

# Task Force on Homeowners and Commercial Property Insurance

Draft Report

**Due: February 15, 2025**

## Executive Summary

The Task Force on Homeowners and Commercial Property Insurance (“Task Force”) was established by the Minnesota Legislature during the 2025 Session.<sup>1</sup> The Task Force was created to make recommendations to the commissioners of commerce, the Housing Finance Agency, and employment and economic development, and the relevant legislative committees addressing insurance affordability of single-family housing, common interest communities, and multifamily rental housing, and for preventing disruptions or less to the development, preservation, and long-term sustainability of Minnesota’s housing infrastructure.

The Task Force was charged with reviewing property resilience to natural hazards, liability laws, minimum notice for coverage changes, public reporting of data, the reinsurance market, the current state-supported insurance program, factors that increase claim costs, and regulatory factors that increase or decrease access to insurance products.

In five meetings from September through December, the Task Force heard testimony from many individuals and organizations to review the required topics. Additionally, members and testifiers shared research papers and articles on each of those required topics to continue this review between meetings.

To be continued.

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<sup>1</sup> See Minnesota Laws 2025, Chapter 4, Article 3, Section 20

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# Membership

Minnesota Laws 2025, Chapter 4, Article 3, Section 20

(a) The task force consists of the following:

- (1) one member appointed by the commissioner of commerce;
- (2) one member appointed jointly by the speaker of the house and the speaker emerita of the house;
- (3) one member appointed jointly by the senate majority leader and the senate minority leader;
- (4) one member appointed by the Minnesota Consortium of Community Developers;
- (5) two members appointed by the Insurance Federation of Minnesota, including one member with expertise in homeowners insurance and one member with expertise in commercial insurance;
- (6) one member appointed by Big I Minnesota;
- (7) one member appointed by the Minnesota Association of Farm Mutual Insurance Companies;
- (8) one member appointed by the Community Associations Institute;
- (9) one member appointed by the Contractors Association of Minnesota;
- (10) one member appointed by the Minnesota Multi Housing Association;
- (11) one member appointed by the Housing Justice Center; and
- (12) one member appointed by Ceres with expertise in climate risk mitigation and insurance markets.

**The following individuals served on the Task Force:**

**Chair: Representative Steve Elkins**

Appointed by: Joint House Appointment

**Adam Axvig**

**Senator Gary Dahms**

Appointed by: Minnesota Association of Farm Mutual Insurance Companies

**Senator Judy Seeberger**

**Peter Brickwedde**

Shared appointment: Joint Senate Appointment

Department of Commerce

Appointed by: Department of Commerce

**Tim Johnson**

**Jaclyn de Medicci Bruneau**

Appointed by: Ceres

**Fost Choles**

Appointed by: Minnesota Multi Housing Association

**Aaron Cocking**

Appointed by: Insurance Federation of Minnesota

**Kari Johnson**

Appointed by: Minnesota Consortium of Community Developers

Appointed by: Contractors Association of Minnesota

**Jessica Szuminski**

Appointed by: Housing Justice Center

**Anna Midgley**

Appointed by: Insurance Federation of MN

**Josh Reams**

Appointed by: Community Associations Institute

**Jean Sundlof**

Appointed by: Big I Minnesota

# Enabling Legislation

[Minnesota Laws 2025, Chapter 4, Article 3, Section 20](#)

## **Subd. 3.**

### **Duties.**

(a) The task force must identify recommendations to strengthen and stabilize the homeowners and commercial property insurance industry.

(b) The task force must consult with the commissioner of the Housing Finance Agency, the commissioner of employment and economic development, other relevant state and local agencies, and key stakeholders in the insurance and housing industries.

