IN THE MATTER OF THE *INSURANCE ACT*, R.S.O. 1990, c.I.8, AND ONTARIO REGULATION 283/95 (AS AMENDED);

AND IN THE MATTER OF THE ARBITRATION ACT, c.17, (AS AMENDED);

AND IN THE MATTER OF AN ARBITRATION

BETWEEN:

## ECONOMICAL INSURANCE GROUP

**Applicant** 

- and -

# SECURITY NATIONAL INSURANCE COMPNAY and ROYAL AND SUN ALLIANCE INSURANCE COMPNAY

Respondents

## AWARD

## **COUNSEL:**

David J. Van Staalduinen and Varshni Skantharajah for the Respondent, Security National Derek Greenside for the Respondent, Royal and Sun Alliance Insurance Company

## **ISSUES:**

Was Mr. Vincente Gonzalez an "insured person" within the meaning of Section 3(1) of the Statutory Accident Benefits Schedule and therefore entitled to accident benefit payments by Royal and Sun Alliance Insurance Company?

## **ORDER:**

Mr. Gonzalez was an "insured person" within the meaning of Section 3(1) of the Statutory Accident Benefits Schedule and Royal and Sun Alliance is responsible for payment of accident benefits in this matter.

## **HEARING:**

The hearing in this matter was held in the city of Toronto in the province of Ontario on June 8, 2018. No witnesses were called and the hearing proceeded on the basis of documents filed.

## THE FACTS & ANALYSIS:

This arbitration arises out of a motor vehicle accident that occurred on March 12, 2015. At that time Mr. Vincente Gonzalez ("claimant") was riding his bicycle when he was struck by a motor vehicle insured by Security National Insurance Company ("Security National"). At the time of the accident Mr. Gonzalez was employed as an automobile technician at a Canadian Tire store. His employer had a valid automobile insurance policy with Royal and Sun Alliance Insurance Company ("RSA") for a 2004 Ford Super Cab pick up truck.

Following the accident Mr. Gonzalez submitted an application for accident benefits to the Economical Mutual Insurance Company ("Economical") which insured a motor vehicle owned by the claimant's father. Mr. Gonzalez was not, however, a listed driver under his father's policy and therefore pursuant to Ontario Regulation 283/95, as amended, Economical commenced a priority dispute against RSA and Security National.

Priority between insurers for the purposes of accident benefits are governed by Section 268(2) of the Insurance Act which states:

268(2) The following rules apply for determining who is liable to pay statutory accident benefits...

## 2. In respect of non-occupants,

- (i). the non-occupant has recourse against the insurer of an automobile in respect of which the non-occupant is an insured,
- (ii). if recovery is unavailable under subparagraph i, the non-occupant has recourse against the insurer of the automobile that struck the non-occupant...

The issue before me is whether Mr. Gonzalez was an "insured person" under his employer's automobile policy with RSA at the time of the accident. If so, then pursuant to Section 268(2)(i) of the Insurance Act, RSA is responsible for payment of accident benefits to Mr. Gonzalez. If not, then Security National is responsible for paying those benefits.

Before delving into the law in this matter, it is worthwhile to set out the relevant facts. The original RSA policy was dated July 9, 2014 and covered from that date until July 9, 2015. The named insured was Andrea N. Pilon Enterprises Limited. On the certificate of insurance there was a section entitled:

"Rating information"

"Driver information, Driver No. and name"

Below that were the names of four individuals who were assigned to the auto as principal or secondary drivers. Mr. Gonzalez's name was not on this document.

The original policy was amended on September 22, 2014 and was in effect at the time of the accident. The reason for the amendment, as stated in the certificate of insurance was:

"Driver added

Driver restriction/exclusion added"

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As with the original certificate, there was a section entitled:

"Rating information"

and below that the words:

"Driver information, Driver No. and name"

As can be seen on the certificate, an additional person was added and assigned to the policy as a secondary driver. Mr. Gonzalez was also named and assigned to the auto policy as "excluded". In addition Mr. Gonzalez also signed what is known as an OPCF-28A, Excluded Driver Endorsement, which explicitly states that it is part of the policy.

