### 103D CONGRESS 1ST SESSION H. R. 2873

To amend the Robert T. Stafford Disaster Relief and Emergency Assistance Act to provide for an expanded Federal program of hazard mitigation, relief, and insurance against the risk of catastrophic natural disasters, such as hurricanes, earthquakes, and volcanic eruptions, and for other purposes.

#### IN THE HOUSE OF REPRESENTATIVES

#### August 4, 1993

Mr. MINETA (for himself and Mr. BOEHLERT) introduced the following bill; which was referred jointly to the Committees on Public Works and Transportation and Banking, Finance and Urban Affairs

#### February 2, 1994

Additional sponsors: Mr. GIBBONS, Mr. YOUNG of Alaska, Mr. SHAW, Mr. BACCHUS of Florida, Mr. PORTER, Mr. QUILLEN, Mr. RAVENEL, Mr. SUNDQUIST, Ms. BROWN of Florida, Mr. MICA, Mr. MCCOLLUM, Mr. UNDERWOOD, Mr. JOHNSTON of Florida, Mr. PETERSON of Florida, Mr. HUTTO, Mr. CANADY, Mr. KNOLLENBERG, Mr. LIPINSKI, Mr. EWING, Mr. DEUTSCH, Mr. DEFAZIO, Mr. COOPER, Mr. BROWN of California, Mr. BURTON of Indiana, Mr. HASTINGS, Mr. MILLER of Florida, Mr. TAYLOR of North Carolina, Mr. HOBSON, Ms. EDDIE BERNICE JOHNSON of Texas, Mr. LAUGHLIN, Mr. FILNER, Mr. STARK, Mr. GORDON, Mr. BILIRAKIS, Mr. LEWIS of Florida, Mr. CLINGER, Mr. OBERSTAR, Mr. LEVY, Mr. LEWIS of California, Mr. KLECZKA, Mr. GENE GREEN of Texas. Mr. Swift. Ms. Molinari. Mr. Rahall. Mr. Callahan. Mrs. LLOYD, Mr. BACHUS of Alabama, Mr. STENHOLM, Mrs. MEEK, Mr. DER-RICK, Mr. MINGE, Mr. TANNER, Ms. DUNN, Mr. CALVERT, Mr. VOLK-MER, Ms. ROS-LEHTINEN, Mr. TORRICELLI, Mr. JEFFERSON, Mr. CLYBURN, Mr. DIAZ-BALART, Mr. SWETT, Mr. FARR of California, Mr. CLEMENT, Mr. SPENCE, Ms. CANTWELL, Mr. BORSKI, Mrs. FOWLER, Mr. Weldon, Mr. Condit, Mr. Bliley, Mr. Engel, Mr. Foglietta, Mr. DOOLITTLE, Mr. FORD of Tennessee, Mr. HAYES, Mr. GILLMOR, Mr. TUCKER, Mr. COSTELLO, and Mr. EDWARDS of California

### A BILL

2

- To amend the Robert T. Stafford Disaster Relief and Emergency Assistance Act to provide for an expanded Federal program of hazard mitigation, relief, and insurance against the risk of catastrophic natural disasters, such as hurricanes, earthquakes, and volcanic eruptions, and for other purposes.
  - 1 Be it enacted by the Senate and House of Representa-
  - 2 tives of the United States of America in Congress assembled,

#### **3 SECTION 1. SHORT TITLE.**

4 This Act shall be cited as the "Natural Disaster Pro-

5 tection Act of 1993".

#### 6 SEC. 2. FINDINGS AND PURPOSES.

7 Section 101 of the Robert T. Stafford Disaster Relief
8 and Emergency Assistance Act (42 U.S.C. 5121) is
9 amended as follows:

10 (a) In subsection (a), by—

11 (1) striking "and" in paragraph (1);

12 (2) inserting "and" following the semicolon in13 paragraph (2);

14 (3) inserting the following new paragraph be-15 fore "special measures":

16 "(3) because catastrophic natural disasters,
17 such as major hurricanes, earthquakes, and volcanic
18 eruptions, pose particular problems in terms of sub19 stantial long-term consequences, ill-equipped pre-

1	paredness efforts, lack of hazard mitigation meas-
2	ures (such as enforced building codes), and inad-
3	equate insurance and reinsurance coverage;";
4	(4) inserting "promoting hazard mitigation
5	compliance and in" after "affected States in"; and
6	(5) inserting "insurance and reinsurance cov-
7	erage," after "rendering of aid, assistance,".
8	(b) In subsection (b), by—
9	(1) inserting before the semicolon in paragraph
10	(1) "by including State hazard mitigation compli-
11	ance, Federal primary insurance, and Federal excess
12	reinsurance programs'';
13	(2) inserting after ''preparedness'' in paragraph
14	(2) ", hazard mitigation compliance,";
15	(3) striking the second "and" in paragraph (3)
16	and inserting in lieu thereof ", hazard mitigation,
17	emergency first response'';
18	(4) striking ''insurance coverage'' in paragraph
19	(4) and inserting in lieu thereof ''multi-hazard pri-
20	mary insurance coverage with premiums based on
21	risk'';
22	(5) inserting before the semicolon in paragraph
23	(4) "and creating a Federal excess reinsurance pro-
24	gram in partnership with the private-sector to speed
25	rebuilding following a catastrophic natural disaster";

(6) inserting before the semicolon in paragraph
 (5) "and the adoption and enforcement of multi-haz ard building codes, and improved first responder ca pabilities"; and

5 (7) inserting after "disasters" in paragraph (6)
6 "and a self-sustaining funding mechanism to help
7 States pay for hazard mitigation.".

#### 8 SEC. 3. DEFINITIONS.

9 Section 102 of the Robert T. Stafford Disaster Relief 10 and Emergency Assistance Act (42 U.S.C. 5122) is 11 amended as follows:

(a) In paragraph (7) add "the Federal National
Mortgage Association, and the Federal Home Loan Mortgage Corporation," following "United State Postal Service,".

16 (b) Add at the end the following new paragraphs:

''(10) The term 'critical facilities' means
schools and structures essential to emergency services necessary for post natural disaster recovery (including hospitals, fire and police facilities, temporary
shelters, and emergency operating and preparedness
centers).

23 "(11) The term 'Director' means the Director
24 of the Federal Emergency Management Agency.

1	"(12) The term 'disaster-prone State' means
2	•
	any State determined by the Director pursuant to
3	section 701 to be a hurricane-prone, windstorm-
4	prone, earthquake-prone, volcanic eruption-prone, or
5	flood-prone State.
6	"(13) The term 'earthquake' means any shak-
7	ing or trembling of the crust of the earth caused by
8	underground seismic forces or by breaking and shift-
9	ing of rock beneath the surface.
10	"(14) The term 'earthquake-prone State' means
11	a State determined by the Director pursuant to sec-
12	tion 701 to have an exposure to the earthquake
13	peril.
14	''(15) The term 'Federal assistance' means any
15	form of financial aid, including grants, loans, loan-
16	guarantees, subsidies, insurance, and payments, pro-
17	vided by a Federal agency.
18	"(16) The term 'first responder' means those
19	fire fighting, police, and emergency medical person-
20	nel with the statutory authority to engage in and
21	provide immediate emergency response services.
22	''(17) The term 'flood' or 'flooding' means a
23	general and temporary condition of partial or com-
24	plete inundation of normally dry land areas from the
25	overflow of inland or tidal waters or the unusual and

rapid accumulation of runoff of surface waters from
 any source.

3 "(18) The term 'flood-prone State' means a
4 State determined by the Director pursuant to sec5 tion 701 to have an exposure to the flood peril.

"(19) The term 'hurricane' means a non-fron-6 7 tal, warm core, low pressure atmospheric system 8 having a definite organized circulation, including any 9 associated windstorm events occurring within 72 10 hours before and after the hurricane, with sustained 11 wind speeds of 74 miles per hour or greater and officially declared to be a hurricane by the National 12 13 Hurricane Center.

14 "(20) The term 'hurricane-prone State' means
15 a State determined by the Director pursuant to sec16 tion 701 to have an exposure to the hurricane peril.

17 ''(21) The term 'hurricane zone' means an area
18 within a State identified by the Director as being
19 subject to major risk from the hurricane peril.

20 ''(22) The term 'insurance industry' means all
21 private insurers and private reinsurers.

22 "(23) The term 'lifelines' means critical public
23 infrastructure, including highways, bridges, water
24 transportation and treatment facilities, electric

transmission systems, pipelines, and telecommuni cations networks.

"(24) The term 'local community' means a political subdivision of a State which has zoning and
building code jurisdiction over a particular area
which is exposed to the hurricane, windstrom, earthquake, volcanic-eruption, or flood peril.

8 "(25) The term 'multi-hazard coverage' means 9 policies, riders, or endorsements of insurance issued 10 on Federal paper pursuant to subtitle A of title VIII 11 that provide indemnity, in whole or in part, for the 12 loss, destruction, or damage of residential property.

13 "(26) The term 'ordinance or law coverage' 14 means insurance coverage for the increased cost of 15 construction to repair or rebuild structures and the 16 cost of demolition due to the enforcement of any 17 ordinance or law, such as building codes.