(c) The task force must review:

(1) risk mitigation and property resilience to natural hazards, and the effect on insurance costs;

(2) the effect of liability laws on insurance costs and whether tort reform could reduce costs;

(3) minimum notice for coverage changes, including enforcement and oversight;

(4) public reporting of aggregated data relating to insurance plan costs and coverage;

(5) the reinsurance market for homeowners and commercial property insurance;

(6) the current state-supported insurance program and the potential to expand the program to include a catastrophic reinsurance fund and a self-insured pool;

(7) factors that increase claim costs, including but not limited to post-loss contractors, fraudulent claims, climate, inflation, and discontinued building materials;

(8) regulatory factors that increase insurance costs or decrease access to insurance products; and

(9) other areas that would strengthen and stabilize the homeowners and commercial property insurance industry.

# Overview of Meetings

## First Meeting – September 10, 2025

Rep. Elkins called the first meeting of the Task Force on Homeowners and Commercial Property Insurance to order. Rep. Elkins and staff from Management, Analysis, and Development (MAD), and the Legislative Coordinating Commission (LCC) introduced themselves and the purpose of the Task Force. The Task Force members were asked to introduce themselves and their interests in the work of the group. Representative Elkins was elected Chair of the Task Force. LCC staff walked through the Task Force's enabling legislation and provided information on the Open Meeting Law. Members discussed meeting dates, a draft of the task force charter, and how to share resources with other members. Julia Dreier, Deputy Commissioner of Insurance, gave a presentation to members on the state of housing insurance in Minnesota.

## Second Meeting – October 1, 2025

Chair Elkins called the meeting of the Task Force to order. Members discussed a task force charter and the use of designees. Same Grant from Management Analysis and Development presented to the group themes and insights from member interviews. Heather Morton, from the National Conference of State Legislatures (NCSL), presented on national legislative trends relating to mitigating risk, disaster, and catastrophe savings accounts, insurers of last resort, and fraud and tort liability. Members asked questions following the presentation. Katie Hatt from MAD facilitated a discussion with the members on themes identified from the brainstorming activity from the September 10<sup>th</sup> meeting.

## Third Meeting – October 22, 2025

Representative Elkins called the meeting to order. Michelle Yurich, LCC executive director, informed the Task Force of the nonpartisan counsel's findings and recommendations regarding the use of designees of appointed members and the Task Force's operating procedures.

- Paul Eger, Senior Vice President of Government Affairs for the Minnesota Realtors Association
- Keenan Revert, Chair of the Government Affairs Committee for the Minnesota Mortgage Association
- Teresa Ruiz, Homeownership Program Manager, Minnesota Homeownership Center / PRG
- Joel Carlson, Chief Lobbyist for Minnesota Association for Justice, and Jake Jagfeld, Johnson Becker, Minnesota Association for Justice Legislative Chair
- Galen Teuer, Independent economic development climate risk expert
- Cristen Incitti, CEO of Habitat for Humanity of Minnesota
- Gary Rupp, Executive Director of the Minnesota FAIR Plan

## Fourth Meeting – November 12, 2025

Representative Elkins called the Task Force to order. The Task Force heard testimony from the following individuals:

- Tom Barry - Beltrami County Administrator
- Michael Newman – IBHS
- Dr. Lars Powell - University of Alabama Hurricane Sally Study
- Greg Metz – DLI
- Jordan Haedtler and Moira Birss – Climate Cabinet and Climate & Community Institute
- Dave Snyder and Rhonda Hurwitz – APCIA
- Julia Nerbonne - Minnesota Interfaith Power & Light
- Mary Novak - Riverton Community Housing
- Bernadette Hornig - Hornig Companies
- Dan Kitzberger - Minnesota Housing

## Fifth Meeting – December 3, 2025

Representative Elkins called the Task Force to order. The Task Force heard testimony from the following individuals:

- Jeremy Eisemann – Reinsurance Association of America
- Patrick Abbe – Aon
- Lynn Boergerhoff – HOA Leadership Network
- Jake Christensen – RowCal
- Jake Olinger – Christensen Group Insurance
- Matt Lynch – RPS
- Gary Rupp – MN FAIR plan

## Sixth Meeting – December 16, 2025

Representative Elkins called the Task Force on Homeowners and Commercial Property Insurance to Order at 1:00 PM. The members discussed recommendations relating to MN FAIR Plan, Strengthen Minnesota Homes, Alternative Dispute Resolution, and Catastrophe Savings Accounts. The Task Force heard testimony from Gary Rupp, Executive Director of the Minnesota Fair Plan.