### THE LAW:

As stated above, the issue before me was whether Mr. Gonzalez was an "insured person" under the RSA policy. The term "insured person" is defined in Section 3 of the Statutory Accident Benefits Schedule and states as follows:

3. (1) In this Regulation,

"insured person" means, in respect of a particular motor vehicle liability policy,

(a) the named insured, any person specified in the policy as a driver of the insured automobile...

Counsel for Security National submitted that Mr. Gonzalez was "specified" in the policy as a driver noting he was listed under the heading of "driver information" and "driver name". I will come back to the issue of whether the entries on the certificate and the OPCF-28A constitute being "specified on the policy". I will deal first, however, with the issue of if someone listed as an excluded driver can be an insured person. This issue has been examined by Arbitrator Densen in <a href="State Farm Insurance Company">State Farm Insurance Company vs. The Wawanesa Mutual Insurance Company</a>, (March 10, 2016), Arbitrator Bialkowski in <a href="Dominion of Canada General Insurance Company">Dominion of Canada General Insurance Company vs. State Farm Mutual Insurance Company</a>, 2015 Carswell ONT10269, and Arbitrator Cooper in <a href="Belairdirect Insurance vs. Dominion of Dominion Dominion of Dominion Dominion of Dominion Dominion Dominion Dominion Dominion Dominion Dominion Domin

<sup>&</sup>lt;sup>1</sup> See Schedule "A" of this award for the full Certificate of Insurance and OPCF-28A.

<u>Canada General Insurance Company</u>, 2017 ONSC367. The latter two cases were subsequently considered by the Ontario Court of Appeal.

Using the "modern approach" to statutory interpretation, I have no difficulty with the concept that an "excluded driver" falls with in the meaning of "specified driver" for the purposes of Section 3(1) of the Statutory Accident Benefits Schedule and therefore can be an "insured person" for the purposes of Section 268(2) of the Insurance Act.

While it may initially seem odd to include a person who is an "excluded driver" in the definition of driver, it is clear from reading the Statutory Accident Benefits Schedule and indeed the Insurance Act, that that is what the legislation intended. "Excluded driver" is simply one of a number of subcategories of "specified" drivers.

The legislature did not intend to eliminate all benefits to excluded drivers. Rather it was designed to limit exposure of insurers to third parties when the insured vehicles were driven by high risk drivers. Sections 225 and 240 of the Insurance Act make it clear that the excluded driver retains certain benefits as provided for in the Statutory Accident Benefits Schedule. Section 31(1)(i) of the Schedule clearly intended for excluded drivers to be entitled to certain accident benefits, provided they were not driving the car in the question at the time of the accident. Section 31(1) states:

- 31. (1) The insurer is not required to pay an income replacement benefit, a non-earner benefit or a benefit under section 21, 22 or 23,
  - (a) in respect of a person who was the driver of an automobile at the time of the accident...
    - (iii) if the driver is an excluded driver under the contract of automobile insurance, or...

Furthermore, Section 31(2) of the Schedule states:

(2) Clause (1) (c) does not prevent an excluded driver or any other occupant of an automobile driven by the excluded driver from recovering accident benefits under a motor vehicle liability policy in respect of which the excluded driver or other occupant is a named insured.

In addition, a reading of OPCF-28A reveals that the payment of accident benefits is intended for excluded drivers, in limited situations, where they were not driving the vehicle which is covered by the policy.

Having decided that an excluded driver can be a specified driver and therefore an "insured person" within the meaning of Section 3(1) of the Schedule, we must now determine if Mr. Gonzalez was a "listed" or "specified" driver under the RSA policy.

Counsel for RSA submits that Mr. Gonzalez was simply a person excluded under the RSA policy and nothing more. In support of this position, counsel for RSA points out that no where in the Certificate of Insurance is Mr. Gonzalez named as a listed or specified driver. Counsel suggests that Mr. Gonzalez's name is only on the certificate for rating information purposes, and not for coverage. In support of this position he filed a "Revised Certificate of Automobile Insurance Form and Data Elements". This bulletin was published by Superintendent of Financial Services and sets out what must be contained in Certificates of Insurance after September 1, 2010 in Ontario. Insurers who want to use a form other then the one set out in the bulletin must submit proposed certificates for approval of the Financial Services Commission of Ontario.