18 "(27) The terms 'private insurer' and 'private 19 reinsurer' mean any insurer or reinsurer that is (A) 20 licensed or admitted to write property and casualty 21 insurance or reinsurance within a State, or (B) is a 22 branch of an insurer or reinsurer organized or incor-23 porated in a country other than the United States 24 that is entered through and licensed by a State to 25 conduct insurance or reinsurance business. In the

7

case of an insurance exchange or group of unincor porated underwriters, the term means an underwrit ing syndicate, notwithstanding the licensed or admit ted status of the insurance exchange or group of
 unincorporated underwriters.

6 ''(28) The term 'residential property' means 7 any (A) 1- to 4-family residential structure (includ-8 ing mobile or manufactured homes) and the personal 9 property therein, and (B) personal property of occu-10 pants of residential structures (including condomin-11 iums, cooperatives, and apartment structures).

12 "(29) The term 'seismic zone' means an area
13 within a State identified by the Director as being
14 subject to major risk from the earthquake peril.

15 "(30) The term 'State residual insurance pool-16 ing program' means any State-authorized joint un-17 derwriting or joint reinsurance association, risk pool, 18 residual market mechanism, or other type of State-19 sanctioned entity providing property insurance cov-20 erage against hurricanes, earthquakes, volcanic 21 eruptions, or tsunamis.

"(31) The term 'substantially modified building
construction' means additional or improvements to
an existing structure which constitute at least a 50
percent increase in the overall value of the structure.

"(32) The term 'supplemental losses' means
claim and loss adjustment expense payments for the
multi-hazard coverage issued pursuant to subtitle A
of title VIII that exceed the accumulated amounts in
the Primary Insurance Program Fund.

6 "(33) The term 'tsunami' means an ocean wave 7 generated by underwater disturbances in the earth's 8 crust, primarily earthquakes and submarine volcanic 9 eruptions.

"(34) The term 'volcanic eruption' means the
expulsion, as a result of natural causes, of molten
rock, rock fragments, gases, ashes, mud, lava flows,
and other natural substances through an opening in
the crust of the Earth.

15 "(35) The term 'volcanic eruption-prone State'
16 means a State determined by the Director pursuant
17 to section 701 to have an exposure to the volcanic
18 eruption peril.

''(36) The term 'volcanic zone' means an area
within a State identified by the Director as being
subject to major risk from the volcanic eruption
peril.

23 ''(37) the term 'windstorm' means an atmos-24 pheric disturbance marked by high velocity move-

ments of air, such as a tornado, but does not include
 a hurricane.

3 ''(38) The term 'windstorm-prone State' means
4 a State determined by the Director pursuant to sec5 tion 701 to have an exposure to the windstorm
6 peril.''.

#### 7 SEC. 4. DISASTER ASSISTANCE AMENDMENTS.

8 Title IV of the Robert T. Stafford Disaster Relief and 9 Emergency Assistance Act (42 U.S.C. 5121 et seq.) is 10 amended as follows:

(a) In section 404 (42 U.S.C. 7170c), add "(a) HAZARD MITIGATION GRANTS.—" following the section heading and add the following new subsections at the end:

"(b) HAZARD MITIGATION INITIATIVES.—Consistent
with this title and other existing Federal law, the Director
shall develop programs to carry out the following multihazard mitigation and emergency management initiatives—

"(1) the development of model building codes
and other hazard mitigation measures for catastrophic natural disasters, such as hurricanes, windstorms, earthquakes, volcanic-eruptions, or floods,
which are based on both preventing personal injuries
and mitigating property damage;

1

"(2) adequate training and licensing of archi-

2 tects, engineers building inspectors, building code enforcement personnel, planners, and similar profes-3 4 sionals to ensure proper compliance with hazard mitigation standards; 5 "(3) expanded research to strengthen building 6 codes and promote development of cost-effective 7 building technologies and related hazard mitigation 8 9 measures: "(4) the transfer of hazard mitigation tech-10 11 nology to States, local communities, and other per-12 sons, such as private building contractors, responsible for the implementation and enforcement of 13 14 hazard mitigation measures; 15 "(5) aid for Federal, State, and local emergency 16 response operations following natural disasters which 17 could include the acquisition of additional facilities, 18 equipment, and personnel as well as resources for 19 training and public assistance; and "(6) education to enhance public awareness of 20 21 the risk of and hazards from natural disasters and 22 ways to mitigate the personal, physical, and eco-23 nomic losses. "(c) FEDERAL REGULATIONS.—Within 18 months of 24 the date of enactment of the Natural Disaster Protection 25

Act of 1993, the Director, in coordination with other Fed eral agencies, shall issue final multi-hazard mitigation reg ulations necessary to carry out the hazard mitigation ac tivities described in subsection (b). Such regulations shall
 be issued pursuant to the provisions of subchapter II of
 charter 5 of title 5, United States Code.".

7 (b) In section 405 (42 U.S.C. 5171), add the follow-8 ing new subsection at the end:

"(d) FEDERALLY-CONNECTED BUILDINGS.—All new 9 buildings owned or leased by any Federal agency or receiv-10 ing Federal assistance shall meet the newest edition of the 11 relevant building code requirements, including relevant 12 building and housing codes and performance building 13 standards. Within 18 months of the date of enactment of 14 15 the Natural Disaster Protection Act of 1993, the Director, in coordination with other Federal agencies, shall issue 16 final regulations necessary to carry out this subsection, 17 pursuant to the provisions of subchapter II of chapter 5 18 of title 5, United States Code.". 19

20 (c) In section 406 (42 U.S.C. 5172), add the follow-21 ing new subsection at the end:

"(g) MITIGATION NON-COMPLIANCE PENALTY.—No
public assistance disaster funds under this section shall
be provided to any local community which has failed, within 5 years from the date of enactment of the Natural Dis-

aster Protection Act of 1993, to comply with the multi hazard building and safety codes described in section
 702(a) and the flood performance standards described in
 section 702(b).".

5 (d) In section 407 (42 U.S.C. 5173), add the follow-6 ing new subsection at the end:

7 "(e) MITIGATION NON-COMPLIANCE PENALTY.—No public assistance disaster funds under this section shall 8 9 be provided to any local community which has failed, within 5 years from the date of enactment of the Natural Dis-10 aster Protection Act of 1993, to comply with the multi-11 hazard building and safety codes described in section 12 702(a) and the flood performance standards described in 13 section 702(b).". 14

#### 15 SEC. 5. MULTI-HAZARD MITIGATION PROGRAM.

16 The Robert T. Stafford Disaster Relief and Emer-17 gency Assistance Act (42 U.S.C. 5121 et seq.) is amended 18 by adding at the end the following new title:

## 19 TITLE VII—MULTI-HAZARD MITIGATION 20 PROGRAM

21 "SEC. 701. IDENTIFICATION AND DESIGNATION OF DISAS-

#### 22 **TER-PRONE STATES.**

23 "(a) INITIAL IDENTIFICATION.—The Director, con-24 sistent with existing Federal law, shall identify States

which are prone to damages from the following natural
 disaster perils—

- 3 "(1) hurricanes;
- 4 "(2) windstorms;
- 5 "(3) earthquakes;

6 "(4) volcanic eruptions; and

7 "(5) flooding.

"(b) DESIGNATION BY PERIL.—The Director shall 8 9 designate all States identified pursuant to subsection (a) as disaster-prone States, and separately designate States 10 as hurricane-prone, windstorm-prone, earthquake-prone, 11 volcanic eruption-prone, or flood-prone, as appropriate, 12 within 1 year of the date of the enactment of the Natural 13 Disaster Protection Act of 1993. The Director shall cause 14 a listing of such States to be published in the Federal Reg-15 ister and in widely circulated local newspapers in the ap-16 plicable States before the expiration of such 1-year period. 17 18 "(c) FINAL NOTIFICATION.—The designation for each State under subsection (b) shall become final for the 19 purposes of this Act 6 months after such designations are 20 published in the Federal Register. The Director shall 21 22 notify the chief executive officer of each such State designated, in writing, before the expiration of such 6-month 23

24 period.

"(d) Ongoing Designation and Notification.— 1 Based upon any additional hurricane, windstorm, seismic, 2 volcanic, or flood information that from time-to-time be-3 comes available, the Director may designate States (not 4 5 designated under subsection (b)) having an exposure to hurricane, windstorm, earthquake, volcanic eruption, or 6 7 flood perils. Any such States shall be designated pursuant to the terms of subsection (b) and notified pursuant to 8 terms of subsection (c). 9

"(e) APPEAL.—Any State aggrieved by a final deter-10 mination as a disaster-prone State, pursuant to sub-11 sections (c) or (d), may, after exhausting administrative 12 remedies, appeal such determination to any United States 13 district court for a district located within the State, not 14 more than 60 days after receipt of notice of such deter-15 mination. The scope of review by the court shall be as pro-16 vided under chapter 7 of title 5, United States Code. Dur-17 ing the pendency of any such litigation, all determinations 18 of the Director shall be effective and final for the purposes 19 of this title unless stayed by the court for good cause 20 21 shown.