## Seventh Meeting – January 7, 2026

TBD

## Eighth Meeting – January 21, 2026

TBD

Ninth Meeting – February 5, 2026

TBD

## Recommendations

TBD

## Draft Legislation

TBD

# Appendices

## Appendix A: Statutory Authority

[Minnesota Laws 2025, Chapter 4, Article 3, Section 20](#)

Sec. 20.

### **TASK FORCE ON HOMEOWNERS AND COMMERCIAL PROPERTY INSURANCE.**

Subdivision 1.

#### **Establishment.**

A task force is established to evaluate issues and provide recommendations relating to insurance affordability of single-family housing, common interest communities, and multifamily rental housing and for preventing disruptions or loss to the development, preservation, and long-term sustainability of Minnesota's housing infrastructure.

Subd. 2.

#### **Membership.**

(a) The task force consists of the following:

- (1) one member appointed by the commissioner of commerce;
- (2) one member appointed jointly by the speaker of the house and the speaker emerita of the house;
- (3) one member appointed jointly by the senate majority leader and the senate minority leader;
- (4) one member appointed by the Minnesota Consortium of Community Developers;
- (5) two members appointed by the Insurance Federation of Minnesota, including one member with expertise in homeowners insurance and one member with expertise in commercial insurance;
- (6) one member appointed by Big I Minnesota;
- (7) one member appointed by the Minnesota Association of Farm Mutual Insurance Companies;
- (8) one member appointed by the Community Associations Institute;
- (9) one member appointed by the Contractors Association of Minnesota;

- (10) one member appointed by the Minnesota Multi Housing Association;
- (11) one member appointed by the Housing Justice Center; and
- (12) one member appointed by Ceres with expertise in climate risk mitigation and insurance markets.

(b) The appointing authorities must make the appointments by August 15, 2025.

Subd. 3.

**Duties.**

- (a) The task force must identify recommendations to strengthen and stabilize the homeowners and commercial property insurance industry.
- (b) The task force must consult with the commissioner of the Housing Finance Agency, the commissioner of employment and economic development, other relevant state and local agencies, and key stakeholders in the insurance and housing industries.
- (c) The task force must review:

- (1) risk mitigation and property resilience to natural hazards, and the effect on insurance costs;
- (2) the effect of liability laws on insurance costs and whether tort reform could reduce costs;
- (3) minimum notice for coverage changes, including enforcement and oversight;
- (4) public reporting of aggregated data relating to insurance plan costs and coverage;
- (5) the reinsurance market for homeowners and commercial property insurance;
- (6) the current state-supported insurance program and the potential to expand the program to include a catastrophic reinsurance fund and a self-insured pool;
- (7) factors that increase claim costs, including but not limited to post-loss contractors, fraudulent claims, climate, inflation, and discontinued building materials;
- (8) regulatory factors that increase insurance costs or decrease access to insurance products; and
- (9) other areas that would strengthen and stabilize the homeowners and commercial property insurance industry.

Subd. 4.

Administration.

The Legislative Coordinating Commission must provide administrative support to the task force. Upon request of the task force, the commissioners of commerce, the Housing Finance Agency, and employment and economic development must provide technical support and expertise.

**Subd. 5.**

Meetings.

