By the Committee on Banking and Insurance; and Senator Grant

311-1806A-99

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1 A bill to be entitled 2 An act relating to title insurance; making legislative findings; amending ss. 624.509, 3 4 626.841, 626.8411, 626.9541, 627.7711, 627.777, 627.7773, 627.7776, 627.780, 627.783, 627.7831, 5 627.784, 627.7841, 627.7842, 627.7845, 627.786, 6 7 627.791, and 627.792, F.S.; revising and clarifying application of provisions relating 8 9 to title insurance agents, policies, premiums, rates, contracts, charges, and practices; 10 amending s. 627.7711, F.S.; revising 11 12 definitions; amending s. 627.782, F.S.; providing a limitation on payment of portions 13 of premiums for primary title services; 14 15 authorizing the Department of Insurance to adopt rules; providing an effective date. 16 17 WHEREAS, the Legislature finds that regulation of 18 19 insurance is in the public interest; that it promotes the 20 public health, safety and welfare by assuring the solvency and 21 soundness of insurers; that determination of insurability of 22 title to real property prior to insuring such property is essential to the maintenance of the solvency and soundness of 23 title insurers; and that because title insurance agents or 24 agencies determine insurability on behalf of title insurers, 25 there is a direct relationship between the determination of 26 27 insurability performed by title agents or agencies and the 28 public interest; NOW, THEREFORE, 29 30 Be It Enacted by the Legislature of the State of Florida:

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CODING: Words stricken are deletions; words underlined are additions.

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Section 1. Subsection (1) of section 624.509, Florida Statutes, 1998 Supplement, is amended to read:

624.509 Premium tax; rate and computation.--

- (1) In addition to the license taxes provided for in this chapter, each insurer shall also annually, and on or before March 1 in each year, except as to wet marine and transportation insurance taxed under s. 624.510, pay to the Department of Revenue a tax on insurance premiums, risk premiums for title insurance, or assessments, including membership fees and policy fees and gross deposits received from subscribers to reciprocal or interinsurance agreements, and on annuity premiums or considerations, received during the preceding calendar year, the amounts thereof to be determined as set forth in this section, to wit:
- (a) An amount equal to 1.75 percent of the gross amount of such receipts on account of life and health insurance policies covering persons resident in this state and on account of all other types of policies and contracts (except annuity policies or contracts taxable under paragraph (b)) covering property, subjects, or risks located, resident, or to be performed in this state, omitting premiums on reinsurance accepted, and less return premiums or assessments, but without deductions:
 - 1. For reinsurance ceded to other insurers;
- 2. For moneys paid upon surrender of policies or certificates for cash surrender value;
- 3. For discounts or refunds for direct or prompt payment of premiums or assessments; and
- On account of dividends of any nature or amount 30 paid and credited or allowed to holders of insurance policies; 31

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certificates; or surety, indemnity, reciprocal, or interinsurance contracts or agreements; and

(b) An amount equal to 1 percent of the gross receipts on annuity policies or contracts paid by holders thereof in this state.

Section 2. Section 626.841, Florida Statutes, is amended to read:

626.841 Definitions.--The term:

- (1) "Title insurance agent" means a person appointed in writing by a title insurer to issue and countersign commitments or binders, commitments, policies of title insurance, or guarantees of title in its behalf.
- "Title insurance agency" means an insurance agency under which title insurance agents and other employees determine insurability in accordance with underwriting rules and standards prescribed by the title insurer represented by the agency, and issue and countersign commitments binders, commitments of title insurance, endorsements, or policies guarantees of title insurance, on behalf of the appointing title insurer. The term does not include a title insurer.

Section 3. Paragraph (c) of subsection (2) of section 626.8411, Florida Statutes, 1998 Supplement, is amended to read:

626.8411 Application of Florida Insurance Code provisions to title insurance agents or agencies .--

- (2) The following provisions of part I do not apply to title insurance agents or title insurance agencies:
- (c) Section 626.572 626.752, relating to rebating, when allowed exchange of business.

Section 4. Paragraph (h) of subsection (1) of section 31 | 626.9541, Florida Statutes, is amended to read:

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

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

(h) Unlawful Rebates.--

specified in the insurance contract.