#### 22 "SEC. 702. BUILDING AND SAFETY STANDARDS.

23 "(a) MULTI-HAZARD BUILDING AND SAFETY
24 CODES.—At a minimum, each State designated as a hurri-

cane-prone State, a windstorm-prone State, or an earth quake-prone State shall either—

- 3 "(1) for all new and substantially modified 4 building construction in that State, adopt the rel-5 evant natural disaster hazard mitigation portions of the newest edition of the National Building Code, 6 7 the Standard Building Code, or the Uniform Building Code and other relevant building and housing 8 9 codes and standards, including the national consen-10 sus safety codes of the National Fire Protection Association (specifically the National Electrical Code, 11 12 the National Fuel Gas Code, the Flammable and 13 Combustible Liquids Code, and the Standard for the Storage and Handling of Liquified Petroleum 14 15 Gases); or
- "(2) certify that the State's local communities 16 17 have adopted and are enforcing building codes which 18 meet or exceed the minimum natural disaster hazard 19 mitigation portions of any of the 3 model building 20 codes and other building and housing codes and standards described in paragraph (1) for all new and 21 22 substantially modified building construction in that 23 State.

"(b) FLOOD PERFORMANCE STANDARDS.—At a min imum, each State designated as a flood-prone State shall
 either—

"(1) adopt the relevant flood minimum per-4 5 formance standards, flood-proofing, and other flood 6 protection measures authorized pursuant to the Na-7 tional Flood Insurance Act of 1968, as amended (42) U.S.C. 4001 et seq.), which minimize flood damage 8 9 for new and substantially modified building con-10 struction located in flood-prone local communities; or "(2) certify that all the State's flood-prone local 11 communities have adopted and are enforcing the 12 minimum performance standards described in para-13 14 graph (1) for new and substantially modified build-15 ing construction.

#### 16 "SEC. 703. STATE MITIGATION PLANS.

17 "(a) GENERAL AUTHORITY.—Each State designated18 as a disaster-prone State shall either—

"(1) develop a mitigation plan which establishes
the State's plan with accompanying schedules for
improving the State's ability to reduce the hazards
of future natural disasters, such as hurricanes,
windstorms, earthquakes, volcanic-eruptions, or
floods; or

"(2) designate an existing mitigation plan
 which includes the processes described in subsection
 (b).

4 "(b) CONTENT OF STATE MITIGATION PLANS.—
5 Each State mitigation plan shall include, at a minimum,
6 a process for—

"(1) verifying compliance with the multi-hazard
building and safety codes described in section 702(a)
and the flood performance standards described in
section 702(b) to ensure these building standards
are being enforced;

"(2) identifying, consistent with the National
Flood Insurance Act, as amended (42 U.S.C. 4001
et seq.), the areas within the State which have some
risk from the hazards of natural disasters, including
hurricanes, windstorms, earthquakes, volcanic eruptions, and floods, and further categorizing at-risk
areas based on the degree of risk;

"(3) establishing priorities by risk and location
of which types of structures, including State buildings, lifelines, and critical facilities, may be in need
of hazard mitigation;

23 "(4) identifying which hazard mitigation meas24 ures, such as building codes, non-structural mitiga25 tion, and retrofitting, for each of the natural disas-

ter perils that are most cost-effective and most likely
 to prevent personal injury and reduce property
 losses;

"(5) improving the emergency response to natural disasters, which shall include capabilities for fire
fighting, search and rescue, and the provision of
shelters, communications, and medical relief;

8 ''(6) expediting the rebuilding of lifelines and 9 the recovery by individuals and the State's business 10 and commercial sector;

11 "(7) encouraging the development of local com12 munity-based hazard mitigation plans;

13 "(8) achieving compliance with and enforcement
14 of the Federal multi-hazard mitigation standards or
15 requirements set forth in regulations promulgated by
16 the Director pursuant to this Act; and

17 "(9) developing standards and guidelines for
18 the safe staffing, operations, and regular training of
19 first responders for disaster emergency mitigation.

"(c) SUBMISSION OF STATE MITIGATION PLANS TO
FEMA.—Within 2 years of being designated disasterprone pursuant to section 701, each disaster-prone State
shall submit its completed mitigation plan to the Director.

20

#### 1 **"SEC. 704. COMPLIANCE BY STATES.**

2 "(a) Definition of Compliance State.—A disaster-prone State shall be considered a compliance State for 3 purposes of this title, if within 5 years of the date of enact-4 5 ment of the Natural Disaster Protection Act of 1993, the State is certified under subsection (b)(3) as a compliance 6 7 State and, where appropriate, if its compliance status has been renewed pursuant to the terms of subsection (b)(4). 8

9 "(b) DETERMINATION OF COMPLIANCE.—

10 "(1) STATE SUBMISSION OF CERTIFICATION.— Within 3 years of being designated disaster-prone 11 12 pursuant to section 701, each disaster-prone State shall submit a certification to the Director stating 13 whether the State has— 14

"(A) substantially complied with, and is 15 substantially enforcing, the multi-hazard build-16 ing codes provisions of section 702(a) and the 17 18 flood performance standards of section 702(b); 19 and

"(B) started implementing its mitigation 20 21 plan, including the specific processes described 22 in section 703(b).

"(2) REVIEW BY DIRECTOR.—The Director 23 shall review each certification submitted under para-24 graph (1) to determine whether it is an accurate 25 manifestation of the submitting State's substantial 26

compliance with, and enforcement of, the hazard
 mitigation measures described in sections 702 and
 703.

"(3) COMPLIANCE DETERMINATION.—If the 4 5 Director determines that the State certification is substantially accurate and the State has substan-6 7 tially adopted and is substantially enforcing and carrying out the applicable hazard mitigation measures 8 9 described in sections 702 and 703, the Director shall 10 promptly certify the State as a compliance State for 11 purposes of subsection (a). If the Director determines that the State certification is substantially in-12 13 accurate, the Director shall promptly return the cer-14 tification submission to the State with suggested 15 changes for obtaining certification as a compliance State. 16

17 "(4) COMPLIANCE RENEWAL.—The Director 18 shall review the compliance with, and enforcement 19 of, the applicable hazard mitigation measures by 20 each compliance State meeting the requirements of 21 subsection (a) not less than once every 2 years and 22 shall renew compliance certificates under the terms 23 of paragraph (3) as appropriate.

24 "(5) REGULATIONS.—The Director shall issue25 final regulations not later than 18 months after the

date of the enactment of the Natural Disaster Pro tection Act of 1993 describing the criteria to be used
 in determining whether a State is a compliance
 State.

5 (c) PENALTIES FOR NON-COMPLIANCE.—The follow-6 ing penalties shall become effective 5 years from the date 7 of enactment of the Natural Disaster Protection Act of 8 1993:

9 "(1) NO MITIGATION FUNDS.—Funds from the 10 Self-Sustaining Mitigation Fund under section 705 11 shall not be made available to any State which has 12 not been certified as a compliance State.

13 "(2) Higher premiums and deductibles.— 14 Premium rates and deductibles assessed under the 15 Primary Insurance Program of subtitle A of title 16 VIII shall be increased, as determined by the Direc-17 tor under the plan of operation of section 821 and 18 consistent with actuarially sound requirements of 19 section 804, for all policyholders residing in a State 20 which has not been certified as a compliance State.

21 "(3) NO ASSISTANCE OR FEDERAL BUILD22 INGS.—No Federal assistance shall be provided to
23 any new Federal building or new Federally leased,
24 assisted, or regulated building covered under Execu25 tive Order 11988 ("Floodplain Management", May

24, 1977) and Executive Order 12699 ("Seismic
 Safety of Federal and Federally Assisted or Regu lated New Building Construction", January 5, 1990)
 which is located in a State which has not been cer tified as a compliance State.

#### 6 "SEC. 705. SELF-SUSTAINING MITIGATION FUND.

"(a) Establishment.—

7

"(1) A percentage of the annual multi-hazard 8 9 coverage premiums collected under the Primary Insurance Program under subtitle A of title VIII and 10 11 the excess reinsurance premiums collected under the 12 Reinsurance Program under subtitle B of title VIII shall be deposited, on a quarterly basis, in a sepa-13 14 rate fund to be known as the Self-Sustaining Mitigation Fund. 15

"(2) The Director shall set the percentage de-16 17 scribed in paragraph (1) which shall be at least 5 18 percent, but shall not exceed 10 percent, unless the 19 Director determines that the amounts in the Pri-20 mary Insurance Program Fund established under 21 section 805 and the Reinsurance Fund established 22 under section 815 are sufficient to provide for any probable expected losses from future hurricanes, 23 24 earthquakes, and volcanic eruptions.

"(3) Interest on amounts in the Self-Sustaining
 Mitigation Fund shall be credited to the Fund.

3 "(b) USE.—Amounts in the Self-Sustaining Mitiga-4 tion Fund shall be available, to the extent provided in ap-5 propriations Acts, to the Director to use as follows:

6 "(1) STATE SUPPORT.—The Director shall pro-7 vide amounts in the Fund as financial assistance to 8 each disaster-prone State, unless 5 years from the 9 date of enactment of the Natural Disaster Protec-10 tion Act of 1993 has passed and that State has not 11 been certified as a compliance State under section 12 704.