A review of the bulletin reveals that rating information must be on the certificate along with "driver number", "driver name", and "assignment to automobile - - principal, secondary, occasional, excluded"

Counsel for RSA submits that the listing of Mr. Gonzalez is for the rating purposes only as referred to by the bulletin and does not therefore give him the status of an insured person. It is RSA's position, as I understand, that the "rating information list" sets out not only the rating information required by the bulletin but also sets out that the five persons listed are either principal or secondary drivers under the policy, and Mr. Gonzalez is an excluded person and nothing more.

Counsel for RSA also takes the position that one is to look only at the Certificate of Insurance rather than the OPCF-28A in determining entitlement to coverage.

Counsel for Security National points out that there is only one list in the certificate, which covers driver information, driver name and their assignments to auto, being principal, secondary or in Mr. Gonzalez's case "excluded". He further points out that in the "Reason(s) for the amendment" section of the Certificate, it states:

"Driver added Driver restriction/exclusion added"

A brief review of the case law in the area may be useful at this time. Arbitrator Densen, in State Farm Insurance Company vs. The Wawanesa Mutual Insurance Company, (unreported decision, March 10, 2016) dealt with the issue of whether an excluded driver was "a person specified in a policy as a driver of the insured automobile." In that case there was a list setting out the other drivers and listing the injured party, Mr. Dang, as an excluded driver. Arbitrator Densen found that by putting Mr. Dang's name in the "driver's name" column of the certificate of insurance it had in affect made him a "person specified in the policy as a driver of the insured automobile."

Interestingly, Arbitrator Densen found that a person acquires the statutory "excluded driver" status by being named in the OPCF-28A Excluded Driver Endorsement, not because he is named as a driver in the Certificate. He further states on page 21 of his decision that:

It is not necessary to name a driver in the driver list contained in the certificate to designate the driver as an excluded driver within the meaning of the Insurance Act.

In <u>Belairdirect Insurance vs. Dominion of Canada General Insurance Company</u>, 2017 ONSC367, Arbitrator Cooper dealt with a situation where the claimant, Matthew, was named "listed driver" on the Certificate of Insurance but elsewhere in the Certificate under "rating information" was assigned "excluded" status. Matthew had executed an OPCF-28A excluded driver endorsement. While Arbitrator Cooper was of the view that Matthew, by virtue of being a specified driver, was an insured person within the meaning of the Statutory Accident Benefits Schedule he felt bound by the decision to the contrary by Justice KP Wright, in Dominion of Canada vs. State Farm.

The status of an "excluded driver" was also considered by Arbitrator Bialkowski in Dominion of Canada General Insurance Company vs. State Farm Mutual Insurance Company, 2015 Carswell 10269. In that case the claimant, Umberto Rupolo, was a passenger in his girlfriend's car. Umberto was a listed driver in his parent's auto policy with Dominion of Canada. Subsequent to the issuing of Certificate of Insurance, Dominion's underwriting department determined that Umberto's driving history was too risky to insure and had him sign an OPCF-28A. While a Certificate of Insurance had him as a listed driver it also stated that "data information" that he was an excluded driver. While finding that Umberto was entitled to accident benefits as he as a listed driver on the certificate, Arbitrator Bialkowski then went on to suggest two possible ways that Dominion could have avoided the entitled to accident benefits; 1. Not show him as a listed driver on the face of the policy and 2. Change the Certificate to show a list of "listed drivers" and a separate list for excluded non-specified drivers.

The decision of Arbitrators Cooper and Bialkowski were eventually considered by the Ontario Court of Appeal. This court decided that the decisions of both arbitrators were reasonable.

Having examined the facts of our case and the law in the area, I am drawn to the following conclusions.

For the reason given above, I accept that an excluded driver comes within the meaning of "a person specified in the policy as a driver of the insured automobile".

I further find that when attempting to determine if the person is "specified in the policy", it is appropriate not only to look at the Certificate itself but also the OPCF-28A Excluded Driver Endorsement. The endorsement itself states: "Purpose of change. This change is part of the policy. Except for certain Accident Benefits, excludes all overages when the person ("Excluded Driver") named in paragraph 3 below drives the automobile(s) described in paragraph 2 below."

Section 3(1) of the Statutory Accident Benefits Schedule clearly states that an "insured person" can include any person specified in the policy as a driver of the insured automobile. Since the endorsement is part of the policy, it must be considered.