1. Except as otherwise expressly provided by law, or in an applicable filing with the department, knowingly:

 a. Permitting, or offering to make, or making, any contract or agreement as to such contract other than as plainly expressed in the insurance contract issued thereon;

b. Paying, allowing, or giving, or offering to pay, allow, or give, directly or indirectly, as inducement to such insurance contract, any unlawful rebate of premiums payable on the contract, any special favor or advantage in the dividends or other benefits thereon, or any valuable consideration or inducement whatever not specified in the contract;

c. Giving, selling, or purchasing, or offering to give, sell, or purchase, as inducement to such insurance contract or in connection therewith, any stocks, bonds, or other securities of any insurance company or other corporation, association, or partnership, or any dividends or profits accrued thereon, or anything of value whatsoever not

2. Nothing in paragraph (g) or subparagraph 1. of this paragraph shall be construed as including within the definition of discrimination or unlawful rebates:

a. In the case of any contract of life insurance or life annuity, paying bonuses to all policyholders or otherwise abating their premiums in whole or in part out of surplus accumulated from nonparticipating insurance; provided that any

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such bonuses or abatement of premiums is fair and equitable to all policyholders and for the best interests of the company and its policyholders.

- b. In the case of life insurance policies issued on the industrial debit plan, making allowance to policyholders who have continuously for a specified period made premium payments directly to an office of the insurer in an amount which fairly represents the saving in collection expenses.
- c. Readjustment of the rate of premium for a group insurance policy based on the loss or expense thereunder, at the end of the first or any subsequent policy year of insurance thereunder, which may be made retroactive only for such policy year.
- d. Issuance of life insurance policies or annuity contracts at rates less than the usual rates of premiums for such policies or contracts, as group insurance or employee insurance as defined in this code.
- e. Issuing life or disability insurance policies on a salary savings, bank draft, preauthorized check, payroll deduction, or other similar plan at a reduced rate reasonably related to the savings made by the use of such plan.
- 3.a. No title insurer, or any member, employee, attorney, agent, agency, or solicitor thereof, shall pay, allow, or give, or offer to pay, allow, or give, directly or indirectly, as inducement to title insurance, or after such insurance has been effected, any unlawful rebate or abatement of the agent's, agency's, or title insurer's share of the premium or any charge for related title services below the cost for providing such services, or provide charge made incident to the issuance of such insurance, any special favor or advantage, or any monetary consideration or inducement

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whatever. The words "charge made incident to the issuance of such insurance" shall be construed to encompass underwriting premium, agent's commission, abstracting charges, title examination fee, and closing charges; however, Nothing herein contained shall preclude an abatement in an attorney's fee charged for legal services rendered incident to the issuance of such insurance.

- b. Nothing in this subparagraph shall be construed as prohibiting the payment of fees to attorneys at law duly licensed to practice law in the courts of this state, for professional services in the actual examination of title to real property as a condition to the issuance of title insurance, or as prohibiting the payment of earned portions of the premium commissions to duly appointed agents or agencies who actually perform services for the title insurer issue the policy of title insurance for the underwriting company.
- c. No insured named in a policy, or any other person directly or indirectly connected with the transaction involving the issuance of such policy, including, but not limited to, any mortgage broker, real estate broker, builder, or attorney, any employee, agent, agency, representative, or solicitor thereof, or any other person whatsoever, shall knowingly receive or accept, directly or indirectly, any unlawful rebate or abatement of said charge, or any monetary consideration or inducement, other than as set forth in sub-subparagraph b.

Section 5. Subsections (1) and (2) of section 627.7711, Florida Statutes, are amended to read:

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

(1)(a) "Related title services" means services 31 performed by a title insurer or title insurance agent or

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agency, in the agent's or agency's capacity as such, including, but not limited to, preparing or obtaining <u>a</u> title search, examining title information, preparing documents necessary to close the transaction, conducting the closing, or handling the disbursing of funds related to the closing in a real estate closing transaction in which a title insurance binder, commitment, or policy is to be issued. The risk premium, together with the charge for related title services, constitutes the regular title insurance premium.