"(A) Each State's share of such financial
assistance shall be based solely on a pro rata
formula of the Primary Insurance Program premiums collected pursuant to subtitle A of title
VIII from the policyholders residing in that
State.

"(B) Such financial assistance shall be
used by disaster-prone States to support hazard
mitigation activities described in sections 702
and 703 and any activities required by the Federal regulations issued pursuant to section 404.
Priority shall be given to those hazard mitigation activities necessary to bring the State into

compliance with the building standards of section 702, including the adequate enforcement of such standards.

4 "(C) Disaster-prone States shall transfer a
5 percentage, as established in Federal regula6 tions, of such financial assistance to local com7 munities to support activities necessary to en8 sure State compliance with the hazard mitiga9 tion requirements of this title.

"(D) The Director shall from time-to-time
conduct audits to ensure that disaster-prone
States and local communities are using such financial assistance to support the hazard mitigation activities described in subparagraphs (B)
and (C).

16 "(2) FEDERAL SUPPORT.—A portion of the
17 amounts in the Self-Sustaining Mitigation Fund, as
18 determined by the Director, may be used to support
19 Federal hazard mitigation and emergency manage20 ment activities described in section 404.

"(c) FEDERAL REGULATION.—Within 12 months of
the date of enactment of the Natural Disaster Protection
Act of 1993, the Director shall issue final Federal regulations, pursuant to the provisions of subchapter II of chap-

1

2

3

ter 5 of title 5, United States Code, necessary to carry
 out this section.

## 3 "SEC. 706. NATURAL DISASTER MITIGATION AND PLANNING 4 ADVISORY COMMITTEE.

5 "(a) ESTABLISHMENT.—There is established an independent advisory committee within the executive branch 6 7 to be known as the Natural Disaster Mitigation and Planning Advisory Committee (in this section referred to as 8 9 the 'Committee'). To the extent not contradicted by the provisions of this section, the Committee shall be subject 10 to the provisions of the Federal Advisory Committee Act 11 (5 U.S.C. Appendix 2). The establishment of the Commit-12 tee shall not result in the creation of any new permanent 13 staff or new office facilities. 14

15 "(b) MEMBERSHIP.—The Committee shall be com16 posed of 20 members appointed by the Director. The
17 members shall be chosen from among citizens of the
18 United States and shall include—

19 ''(1) 1 individual who is a metropolitan fire20 chief;

21 "(2) 1 individual who is a State fire marshal;
22 "(3) 1 individual who is a volunteer fire fighter;
23 "(4) 1 individual who is an organized labor rep24 resentative of the fire services;

1	"(5) 1 individual who is a search and rescue
2	expert;
3	"(6) 1 individual who is a State director of
4	emergency medical services;
5	"(7) 1 individual who represents the interests of
6	the model building code bodies;
7	''(8) 1 individual who is a State emergency
8	manager;
9	"(9) 1 individual who is a local emergency
10	manager;
11	''(10) 1 individual who is a flood plain
12	manager;
13	"(11) 1 individual who represents the interests
14	of law enforcement;
15	"(12) 1 individual who is an architect;
16	"(13) 1 individual who is a builder;
17	"(14) 1 individual who is a structural engineer;
18	''(15) 1 individual who represents a building
19	trades labor union;
20	''(16) 1 individual who is a recognized seismic
21	hazard mitigation expert;
22	"(17) 1 individual who is a recognized wind
23	hazard mitigation expert;
24	"(18) 1 individual who represents the interests
25	of consumers;

"(19) 1 individual who represents the private
 insurers; and

3 "(20) 1 individual who represents the insurance4 agents.

5 "(c) VACANCIES.—A vacancy on the Committee shall
6 be filled in the manner in which the original appointment
7 was made.

8 "(d) CHAIRPERSON.—The Director shall designate a 9 chairperson of the Committee from among members 10 selected for appointment to the Committee.

"(e) SELECTION.—Not later than 180 days after the
date of the enactment of the Natural Disaster Protection
Act of 1993 and after consulting with the State and local
emergency management community, the Director shall appoint the members of the Committee.

16 "(f) FUNCTIONS OF THE COMMITTEE.—The Com-17 mittee shall advise the Director on hazard mitigation and 18 disaster planning, including the development and imple-19 mentation of the multi-hazard mitigation programs cre-20 ated pursuant to this title. The Committee shall review 21 and comment on all draft Federal regulations issued by 22 the Director pursuant to this title.

23 "(g) RESPONSIBILITIES OF THE DIRECTOR.—The
24 Director shall fully cooperate with the Committee and pro25 vide the Committee with access to personnel and informa-

tion as the Committee considers necessary to carry out
 its functions. The Director shall request comments from
 the Committee on any questions regarding operation of
 multi-hazard mitigation programs established under this
 title.".

#### 6 SEC. 6. FEDERAL INSURANCE PROGRAMS.

7 The Robert T. Stafford Disaster Relief and Emer-8 gency Assistance Act (42 U.S.C. 5121 et seq.) is amended 9 by adding after title VII as set forth above, the following 10 new title:

# 11 **"TITLE VIII—FEDERAL INSURANCE** 12 **PROGRAMS**

13 "Subtitle A—Primary Insurance Program

14 "SEC. 801. BASIC AUTHORITY AND PROGRAM OPERATION.

15 "(a) ESTABLISHMENT.—To carry out the purposes of this subtitle, the Director shall establish and carry out a 16 national multi-hazard insurance program (in this title re-17 ferred to as the 'Primary Insurance Program') to provide 18 insurance against loss resulting from physical damage to 19 or loss of real property or personal property related there-20 to, in any State or States, arising from any earthquake 21 22 and volcanic eruption (including any fire proximately 23 caused by such volcanic eruption).

24 "(b) IMPLEMENTATION.—In carrying out the Pri-25 mary Insurance Program, the Director shall arrange for

participation, on other than a risk-sharing basis, by pri-1 2 vate insurers, insurance agents and brokers, insurance 3 adjustment organizations, and other persons. The Director may take any actions reasonably necessary and appro-4 5 priate to carry out this subtitle, including the making of contracts, the employment and compensation of persons, 6 7 the acquisition of real and personal property, and the reasonable auditing of private insurers participating in the 8 9 Primary Insurance Program limited to matters directly re-10 lated to their participation in such program.

"(c) INSURANCE PRACTICES.—Any actions of the
Director under this subtitle shall be consistent with standard insurance practices and generally accepted accounting,
actuarial, and underwriting principles.

"(d) FLOOD INSURANCE STUDY.—The Director shall 15 evaluate the feasibility and benefits of including flood as 16 a covered peril under the national multi-hazard insurance 17 program. Such evaluation shall include an examination of 18 whether to integrate existing flood insurance policies is-19 sued under the National Flood Insurance Act of 1968, as 20 amended (42 U.S.C. 4001 et seq.), into the multi-hazard 21 22 coverage policy issued under this subtitle. The Director shall submit a report, including any recommendations, to 23 24 the Congress within 1 year of the date of enactment of the Natural Disaster Protection Act of 1993. 25

"(e) Improved Participation In Federal Flood
 Insurance Program.—

3 "(1) NOTIFICATION **REQUIREMENT.**—Agents 4 and brokers or private insurers participating in the 5 Federal flood insurance program pursuant to the 6 National Flood Insurance Act, as amended (42) 7 U.S.C. 4001 et seq.), shall promptly notify the Director of any policyholder who refuses to purchase 8 9 Federal flood insurance if such policyholder is required pursuant to such Act to purchase such cov-10 11 erage as a condition of receiving any Federal assist-12 ance for acquisition or construction of the insured property and the agent, broker, or private insurer 13 14 knows of such requirement.

15 "(2) FEMA OBLIGATION.—

(A) GENERAL AUTHORITY.—Within 180 16 17 days of receiving a notification of any non-com-18 pliant policholder as described in paragraph (1), 19 the Director shall take necessary and appro-20 priate steps consistent with the National Flood 21 Insurance Act, as amended (42 U.S.C. 4001 et 22 seq.), to assure said policyholder purchases the 23 required Federal flood insurance coverage.

24 "(B) REPORT TO CONGRESS.—Within 180
25 days of enactment of the Natural Disaster Pro-

tection Act of 1993, the Director shall submit
a report to Congress of any additional sanctions, or other measures, deemed necessary and
appropriate to assure policyholders purchase
the required Federal insurance coverage under
subparagraph (A).

"(3) REGULATIONS.—Pursuant to the provisions of subchapter II of chapter 5 of title 5, United
States Code, the Director shall issue any regulations
necessary to carry out this subsection.".

#### 11 "SEC. 802. SCOPE OF PROGRAM.

12 "(a) ELIGIBLE PROPERTIES.—In carrying out the 13 Primary Insurance Program, the Director shall make 14 multi-hazard coverage available only for residential prop-15 erties that are located in earthquake and volcanic erup-16 tion-prone States as determined by section 701.