- (a) The Legislative Coordinating Commission must ensure the first meeting of the task force convenes no later than September 15, 2025, and must provide accessible physical or virtual meeting space as necessary for the task force to conduct work.
- (b) At the first meeting, the task force must elect a chair or cochairs from the members appointed by the house and senate by a majority vote of those members present and may elect a vice-chair as necessary.
- (c) The task force must establish a schedule for meetings and must meet as necessary to accomplish the duties under subdivision 3.
- (d) The task force is subject to Minnesota Statutes, chapter 13D.

**Subd. 6.**

Report required.

- (a) The task force must submit a report to the commissioners of commerce, the Housing Finance Agency, and employment and economic development and the chairs and ranking minority members of the legislative committees having jurisdiction over the agencies listed in this paragraph by February 15, 2026.
- (b) The report must:
  - (1) summarize the activities of the task force;
  - (2) provide findings and recommendations adopted by the task force;
  - (3) make recommendations related to tort reform that could reduce insurance costs;
  - (4) include any draft legislation required to implement recommendations; and
  - (5) include other information the task force believes is necessary to report.

**Subd. 7.**

Expiration.

The task force expires upon submission of the report required under subdivision 6.

**EFFECTIVE DATE.**

This section is effective the day following final enactment.

## Appendix B: Task Force Materials

Thursday, February 5, 2026

TBD

Wednesday, January 21, 2026

TBD

Wednesday, January 7, 2026

TBD

Tuesday, December 16, 2025

- [Agenda](#)
- [December 3, 2025 Meeting Minutes](#)
- [Report Outline](#)
- [Member Preliminary Recommendations Categorized](#)

Wednesday, December 3, 2025

- [Agenda](#)
- [November 12th, 2025 Meeting Minutes](#)
- [HOA Leadership Presentation](#)
- [AON Presentation](#)
- [WSIA Talking Points](#)
- [AMBest Surplus Lines Market Segment Report](#)
- [Member Preliminary Recommendations](#)

Wednesday, November 12, 2025

- [Agenda](#)
- [October 22, 2025 Minutes](#)
- [Climate and Community Presentation](#)
- [Minnesota Housing Presentation](#)
- [Insurance Institute of Business and Home Safety Presentation](#)
- [APCIA - Dave Snyder Presentation](#)
- [Climate Cabinet Action Testimony](#)
- [APCIA - Ronda Hurwitz Presentation](#)
- [Resilience in Alabama](#)
- [Minnesota Interfaith Power & Light Testimony](#)

## Wednesday, October 22, 2025

- [Agenda](#)
- [October 1, 2025 Minutes](#)
- [LCC Memo on Member Designees](#)
- [Task Force Operating Procedures](#)
- [Property Insurance: Commercial Property and HOA-CICs 2025 Legislation \(NCSL\)](#)
- [Homeowners insurance costs are growing fast but coverage is shrinking \(Federal Reserve Bank of Minneapolis\)](#)
- [Galen Treuer Testimony](#)

## Wednesday, October 1, 2025

- [Agenda](#)
- [September 10, 2025 Minutes](#)
- [Task Force on Homeowners and Commercial Property Insurance Meeting Overview](#)
- [Member ideas on issues, challenges and problems](#)
- [Task Force Charter](#)

## Wednesday, September 20, 2025

- [Agenda](#)
- [Task Force on Homeowners and Commercial Property Insurance Overview](#)
- [Insurance Market Overview - Commerce Department](#)
- [Enabling Legislation Overview](#)

## Appendix C: Other Resources Reviewed by Task Force

The categories below are topics identified in the enabling legislation for review by the Task Force. The links below are resources identified by group members and presenters.