- (b) "Primary title services" means determining insurability in accordance with sound underwriting practices based upon evaluation of a reasonable search and examination of the title, determination and clearance of underwriting objections and requirements to eliminate risk, preparation and issuance of a title insurance commitment setting forth the requirements to insure, and preparation and issuance of the policy.
- (2) "Risk Premium" means the charge, as specified by rule of the department, that is made by a title insurer for a title insurance policy, including the charge for performance of primary title services by a title insurer or title insurance agent or agency, and incurring the risks incident to such policy the assumption of the risk, under the several classifications of title insurance contracts and forms, and upon which charge a premium tax is paid under s. 624.509. As used in this part or in any other law, with respect to title insurance, the words "premium" does or "risk premium" mean only the risk premium as defined in this section and do not include a commission any other charge incidental to title insurance.

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Section 6. Section 627.777, Florida Statutes, is amended to read:

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

Section 7. Section 627.7773, Florida Statutes, is amended to read:

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

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

Section 8. Section 627.7776, Florida Statutes, is 31 | amended to read:

 627.7776 Furnishing of supplies; civil liability.--

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

Section 9. Section 627.780, Florida Statutes, is amended to read:

627.780 Illegal dealings in risk premium.--

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

Section 10. Section 627.782, Florida Statutes, is amended to read:

627.782 Adoption of rates.--

(1) Subject to the rating provisions of this code, the
department must adopt a rule specifying the $\frac{1}{2}$ premium to be
charged in this state by $\underline{\text{title}}$ insurers for the respective
types of title insurance contracts and, for policies issued
through agents or agencies, the percentage of such premium
required to be retained by the title insurer which shall and
services incident thereto. The department may, by rule,
establish limitations on such reasonable charges made in
addition to the risk premium based upon the expenses
associated with the services rendered and other relevant
factors. The department must also adopt rules incident to the
applicability of the risk premium, including the percentage or
amount of the risk premium required to be maintained by the
title insurer, and related rules to ensure that the amounts
$\frac{1}{1}$ required to be maintained by the insurer are not \underline{be} less than
30 percent of the risk premium for policies sold by agents.
However, in a transaction subject to the Real Estate
Settlement Procedures Act of 1974, 12 U.S.C. 2601 et seq., as
amended from time to time, no portion of the premium
attributable to providing a primary title service shall be
paid to or retained by any person who does not actually
perform or is not liable for the performance of such service.
The department may, by rule, establish limitations on related
title services charges made in addition to the premium, based
upon the expenses associated with the services rendered and
other relevant factors.
(2) In adopting premium rates, the department must

- give due consideration to the following:
- (a) The title insurers' loss experience and prospective loss experience under insured closing protection

 service letters, search and examination services, and policy liabilities.

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

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to be necessary to analyze risk premium and related title services rates, retention rates, and the condition of the title insurance industry.

Section 11. Section 627.783, Florida Statutes, is amended to read:

627.783 Rate deviation.--

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

Section 12. Section 627.7831, Florida Statutes, is amended to read:

627.7831 Title binders and Commitments; charges; collection. --

(1) When a title insurance binder or a commitment to 31 | insure a title or risk is issued at the request of the insured

 or the insured's representative, or agent, or agency, a portion of the risk premium must be charged for the binder or commitment when issued. The portion of the risk premium charged for the binder or commitment must be credited to the risk premium due upon issuance of the title insurance policy.

- (2) The amount charged under subsection (1) must be collected no later than the date of the closing or 12 months after the date of the commitment or binder, whichever occurs earlier, or another date agreed to in writing at the time of issuance of the binder or commitment.
- (3) This section does not apply to a transaction involving a residential property.

Section 13. Section 627.784, Florida Statutes, is amended to read:

627.784 Casualty title insurance prohibited.--A title insurance policy or guarantee of title may not be issued without regard with disregard to the possible existence of adverse matters or defects of title.

Section 14. Section 627.7841, Florida Statutes, is amended to read:

627.7841 Insurance against adverse matters or defects in the title.—If a title insurer issuing a binder, commitment or, policy of title insurance, or guarantee of title upon an estate, lien, or interest in property located in this state through its officers, employees, or agents, or agencies disburses settlement or closing funds, the title insurer shall insure against the possible existence of adverse matters or defects in the title which are recorded during the period of time between the effective date of the binder or commitment and the date of recording of the document creating the estate

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or interest to be insured, except as to matters of which the insured has knowledge.