17 "(b) Additional Types of Properties.—If the Director makes an affirmative finding, in consultation 18 with the Federal Insurance and Reinsurance Advisory 19 20 Committee established pursuant to section 822, that the private insurance industry cannot adequately provide cov-21 erage to other types of properties, the Director may rec-22 ommend to Congress that multi-hazard coverage under 23 24 this subtitle be made available to cover other types of 25 properties.

3 "(a) TERMS.—Pursuant to the plan of operation established under section 821 and after consultation with 4 5 the Federal Insurance and Reinsurance Advisory Committee established under section 822, the Director shall estab-6 7 lish, by regulation, the general terms and conditions of 8 insurability for properties eligible for multi-hazard cov-9 erage under section 802. Such regulations shall meet the requirements of this section and may include— 10

11 "(1) the type and locational classification of12 such eligible properties;

13 "(2) specific insurability definitions for eligible14 properties;

15 "(3) the specific types of damage that may be16 covered by such insurance;

17 "(4) appropriate premium rates consistent with
18 the actuarial requirement of section 804;

19 "(5) appropriate loss-deductibles including vari20 able deductibles based on the existence of loss-reduc21 tion measures that affect the risk of loss;

22 "(6) appropriate limits on coverage for each23 classification of eligible properties;

24 "(7) appropriate minimum coverage amounts
25 for each classification of eligible properties, which
26 may not be less than the outstanding principal balHR 2873 SC

ance of the mortgage loan securing the property or
 the maximum coverage limit for the property under
 paragraph (6), whichever is less; and

4 "(8) any other terms and limitations relating to
5 such residential property insurance coverage that
6 may be necessary to carry out the purposes of this
7 subtitle.

8 "(b) HAZARDS COVERED.—The multi-hazard cov-9 erage under this subtitle shall cover any damage to cov-10 ered eligible property, including debris removal, additional living expenses incurred as a result of direct damage to 11 the premises, and ordinance and law coverage up to the 12 policy limits set by subsection (a)(5) with additional ordi-13 nance and law coverage available pursuant to the plan of 14 15 operation under section 821, proximately caused by—

16 ''(1) an earthquake, except for any fire proxi-17 mately caused by an earthquake;

18 "(2) a volcanic eruption, including any fire19 proximately caused by a volcanic eruption; and

20 "(3) a tsunami associated with an earthquake21 or volcanic eruption.

"(c) PROGRAM PARTICIPATION.—Upon the issuance
of regulations establishing the plan of operation under section 821, any private insurer may participate in the Primary Insurance Program regardless of whether such pri-

vate insurer provides any insurance to residential property
 policyholders.

3 "(d) OBLIGATIONS OF PARTICIPATING INSURERS.— 4 Any private insurer electing to participate in the Primary 5 Insurance Program shall provide to all its residential prop-6 erty policyholders for residential property determined to 7 be eligible under subsection (a) and located in earthquake 8 and volcanic eruption-prone States either—

9 ''(1) the multi-hazard coverage under this sub-10 title, or

11 "(2) coverage on its own behalf that is equiva12 lent to the multi-hazard coverage provided under
13 this subtitle at rates established for the coverage
14 under this subtitle.

15 "(e) Obligations of Non-Participating Insur-ERS.—Any private insurer electing not to participate in 16 the Primary Insurance Program shall notify, pursuant to 17 regulations adopted by the Director, all of its residential 18 policyholders in earthquake and volcanic eruption-prone 19 States of its non-participation in such program, and of 20 21 the absence of insurance and reinsurance protection for 22 multi-hazard coverage under this title.

#### 23 "SEC. 804. ACTUARIALLY SOUND RATES.

24 "(a) ESTABLISHMENT OF RATES.—The Director 25 shall from time-to-time establish and prescribe by regulation on a State, risk zone, or other appropriate basis, actu arially sound rates for types or classes of property eligible
 for multi-hazard coverage and the terms and conditions
 under which such rates apply.

5 "(b) CONSULTATION.—In carrying out this section, the Director shall consult with the Federal Insurance and 6 7 Reinsurance Advisory Committee established under section 822 and may enter into contracts, agreements, or 8 9 other arrangements to utilize the services of the United States Geological Survey, the National Oceanic and At-10 mospheric Administration, and other relevant Federal, 11 State, and local governmental agencies, and other persons. 12

13 "(c) CONSIDERATIONS.—The Director shall establish
14 actuarially sound rates under this section based on—

15 "(1) considerations of the risks involved, includ16 ing an examination of any of the following factors
17 which are deemed relevant—

"(A) the severity and frequency of earthquakes by seismic zone and States in which the
insured property is located, including known
differences in risks from active faults and
known susceptibility to landslide, site amplification, and liquefaction;

24 "(B) the risk of damage associated with a25 volcanic eruption by volcanic zone and States in

1	which the insured property is located, including
2	proximity to known lava flows;
3	''(C) the risk of damage associated with a
4	tsunami caused by an earthquake or volcanic
5	eruption;
6	"(D) the value of the insured property;
7	''(E) the age of the structures located on
8	the insured property;
9	"(F) the construction type of the struc-
10	tures located on the insured property, including
11	woodframe, masonry, and masonry veneer;
12	"(G) the architectural type of the struc-
13	tures located on the insured property, including
14	soft first floor, box construction, and split level;
15	''(H) hazard mitigation measures followed
16	in the construction or subsequent retrofitting of
17	residential property structures; and
18	''(I) any other relevant criteria; and
19	"(2) application of accepted actuarial and rate-
20	making principles that reflect the risks involved, an-
21	ticipated insurance-related administrative and oper-
22	ating costs and loss and loss-adjustment expense
23	payments, contributions from the Self-Sustaining
24	Mitigation Fund established under section 705, and
25	provision for adequate reserves.

1 "(d) MINIMIZATION OF CROSS-SUBSIDIZATION.—To 2 the maximum extent practicable, the rates established 3 under this section shall be actuarially sound and shall re-4 sult in a minimum of cross-subsidization by reasonably re-5 flecting the risk of damaging earthquakes, volcanic erup-6 tions, and tsunamis, as appropriate, in total and for each 7 subclassification of policyholders.

8 "(e) ACTUARIALLY SOUND REQUIREMENT.—In set-9 ting and adjusting rates under this section, the Director 10 shall provide that, over an extended period of time, ex-11 pected expenditures from the Primary Insurance Program 12 Fund under section 805(c) do not exceed expected receipts 13 of the Primary Insurance Program Fund under section 14 805(b).

15 "(f) LIMITATIONS.—

16 "(1) To the maximum extent practicable, any
17 rate classification system developed by the Director
18 to establish actuarially sound rates under this sec19 tion shall be—

20 "(A) cost effective and shall not impose
21 costs for the initial establishment or the subse22 quent administration of the rating plan that are
23 disproportionate to the size of the insurance
24 premiums collected; and

"(B) simple and easy to understand, iden tify, and use by insurance agents and policy holders.

4 "(2) The premiums collected under the Primary
5 Insurance Program shall not be used to establish
6 highly specific geographic rating zones and micro7 zonation maps for the earthquake, volcanic eruption,
8 and tsunami perils.

# 9 "SEC. 805. PRIMARY INSURANCE PROGRAM FUND.

"(a) ESTABLISHMENT.—There is established in the
Treasury of the United States the Primary Insurance Program Fund (in this section referred to as the 'Insurance
Fund') for the purpose of carrying out the Primary Insurance Program under this subtitle.

15 "(b) CREDITS OF FUND.—The Insurance Fund shall16 be credited with—

"(1) insurance premiums received by the Director under the Primary Insurance Program (less any
amounts credited to the Self-Sustaining Mitigation
Fund under section 705) and interest earned on premiums, as provided in subsection (e);

22 "(2) any amounts borrowed under section 806;
23 "(3) any amounts appropriated to the Insur24 ance Fund; and

"(4) any interest earned on amounts invested 1 2 under subsection (d). 3 "(c) USES OF FUND.—Amounts in the Insurance Fund shall be available for— 4 "(1) payments for losses and loss adjustment 5 6 expenses under subsection (f); 7 "(2) payments for insurance company expense allowances paid (including agents' commissions, 8 9 State premium taxes, and companies' administration 10 expenses); 11 "(3) any and all administrative and operating 12 expenses in carrying out the Primary Insurance Pro-13 gram; and **(**(4) 14 principal and interest payments on 15 amounts borrowed under section 806 for supple-16 mental losses, if any. 17 "(d) INVESTMENT OF AMOUNTS.—The Director may request the Secretary of the Treasury to invest any 18

amount in the Primary Insurance Program Fund in obli-gations issued or guaranteed by the United States, as theDirector considers appropriate.

"(e) INSURANCE PAYMENTS TO FUND.—Private insurers issuing multi-hazard coverage shall remit the premiums collected, less the insurers' expense allowances (as
provided for in the plan of operation under section 821),

to the Director on a quarterly basis 30 days after the end
of the quarter, according to the procedures prescribed in
the plan of operation. Such private insurers shall maintain
a separate, interest-bearing account for the premiums to
be submitted to the Director. The interest collected on this
account shall be forwarded to the Insurance Fund with
the premiums on a quarterly basis.