### 1. Risk Mitigation and Property Resilience to Natural Hazards, and the Effect on Insurance

- [Resilience Planning Policy Toolkit \(NCSL\)](#)
- [Hurricane Sally Study](#)
- [Resilient infrastructure, responsible development can reduce insurance risk](#)
- [The Performance of Asphalt Shingle Roofs in Extreme Severe Convective Storm Winds](#)
- [Resume Digest Act 79](#)
- [Louisiana Fortify Homes Program](#)
- [Fortified Homes Financial Incentives](#)
- [A 2021 report from the Nature Conservancy Sand Willis Towers Watson Titled](#)

### 2. Effect of Liability Laws on Insurance Costs and Whether Tort Reform Could Reduce Costs

- [The Costs of Legal System Abuse](#)
- [Tort Costs in America](#)
- [Why trial lawyers hate Florida's Insurance-Market Reforms](#)
- [Florida's auto insurance rates are dropping - proof that legal reforms work](#)
- [How recent tort reforms are shaping insurance claims](#)
- [Rapid Growth of TPLF Impacts Insurance Affordability](#)
- [What is third-party litigation funding and how does it affect insurance pricing and affordability?](#)
- [Civil Case Statistics Trends 2018](#)
- [How Florida Tort Reform Has Backfired](#)

### 3. Minimum Notice for Coverage Changes, Including Enforcement and Oversight

- [Underwriting Period by State](#)

#### 4. Public Reporting of Aggregated Data Relating to Insurance Plan Costs and Coverage

- [NAIC U.S. Property & Casualty and Title Insurance Industries 2024 Full Year Results](#)
- [NIAC U.S. Property & Casualty and Title Insurance Industries 2025 First Half Results](#)
- [10-year Profitability Charts](#)

#### 5. Current State-Supported Insurance Program and the Potential to Expand the Program to Include a Catastrophic Reinsurance Fund and a Self-Insured Pool

- [Reinsurance Market Dynamics](#)
- [AON Snapshot Guide of the Reinsurance Renewal](#)
- [State Roofing Contractor Laws PDF attached](#)
- [NCOIL Storm Chaser Model Legislation](#)

#### 6. Current State-Supported Insurance Program and the Potential to Expand the Program to Include a Catastrophic Reinsurance Fund and a Self-Insured Pool

- [Final Florida Insurance Market Report](#)

#### 7. Factors that Increase Claim Costs, Including but not Limited to Post-loss Contractors, Fraudulent Claims, Climate Inflation, and Discontinued Building Materials

- [Guidance for Contractors and Public Adjusters](#)
- [Judge Upholds Iowa law Stopping Toofers From Directly Negotiating With Insurance Companies](#)
- [Utilizing Economic Power to Manage the Energy and Climate Transitions](#)
- [The Regulatory Paradox of Climate Insurance](#)
- [Desperate US Homeowners Turn to Riskier Insurers Amid](#)
- [The Hidden Cost of Credit Score in Homeowners Insurance Premiums](#)
- [Rising Property Insurance Costs Stress Multifamily Housing](#)
- [A Letter From Affordable Developers](#)
- [Analyses of US Homeowners Insurance Markets 2018-2022 Climate Related Risks and Other Factors](#)
- [Facts + Statistics: Homeowners and Renters Insurance](#)
- [Progressive's Advertising Expenditure Hits Record High in 2024](#)
- [Minnesota Homeowners Report Surge in Insurance Complaints](#)

## 8. Regulatory Factors that Increase Insurance Costs or Decrease Access to Insurance Products

- [Why California's Homeowner's Insurance Market Collapsed](#)
- [A Gold Rush No More: The Flight of Insurance from California](#)
- [The Proposed Long-term Solvency Regulation recently issued by the California Department of Insurance](#)

## 9. Other Areas that would Strengthen and Stabilize the Homeowners and Commercial Property Insurance Industry

- [Insurance Market Overview \(Commerce Department Presentation\)](#)
- [Homeowners and Renters Insurance 2025 Legislation \(NCSL\)](#)
- [Parametric Insurance Can Offer Prompt Payout When Disaster Strikes \(NCSL\)](#)
- [Rising Catastrophe Risks: A Look at State Insurance Policy and Market Dynamics \(NCSL\)](#)