Section 15. Subsection (2) of section 627.7842, Florida Statutes, is amended to read:

627.7842 Policy exceptions.--

The title insurer, or agency issuing the title policy may except from coverage the items specified in subsection (1) if the title insurer, or agent, or agency has knowledge of facts requiring the exceptions, notwithstanding the survey or affidavits, if the insurer, or agent, or agency discloses such facts to the proposed insured.

Section 16. Section 627.7845, Florida Statutes, is amended to read:

627.7845 Determination of insurability required; preservation of evidence of title search and examination .--

- (1) A title insurer may not issue a title insurance binder, commitment or, endorsement or, title insurance policy, or guarantee of title until the title insurer has caused to be conducted a reasonable search and examination of the title and of such other information as may be necessary, and has caused to be made a determination of insurability of title, including endorsement coverages, in accordance with sound underwriting practices.
- The title insurer shall cause the evidence of the reasonable search and examination of the title to be preserved and retained in its files or in the files of its title insurance agent or agency for a period of not less than 7 years after the title insurance binder, commitment or, title insurance policy, or guarantee of title was issued. The title insurer or agent or agency must produce the evidence required 31 to be maintained by this subsection at its offices upon the

 demand of the department. Instead of retaining the original evidence, the title insurer or the title insurance agent or agency may, in the regular course of business, establish a system under which all or part of the evidence is recorded, copied, or reproduced by any photographic, photostatic, microfilm, microcard, miniature photographic, or other process which accurately reproduces or forms a durable medium for reproducing the original.

- (3) The title insurer or its agent <u>or agency</u> must maintain a record of the actual risk premium and related title service charges made for issuance of the policy and any endorsements in its files for a period of not less than 7 years. The <u>title</u> insurer, or agency must produce the record at its office upon demand of the department.
- (4) This section does not apply to an insurer assuming no primary liability in a contract of reinsurance or to an insurer acting as a coinsurer if any other coinsuring insurer has complied with this section.

Section 17. Subsection (3) of section 627.786, Florida Statutes, is amended to read:

- 627.786 Transaction of title insurance and any other kind of insurance prohibited.--
- (3) Subsection (1) does not preclude a title insurer from providing instruments to any prospective insured, in the form and content approved by the department, under which the title insurer assumes liability for loss due to the fraud of, dishonesty of, misappropriation of funds by, or failure to comply with written closing instructions by, its contract agents, agencies, or approved attorneys in connection with a real property transaction for which the title insurer is to issue a title insurance policy or guarantee of title.

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 Section 18. Section 627.791, Florida Statutes, is amended to read:

627.791 Penalties against title insurers for violations by persons or entities not licensed.—A title insurer is subject to the penalties in ss. 624.418(2) and 624.4211 for any violation of a lawful order or rule of the department, or for any violation of this code, committed by:

- (1) A person, firm, association, corporation, cooperative, joint-stock company, or other legal entity not licensed under this part when issuing and countersigning binders, commitments or, policies of title insurance, or guarantees of title on behalf of the title insurer.
- (2) An attorney when issuing and countersigning binders, commitments or, policies of title insurance, or guarantees of title on behalf of the title insurer.

Section 19. Section 627.792, Florida Statutes, is amended to read:

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

bears to the total premium remitted to all title insurers by the agent or agency during the same time period. Section 20. Section 627.793, Florida Statutes, is created to read: 627.793 Rulemaking authority. -- The department is authorized to adopt rules implementing the provisions of this part. Section 21. This act shall take effect July 1, 1999. STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN COMMITTEE SUBSTITUTE FOR Senate Bill 746 Makes the legislative findings that regulation of insurance is in the public interest, that determination of insurability of title to real property is essential to the maintenance of the solvency of title insurers, and that there is a direct relationship between the determination fo insurability performed by title agents and the public interest, and other related findings. Retains the authority of the Department of Insurance to establish, by rule, limitations on related title services made in addition to the premium. Authorizes the department to adopt rules to implement part XIII of chapter 627, F.S., Title Insurance Contracts. Eliminates references to title insurers, agents, and agencies issuing "guarantees of title."