8 "(f) REIMBURSEMENT OF INSURERS.—

"(1) REQUIREMENT AND PROCEDURE.—The 9 Director shall reimburse private insurers providing 10 multi-hazard coverage pursuant to this subtitle from 11 12 amounts made available from the Insurance Fund. Reimbursement for all claim payments up to and in-13 cluding the policy limits of coverage and for all loss 14 15 adjustment expenses paid as a result of an earth-16 quake, volcanic eruption, or tsunami, as appropriate, 17 shall be made as follows:

18 ''(A) The Director shall reimburse insurers
19 within 30 days of the date any claim payments
20 and loss adjustment expense payments are
21 made pursuant to the Federal Government's
22 obligations.

23 "(B) If the gross reimbursements exceed
24 amounts available in the Insurance Fund,
25 amounts borrowed from the Treasury of the

United States under section 806 shall cover the supplemental losses.

"(2) REGULATIONS.—The Director may issue 3 4 regulations establishing the general method or methods by which proved and approved claims for losses 5 may be adjusted and paid for damages covered by 6 7 the multi-hazard coverage issued under this subtitle. The claim practices of the Insurance Fund shall be 8 subject to and conform with any applicable State in-9 surance unfair trade practices statutes. Judicial re-10 11 view of a decision of the Director regarding reim-12 bursement of a private insurer shall be available 13 pursuant to section 821(e).

14 "(g) Obligations.—All multi-hazard coverage pro-15 vided through the Primary Insurance Program under this subtitle shall constitute obligations of the United States. 16 The full faith and credit of the United States is pledged 17 for the full payment and performance of such obligations. 18 The private insurers participating in the program shall 19 bear no risk and shall assume no liability for the multi-20 hazard coverage provided through the program. 21

"(h) STATUS OF FUND.—Any premiums collected for
deposit in the Insurance Fund shall be exempt from all
taxation now or hereafter imposed by the United States,
by any territory, dependency or possession thereof, or by

1

2

the State, county, municipality, or local taxing authority,
 except that the insurance policies issued by or in conjunc tion with the Federal Government pursuant to this title
 shall be subject, where applicable, to State insurance pre mium taxes.

#### 6 "SEC. 806. BORROWING FROM TREASURY.

7 "(a) AUTHORITY.—To the extent that the accumu-8 lated assets, including any return on investments, in the 9 Primary Insurance Program Fund established under sec-10 tion 805 are insufficient to pay claims and expenses, the Director shall issue, from time-to-time, to the Secretary 11 of the Treasury, notes and other obligations to cover the 12 insufficiency; except that the amounts of such obligations 13 outstanding at any one time shall not exceed such sums 14 as the Congress may provide acting upon the rec-15 ommendation of the Director. 16

"(b) INTEREST RATE.—Obligations under subsection
(a) shall bear interest at a rate determined by the Secretary of the Treasury, taking into consideration the current average market yield on outstanding marketable obligations of the United States of comparable maturities.

"(c) DEPOSITS.—Any amounts borrowed by the Director under this section shall be deposited in the Primary
Insurance Program Fund established under section 805.

1 "(d) REPAYMENT.—Any amounts borrowed under 2 this section shall be recouped, including interest on the 3 borrowed funds, in future premiums for multi-hazard cov-4 erage pursuant to the plan of operation established under 5 section 821. The Secretary of the Treasury shall grant ex-6 tensions in repayment schedules that the Director advises 7 the Secretary are necessary.

#### 8 "SEC. 807. INSURANCE MITIGATION INCENTIVES.

9 "In carrying out the Primary Insurance Program 10 under this subtitle and pursuant to the plan of operation 11 established under section 821, the Director shall provide 12 for the following insurance mitigation incentives which 13 shall conform with the actuarially sound rate requirements 14 of section 804:

15 "(1) Charging lower premiums or deductible
16 amounts for any residential property located in an
17 earthquake-prone State which meets the seismic
18 building standards under section 702(a).

"(2) Charging lower premium rates or deductible amounts for any residential property located in
an earthquake-prone State that passes a seismic
safety inspection and meets the requirements of the
seismic mitigation standards established in title VII.

24 "(3) Charging lower premium rates or deduct-25 ible amounts for new residential property not con-

structed in volcanic zones in a volcanic eruption prone State.

3 "Subtitle B—Reinsurance Program 4 **"SEC. 811. BASIC AUTHORITY AND PROGRAM OPERATION.** 5 "(a) ELIGIBILITY.— "(1) PROVISION OF COVERAGE.—Upon the is-6 7 suance of regulations establishing the plan of oper-8 ation under section 821, the Director shall make 9 available to eligible entities excess reinsurance coverage for any direct and indirect losses under the 10 11 covered lines set forth in section 813 that arise from a hurricane, earthquake, volcanic eruption, or tsu-12 13 nami. "(2) ELIGIBLE ENTITIES.—The following enti-14

14 (2) ELIGIBLE ENTITIES.—The following enti-15 ties are eligible to purchase the excess reinsurance 16 coverage:

17 ''(A) Any private insurer participating in
18 the Primary Insurance Program under subtitle
19 A.

20 "(B) Any private reinsurer which reinsures
21 any private insurer participating in the Primary
22 Insurance Program under subtitle A.

23 "(C) Any workers' compensation fund op-24 erated by a State.

"(D) Any State residual insurance pooling
 program.

3 "(b) TERMS.—The reinsurance contracts issued by
4 the Federal Government pursuant to this subtitle shall
5 contain terms and conditions similar to those generally
6 used in private catastrophic reinsurance contracts.

7 "(c) JUDICIAL REVIEW.—Judicial review of a deci8 sion of the Director regarding payment of claims shall be
9 made available pursuant to section 821(e).

10 "(d) SINGLE ENTITIES.—Any private insurer and re-11 insurer companies or United States affiliates under the 12 same ownership or management or part of the same hold-13 ing company system, as determined under the plan of op-14 eration established under section 821, shall be considered 15 a single entity for purposes of this subtitle.

# 16 "SEC. 812. LEVELS OF RETAINED LOSSES.

"(a) INDUSTRY-WIDE ELIGIBILITY.—Excess reinsurance under this subtitle shall be available to all private
insurers and private reinsurers eligible for reinsurance
pursuant to section 811(a)(2) as follows:

"(1) INDUSTRY RETAINED LOSSES.—The Reinsurance Fund established under section 815 shall
provide excess reinsurance when, as determined by
the Director pursuant to the plan of operation under
section 821, the insurance industry is likely to incur

gross losses in the lines covered in section 813(a) 1 2 arising from hurricane, earthquake, volcanic erup-3 tion, and tsunami events occurring during any 12-4 month period that exceed 15 percent of the consoli-5 dated industry surplus as regards policyholders; provided that, only such separate events which will like-6 7 ly result in industry gross losses of at least \$1,500,000,000, adjusted annually in accordance 8 9 with the percentage change in the Consumer Price Index, shall be aggregated to reach the 15-percent 10 11 level.

<sup>((2)</sup> 12 INDIVIDUAL COMPANY RETAINED LOSSES.—After the insurance industry has sustained 13 14 gross losses described in paragraph (1), the Reinsur-15 ance Fund established under section 815 shall pay 16 to an individual private insurer or private reinsurer 17 95 percent of qualifying losses in excess of 15 per-18 cent of the consolidated surplus as regards policy-19 holders of the private insurer or private reinsurer.

20 "(b) INDIVIDUAL INSURER ELIGIBILITY.—

21 "(1) INDIVIDUAL INSURER RETAINED
22 LOSSES.—If subsection (a) is not applicable, a pri23 vate insurer or private reinsurer shall be eligible for
24 excess reinsurance coverage and reimbursement from
25 the Reinsurance Fund established under section 815

if the insurer or reinsurer has incurred gross losses
 from a single—

"(A) earthquake, volcanic eruption, or tsunami event that is included in the lines covered in section 813(a) and that exceeds 20 percent of the consolidated surplus as regards policy-holders of the private insurer or private reinsurer; or

9 "(B) hurricane event that is included in 10 the lines covered in section 813(a) and that ex-11 ceeds 20 percent of the consolidated surplus as 12 regards policyholders of the private insurer or 13 private reinsurer, except that the workers' com-14 pensation and earthquake lines of coverage 15 under section 813(a) shall be excluded.

"(2) REINSURANCE FUND PAYMENTS.—After 16 17 the private insurer or private reinsurer has sustained 18 gross losses described in paragraph (1), the Reinsur-19 ance Fund established under section 815 shall pay 95 percent of qualifying losses, as defined in sub-20 section (d), in excess of 20 percent of the consoli-21 22 dated surplus as regards policyholders of the private insurer or the private reinsurer. 23

24 "(3) LIMITATION OF REINSURANCE FUND PAY25 MENTS.—The payments by the Reinsurance Fund

under this subsection shall be limited to 200 percent
 of the consolidated surplus as regards policyholders
 of the private insurer or private reinsurer.

