest, from the Fund and shall be recouped from pre-

1	miums charged for reinsurance coverage provided
2	under this Act.
3	(e) Investment.—If the Secretary determines that
4	the amounts in the Fund are in excess of current needs,
5	the Secretary may invest such amounts as the Secretary
6	considers advisable in obligations issued or guaranteed by
7	the United States.
8	(f) Prohibition of Federal Funds.—Except for
9	amounts made available pursuant to subsection (d) and
10	section 3(h), no further Federal funds shall be authorized
11	or appropriated for the Fund or for carrying out the rein-
12	surance program under this Act.
13	SEC. 11. ANNUAL GAO STUDY CONCERNING BENEFITS OF
14	REINSURANCE PROGRAM.
15	(a) IN GENERAL.—The Comptroller General of the
16	(a) IN GENERAL.—The Comparence General of the
16	United States shall, on an annual basis, conduct a study
17	· · ·
	United States shall, on an annual basis, conduct a study
17	United States shall, on an annual basis, conduct a study and submit to the Congress a report that—
17 18	United States shall, on an annual basis, conduct a study and submit to the Congress a report that— (1) analyzes the cost and availability of home-
17 18 19	United States shall, on an annual basis, conduct a study and submit to the Congress a report that— (1) analyzes the cost and availability of homeowners' insurance for losses resulting from cata-
17 18 19 20	United States shall, on an annual basis, conduct a study and submit to the Congress a report that— (1) analyzes the cost and availability of homeowners' insurance for losses resulting from catastrophic natural disasters covered by the reinsurance

1	(A) enacting preparedness, prevention
2	mitigation, recovery, and rebuilding standards
3	and
4	(B) educating the public on the risks asso-
5	ciated with natural catastrophe; and
6	(3) makes recommendations regarding ways to
7	improve the program under this Act and its adminis-
8	tration.
9	(b) Contents.—Each annual study under this sec-
10	tion shall also determine and identify, on an aggregate
11	basis—
12	(1) for each State or region, the capacity of the
13	private homeowners' insurance market with respect
14	to coverage for losses from catastrophic natural dis-
15	asters;
16	(2) for each State or region, the percentage of
17	homeowners who have such coverage, the catas-
18	trophes covered, and the average cost of such cov-
19	erage; and
20	(3) for each State or region, the effects this Act
21	is having on the availability and affordability of such
22	insurance.
23	(c) Timing.—Each annual report under this section
24	shall be submitted not later than March 30 of the year
25	after the year for which the study was conducted.

1	(d) Commencement of Reporting Require-
2	MENT.—The Comptroller General shall first submit an an-
3	nual report under this section not later than two years
4	after the date of the enactment of this Act.
5	SEC. 12. DEFINITIONS.
6	For purposes of this Act, the following definitions
7	shall apply:
8	(1) Commission.—The term "Commission"
9	means the National Commission on Catastrophe
10	Risks and Insurance Loss Costs established under
11	section 3.
12	(2) COVERED PERILS.—The term "covered per-
13	ils" means the natural disaster perils under section
14	6.
15	(3) COVERED PURCHASER.—The term "covered
16	purchaser" means an eligible State-operated insur-
17	ance or reinsurance program that purchases reinsur-
18	ance coverage made available under a contract under
19	section 7.
20	(4) DISASTER AREA.—The term "disaster area"
21	means a geographical area, with respect to which—
22	(A) a covered peril specified in section 6
23	has occurred; and

1	(B) a declaration that a major disaster ex-
2	ists, as a result of the occurrence of such
3	peril—
4	(i) has been made by the President of
5	the United States; and
6	(ii) is in effect.
7	(5) Eligible losses.—The term "eligible
8	losses" means, with respect to a contract for rein-
9	surance coverage made available under this Act for
10	a covered purchaser, the insured losses of the cov-
11	ered purchaser that exceed the amount of retained
12	losses that the contract requires, pursuant to section
13	8(b), to be incurred by the eligible State program of
14	such purchaser, as defined by the Secretary after
15	consultation with the Commission.
16	(6) ELIGIBLE STATE PROGRAM.—The term "eli-
17	gible State program" means a State program that,
18	pursuant to section 7(a), is eligible to purchase rein-
19	surance coverage made available through contracts
20	under section 7, or a multi-State program that is eli-
21	gible to purchase such coverage pursuant to section
22	7(e).
23	(7) Insured loss.—The term "insured loss"
24	means, with respect to contract for reinsurance cov-
25	erage made available under this Act for a covered

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- purchaser, any loss resulting from a covered peril that is covered by insurance or reinsurance made available under the eligible State program of the covered purchaser.
 - GOUGING.—The PRICE term "price gouging" means the providing of any consumer good or service by a supplier related to repair or restoration of property damaged from a catastrophe for a price that the supplier knows or has reason to know is greater, by at least the percentage set forth in a State law or regulation prohibiting such act (notwithstanding any real cost increase due to any attendant business risk and other reasonable expenses that result from the major catastrophe involved), than the price charged by the supplier for such consumer good or service immediately before the disaster.
 - (9) QUALIFIED LINES.—The term "qualified lines" means lines of insurance coverage for which losses are covered under section 5 by reinsurance coverage under this Act.
 - (10) Reinsurance coverage.—The term "reinsurance coverage under this Act" means coverage under contracts made available under section 7.

- 1 (11) SECRETARY.—The term "Secretary"
- 2 means the Secretary of the Treasury.
- 3 (12) STATE.—The term "State" means the
- 4 States of the United States, the District of Colum-
- 5 bia, the Commonwealth of Puerto Rico, the Com-
- 6 monwealth of the Northern Mariana Islands, Guam,
- 7 the Virgin Islands, American Samoa, and any other
- 8 territory or possession of the United States.

9 SEC. 13. REGULATIONS.

- The Secretary, in consultation with the Secretary of
- 11 the Department of Homeland Security, shall issue any
- 12 regulations necessary to carry out the program for rein-
- 13 surance coverage under this Act.

14 SEC. 14. TERMINATION.

- 15 (a) In General.—Except as provided in subsection
- 16 (b), the Secretary may not provide any reinsurance cov-
- 17 erage under this Act covering any period after the expira-
- 18 tion of the 10-year period beginning on the date of the
- 19 enactment of this Act.
- 20 (b) Extension.—If upon the expiration of the period
- 21 under subsection (a) the Secretary, in consultation with
- 22 the Commission, determines that continuation of the pro-
- 23 gram for reinsurance coverage under this Act is necessary
- 24 or appropriate to carry out the purpose of the program
- 25 under section 4(b) because of insufficient growth of capac-

- 1 ity in the private homeowners' insurance market, the Sec-
- 2 retary shall continue to provide reinsurance coverage
- 3 under this Act until the expiration of the 5-year period
- 4 beginning upon the expiration of the period under sub-
- 5 section (a).
- 6 (c) Repeal.—Effective upon the date that reinsur-
- 7 ance coverage under this Act is no longer available or in
- 8 force pursuant to subsection (a) or (b), this Act (except
- 9 for this section) is repealed.
- 10 (d) Deficit Reduction.—The Secretary shall cover
- 11 into the General Fund of the Treasury any amounts re-
- 12 maining in the Fund under section 9 upon the repeal of
- 13 this Act under subsection (c).

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