4 "(c) STATE INSURANCE PROGRAMS.—Excess rein-5 surance under this subtitle shall be available to each State 6 workers' compensation program and State residual insur-7 ance pooling program eligible for reinsurance pursuant to 8 section 811(a)(2) as follows:

9 "(1) INDUSTRY LOSSES.—The Reinsurance Fund established under section 815 shall provide ex-10 11 cess reinsurance when, as determined by the Direc-12 tor pursuant to the plan of operation under section 13 821, the insurance industry is likely to incur gross 14 losses in the State served by the eligible State insur-15 ance program arising from hurricane, earthquake, 16 volcanic eruption, and tsunami events occurring dur-17 ing any 12-month period that exceed 10 times the 18 sum of the direct earned premiums for the lines of 19 coverage described in sections 813(a) (2), (3), (4), 20 and (5) or \$10,000,000,000, adjusted annually in 21 accordance with the percentage change in the 22 Consumer Price Index, whichever amount is less.

23 "(2) MINIMUM LOSSES.—Such lessor amount
24 described in paragraph (1) must equal at least

\$500,000,000, adjusted annually in accordance with
 the percentage change in the Consumer Price Index.

"(3) RETAINED LOSSES.—After the insurance 3 4 industry has sustained gross losses described in 5 paragraph (1), the Reinsurance Fund established under section 815 shall pay to an individual State 6 workers' compensation program or State residual in-7 surance pooling program 95 percent of qualifying 8 9 losses in excess of the lessor amount described in 10 paragraph (1).

11 ''(d) QUALIFYING LOSSES.—For the purpose of this12 subtitle, ''qualifying losses'' includes—

13 "(1) the losses and loss adjustment expenses in14 curred by a private insurer, private reinsurer, State
15 workers' compensation fund, or State residual insur16 ance pooling program, and

17 "(2) any assessments, surcharges, or other li18 abilities imposed by any State residual insurance
19 pooling program or guaranty fund,

attributable to hurricanes, earthquakes, volcanic eruptions, and tsunamis occurring during any 12-month period
encompassing the events described in subsections (a)(1)
and (c)(1) or the event described in subsection (b)(1)
reduced by—

25 "(1) any collectible reinsurance recoverable, and

"(2) an appropriate percentage of any
 uncollectible reinsurance arising from the event as
 set in the plan of operation to be issued by regula tion under section 821.

5 "(e) OBLIGATIONS.—All reinsurance contracts issued 6 under this subtitle shall constitute obligations, in accord-7 ance with the terms of such reinsurance, of the United 8 States. The full faith and credit of the United States is 9 pledged for the full payment and performance of such 10 obligations.

11 "(f) DEFINITIONS.—For purposes of this subtitle:

"(1) The term 'consolidated industry surplus as 12 regards policyholders' means the consolidated sur-13 plus as regards policyholders of the property and 14 15 casualty insurance industry (excluding life insurance) for the calendar year immediately preceding 16 17 the hurricane, earthquake, volcanic eruption, or tsu-18 nami events described in subsection (a)(1) as deter-19 mined by the National Association of Insurance 20 Commissioners or other credible source and published annually in the Federal Register by the 21 22 Director.

23 ''(2) The term 'consolidated surplus as regards
24 policyholders' means the surplus as regards policy25 holders of the private insurer, private reinsurer, or

group of private insurers and/or reinsurers (exclud-1 2 ing life insurance) based on financial data submitted to the National Association of Insurance Commis-3 4 sioners or other credible source and published annually in the Federal Register by the Director for the 5 6 calendar year immediately preceding the hurricane, 7 earthquake, volcanic eruption, or tsunami event or 8 events described in subsections (a)(1) and (b)(1).

"(3) The term 'direct earned premiums' means 9 10 the direct earned premiums for certain lines of prop-11 erty and casualty insurance coverage as published in 12 the National Association of Insurance Commissioners Fire and Casualty Annual Statement filed 13 14 with the applicable State department of insurance 15 for the most recent calendar year available preceding 16 the hurricane, earthquake, volcanic eruption, or tsu-17 nami events described in subsection (c)(1).

18 ''(4) The term 'gross losses' means all losses
19 and loss adjustment expenses, prior to deducting any
20 private reinsurance recoverables.

"(5) The term 'subject net written premium'
means direct and reinsurance premiums received by
private insurers and private reinsurers, less premiums paid for ceded reinsurance, for all lines of
coverage listed in section 313(a), except the workers'

compensation and earthquake lines of coverage shall
 be excluded for the purposes of setting actuarially
 sound rates for hurricanes.

4 "(6) The term 'uncollectible reinsurance' means
5 reinsurance proceeds due and payable in accordance
6 with the terms of the reinsurance contract which are
7 not paid within 12 months of the due date.

## 8 "SEC. 813. LINES OF INSURANCE.

9 "(a) COVERED LINES.—The Director shall provide 10 reinsurance coverage to private insurers, State workers' 11 compensation funds and State residual insurance pooling 12 programs for all of the following lines of insurance appear-13 ing in the National Association of Insurance Commis-14 sioners Fire and Casualty Annual Statement:

- 15 "(1) Fire.
- 16 "(2) Allied Lines.
- 17 "(3) Farmowners Multiple Peril.
- 18 ''(4) Homeowners Multiple Peril.
- 19 "(5) Commercial Multiple Peril.
- 20 "(6) Ocean Marine.
- 21 "(7) Inland Marine.
- 22 "(8) Earthquake.
- 23 "(9) Workers' Compensation.
- 24 "(10) Other Liability.
- 25 "(11) Products Liability.

).
)

2 "(13) Glass.

3

"(14) Burglary and Theft.

4 "(15) Boiler and Machinery.

5 "(16) Reinsurance.

6 Reinsurance coverage must be purchased for all covered
7 lines of insurance and in all affected hurricane, seismic,
8 or volcanic rating zones in hurricane-prone, earthquake9 prone, or volcanic eruption-prone States with the rates for
10 such coverage set by the Director, pursuant to section
11 814.

54

"(b) OTHER LINES.—The Reinsurance Fund estab-12 lished under section 815 shall provide reinsurance cov-13 erage to private reinsurers for all of the lines of insurance 14 referred to in subsection (a) as well as other lines of insur-15 ance appearing in the National Association of Insurance 16 Commissioners Fire and Casualty Annual Statement, as 17 determined by the Director in the plan of operation pursu-18 ant to section 821 and in consultation with the Federal 19 Insurance and Reinsurance Advisory Committee estab-2021 lished under section 822.

## 22 "SEC. 814. ACTUARIALLY SOUND RATES.

23 "(a) ESTABLISHMENT.—Using generally accepted ac24 tuarial principles, the Director shall establish the rates for
25 the excess reinsurance coverage and adjust the rates when

necessary. To the maximum extent practicable, such rates 1 shall be actuarially sound and shall result in a minimum 2 of cross-subsidization, consistent with the infrequency of 3 4 catastrophic hurricanes, earthquakes, volcanic eruptions, 5 and tsunamis. In setting and adjusting the rates, the Director shall provide that, over an extended period of time, 6 7 expected expenditures from the Reinsurance Fund under 8 section 815(c) do not exceed expected receipts of the Reinsurance Fund under section 815(b). 9

"(b) CONSULTATION.—In carrying out this section, 10 the Director shall consult with the Federal Insurance and 11 Reinsurance Advisory Committee established in section 12 822 and may enter into contracts, agreements, or other 13 arrangements to utilize the services of the United States 14 15 Geological Survey, the National Oceanic and Atmospheric Administration, and other relevant Federal, State, and 16 local governmental agencies, and other persons. 17

18 "(c) CONSIDERATIONS—In setting or adjusting such actuarially sound rates, the Director shall provide for a 19 minimum degree of cross-subsidization among classes of 20 reinsureds by reasonably reflecting the differences in risk 21 22 of and vulnerability to loss from hurricanes, earthquakes, and volcanic eruptions that would be subject to payment 23 from the Reinsurance Fund established under section 815, 24 25 by giving due consideration to the following:

1 "(1) The premium rate volume of the reinsured 2 by line of insurance under section 813(a) by hurri-3 cane, seismic, or volcanic zone or State in which the 4 risks insured or reinsured by the reinsurer are lo-5 cated.

6 "(2) The proportion of the total expected 7 amount of payments for qualifying losses and loss 8 adjustment expenses by line of insurance under sec-9 tion 813(a) by hurricane, seismic, or volcanic zone 10 or State expected for each reinsured.

"(3) The nature, scope, and adequacy of the 11 12 private reinsurance or retrocessional reinsurance 13 purchased by the private insurer, private reinsurer, 14 State workers' compensation fund, or State residual 15 insurance pooling program in light of its manage-16 ment expertise and the number, size, concentration, 17 and location of its risk exposures by lines of insur-18 ance under section 813(a).

"(4) The payback of losses sustained by the Reinsurance Fund established under section 815 due to
payments made to a private insurer, private reinsurer, State workers' compensation fund, or State
residual insurance pooling program.

24 "(5) The ratio between subject net written pre-25 mium and consolidated surplus as regards policy-

HR 2873 SC

holders for each private insurer and reinsurer during
 the most recent calendar year.

"(6) The nature of the risk for each private insurer and reinsurer insured under coverages reported in the National Association of Insurance
Commissioners Fire and Casualty Annual Statement
filed with the applicable State department of insurance for the most recent calendar year and covering
the lines of businesses listed in section 813(a).

10 "(d) LIMITATION.—Any rate classification system 11 used by the Director under this section shall be cost-effec-12 tive and shall not impose costs for the initial establishment 13 or the subsequent administration of the rating plan that 14 are disproportionate to the size of the insurance premiums 15 collected.

16 "(e) QUARTERLY PAYMENT.—Premiums paid to the 17 Reinsurance Fund for reinsurance coverage under this 18 subtitle shall be paid on a quarterly basis and shall be 19 accumulated in the Reinsurance Fund, to be managed 20 pursuant to section 815.

# 21 "SEC. 815. REINSURANCE FUND.

"(a) ESTABLISHMENT.—There is established in the
Treasury of the United States the Reinsurance Fund for
the purposes of carrying out the Reinsurance Program
under this subtitle.

"(b) CREDITS OF FUND.—The Reinsurance Fund 1 shall be credited with— 2 3 "(1) any reinsurance premiums received by the 4 Director under the Reinsurance Program; "(2) any amounts borrowed under section 816; 5 6 and 7 "(3) any amounts earned under subsection (d). "(c) USE OF FUND.—The Reinsurance Fund shall be 8 available to the Director for— 9 "(1) payments for qualifying losses under the 10 11 Reinsurance Program under this subtitle; 12 "(2) any and all administrative and operating 13 expenses in carrying out the Reinsurance Program; 14 and "(3) 15 principal and interest payments on amounts borrowed from the Treasury under section 16 17 816, if any. 18 "(d) INVESTMENT.—The Director shall request the Secretary of the Treasury to invest any amounts in the 19 Reinsurance Fund in obligations issued or guaranteed by 20 the United States, as the Director considers appropriate. 21 22 "(e) STATUS OF FUNDS.—Any reinsurance premiums collected for deposit in the Reinsurance Fund shall be ex-23 24 empt from all taxation now or hereafter imposed by the United States, by any territory, dependency or possession 25

thereof, or by any State, county, municipality, or local tax ing authority.

#### 3 "SEC. 816. BORROWING FROM TREASURY.

"(a) AUTHORITY.—To the extent that the accumu-4 5 lated assets, including any return on investments, in the Reinsurance Fund are insufficient to pay claims and ex-6 7 penses, the Director shall issue, from time-to-time, to the 8 Secretary of the Treasury, notes and other obligations to 9 cover the insufficiency; except that the amounts of such 10 obligations outstanding at any one time shall not exceed such sums as the Congress may provide acting upon the 11 recommendation of the Director. 12

"(b) INTEREST RATE.—Obligations under subsection
(a) shall bear interest at a rate determined by the Secretary of the Treasury, taking into consideration the current average market yield on outstanding marketable obligations of the United States or comparable maturities.

18 "(c) DEPOSITS.—Any amounts borrowed by the Di19 rector under this section shall be deposited in the Reinsur20 ance Fund.

21 "(d) REPAYMENT.—Any amounts borrowed pursuant 22 to this section shall be recouped, including interest on the 23 borrowed funds, in future rates for excess reinsurance cov-24 erage pursuant to the plan of operation established under 25 section 821. The Secretary of the Treasury shall grant extensions in repayment schedules that the Director advises
 the Secretary are necessary.

3 "Subtitle C—Program Administration
4 "SEC. 821. PLAN OF OPERATION.

5 "(a) DEVELOPMENT.—The Director shall develop a 6 plan of operation to ensure the fair, reasonable, and equi-7 table administration of the Primary Insurance Program 8 Fund established under section 805, the Reinsurance 9 Fund established under section 815, and other activities 10 under this title.

11 "(b) CONTENTS.—The plan of operation shall set 12 forth the specific policy and programmatic details for op-13 erating the Primary Insurance Program created under 14 subtitle A and the Reinsurance Program created under 15 subtitle B, including all guidelines, criteria, definitions, 16 clarifications, and procedures necessary to carry out this 17 title.

18 "(c) Establishment.—

"(1) SUBMISSION OF DRAFT TO ADVISORY COMMITTEE.—Not later than the expiration of the 12month period beginning on the date of the enactment of the Natural Disaster Protection Act of
1993, the Director shall submit a draft of the plan
of operation to the Federal Insurance and Reinsurance Advisory Committee established under section

822. Before issuing any regulations under paragraph
 (2), the Director shall consider any recommenda tions made by such Advisory Committee regarding
 the draft plan of operation.

"(2) REGULATIONS.—Not later than the expira-5 tion of the 18-month period beginning on the date 6 of the enactment of the Natural Disaster Protection 7 Act of 1993, the Director shall issue final regula-8 9 tions establishing the plan of operation under this 10 section, subject to the provisions of subchapter II of 11 chapter 5 of title 5, United States Code. In issuing 12 regulations under this paragraph, the Director shall cause to be published in the Federal Register a de-13 scription of any differences between the rec-14 15 ommendations of the Federal Insurance and Reinsurance Advisory Committee established under sec-16 17 tion 822 and the regulations (including the guide-18 lines, criteria, definitions, clarifications, and proce-19 dures under the plan) developed by the Director. 20 The description shall contain, for each such difference, an explanation of why the recommendations 21 22 of the Federal Insurance and Reinsurance Advisory 23 Committee were not included in the proposed regula-24 tions.

"(3) SUBSEQUENT CHANGES.—Any future
 changes to the plan of operation shall be made in ac cordance with the process described in paragraphs
 (1) and (2).

5 "(d) ADDITIONAL REGULATIONS.—In addition to the 6 regulations establishing the plan of operation, the Director 7 may issue any regulations necessary to carry out this title, 8 pursuant to the provisions of subchapter II of chapter 5 9 of title 5, United States Code.

"(e) SUITS.—Any lawsuits by or against the Director 10 (or employees of the Federal Emergency Management 11 Agency) in connection with activities under this title shall 12 be brought in the district court of the United States with 13 jurisdiction over the action, except that any action by an 14 insurer or reinsurer against the Director (or employees of 15 the Federal Emergency Management Agency) shall be 16 brought in the United States District Court for the Dis-17 trict of Columbia. 18

# 19 "SEC. 822. FEDERAL INSURANCE AND REINSURANCE ADVI-

20

## SORY COMMITTEE.

"(a) ESTABLISHMENT.—There is established an independent advisory committee within the executive branch
to be known as the Federal Insurance and Reinsurance
Advisory Committee (in this section referred to as the
Committee). To the extent not contradicted by the provi-

sions of this section, the Committee shall be subject to
 the provisions of the Federal Advisory Committee Act (5
 U.S.C. Appendix 2). The establishment of the Committee
 shall not result in the creation of any new permanent staff
 or new office facilities.

6 "(b) MEMBERSHIP.—The Committee shall be com7 posed of 7 members appointed by the Director. The mem8 bers shall be chosen from among citizens of the United
9 States and shall include—

10 "(1) 1 individual who represents the interests of11 consumers;

12 "(2) 1 individual who is a State emergency13 planner;

14 "(3) 1 individual who is a State insurance com-15 missioner;

16 "(4) 1 individual who represents the interests of17 the private insurers;

18 "(5) 1 individual who represents the interests of19 the private reinsurers;

20 "(6) 1 individual who represents the interests of21 the insurance agents; and

"(7) 1 individual who is a professional actuary.
"(c) VACANCIES.—A vacancy in the Commission shall
be filled in the manner in which the original appointment
was made.

"(d) CHAIRPERSON.—The Director shall designate a
 chairperson of the Committee from among members se lected for appointment to the Committee.

4 "(e) SELECTION.—Not later than 180 days after the
5 date of the enactment of the Natural Disaster Protection
6 Act of 1993 and after consulting with the insurance indus7 try and the State and local emergency management com8 munity, the Director shall appoint the members of the
9 Committee.

"(f) FUNCTIONS OF THE COMMITTEE.—The Com-10 mittee shall review the draft plan of operation established 11 under section 821. Within 120 days after receiving the 12 draft plan of operation, the Committee shall submit to the 13 Director written comments and recommendations for any 14 changes to the plan. After regulations establishing the 15 plan of operation have been issued, the committee shall 16 17 submit a written report not less than once every 180 days to the Director and the Congress evaluating the operation 18 of the Federal insurance programs established under this 19 title and making recommendations for any actions relating 20 21 to such programs. The Committee shall provide counsel to the Director regarding actuarial and insurance related 22 23 services pursuant to sections 804(b) and 814(b). The 24 Committee shall respond as soon as practicable to all requests of the Director made pursuant to subsection (g)
 or section 821(c).

3 "(g) RESPONSIBILITIES OF THE DIRECTOR.—The 4 Director shall fully cooperate with the Committee and pro-5 vide the Committee with access to personnel and informa-6 tion as the Committee considers necessary to carry out 7 its functions. The Director shall request comments from 8 the Committee on any questions regarding operation of 9 the Federal insurance programs established under this 10 title.".

 $\bigcirc$ 

HR 2873 SC—2 HR 2873 SC—3 HR 2873 SC—4 HR 2873 SC—5