I am somewhat confused by the form used by the insurer, in that it has only one list under "rating information" and not a separate list for listed drivers. While the rating information is required on the certificate, including Mr. Gonzalez as excluded does give rise to some confusion. When you add to that, having Mr. Gonzalez sign the excluded driver endorsement, simply, at very least, adds to the confusion. In that form, which Mr. Gonzalez signed at the request of the insurer, it clearly states:

Exclusion from coverage — Except for certain Accident Benefits under Section 4 of the policy, we will not provide coverage while the excluded driver is driving the automobile listed below...

It also goes on to state:

3. Acknowledgment of Excluded Driver. I promise that I will not drive automobile(s) described in paragraph 2 above. I understand that if I do there is no coverage for... most accident benefits.

I think that is fair to say that any reasonable person reading the policy and particular, signing the OPCF-28A would conclude that they would be entitled to certain accident benefit coverage, provided the weren't driving the described automobile at the time of the accident.

As pointed by Justice Gonthier in Smith v. Co-operators General Insurance Co., [2002] 2 S.C.R. 129:

...one of the main objectives of insurance law is consumer protection, particularly in the field of automobile and home insurance.

Further more, to the extent that there is any ambiguity in this matter, it must be resolved in favor of the individual, in this case, Mr. Gonzalez. As Laskin G.A. stated in <u>Schneider vs. Maahs Estate</u> [2001] O.J. No. 4308

An insurance policy is a contract and the ordinary rules of contract interpretation apply to determine the meaning of an insured person. The court must give effect to the intention of the parties by looking at the words they used....Admittedly, searching for the intention of the parties to an Ontario car insurance policy is somewhat fictional. The mandatory provisions of the policy and the optional endorsements incorporate standard terms and forms. These terms and forms are written by the insurance industry. The driving public can either accept or reject the coverage that is available but they cannot modify the words of the policy... Any ambiguity in the terms of a contract must be interpreted against the drafter of those terms on the principle that the drafter could have avoided the ambiguous language.

In summary, I accept that an excluded driver can be an "insured person" within the meaning of Section 3(1) of the Statutory Accident Benefits Schedule. Furthermore, I accept, on the facts of this case, based on a reading of the certificate of insurance and the OPCF-28A that Mr. Gonzalez is entitled to accident benefits under the RSA policy.

In the event that the parties are unable to agree with regard to the issue of costs I may be spoke to.

DATED at TORONTO, ONTARIO this

ATED at TORONTO, ONTARIO this \_\_\_\_\_ DAY OF JULY, 201

M. Guy Jones

Arbitrator

#### SCHEDULE "A"

09/22/2016 THU 15:07 FAX

Ø002/009

MARSH CANADA LIMITED SUITE 800 70 UNIVERSITY AVENUE TORONTO ON MSJ 2MA SMALL BUSINESS SOLUTIONS

BROKER COPY 095583677

MARSH CANADA LIMITED
SUITE 800 70 UNIVERSITY AVENUE
TORONTO ON MSJ ZM4
WWW.MARSH.CA

Inquiries

800 385 6619

(Call your Broker)
Claims:

1 800 319 9993

(Call your Insurer)

Policy Number

IRC 046257722

ANDREA N. PILON ENTERPRISES LIMITED C/O CANADIAN TIRE STORE 242 2025 KIPLING AVENUE ETOBICOKE ON M9W 4J8 CANADA

Dear Policyholder:

Please find the enclosed following document(s):

Print Date 1 October 2014

**Policy Number** 

Effective Date

Description

Product

IRC 046257722

ZZ September 2014

Amendment

Auto

We recommend you review your document(s) carefully to ensure that the details are correct and that the coverage provided meets your needs.

Should you want to make any changes to your insurance policy, please contact your broker at 800 385 6619

#### Your Automobile Insurance

Coverage may be invalid if you have not provided correct information, or if you have failed to inform us of a change regarding an automobile's use or its drivers. Please contact your broker if you have any questions or need to make changes to your policy.

The risk of a crash is four times higher when using a cell phone while driving, hands-free or not. If you must cell, park first,

## Amendment Effective 22 September 2014

Policy Period Policy Effective Date

9 July 2014

Policy Expiry Date

9 July 2015 at 12:01 a.m.

Reason(s) for Amendment .
Driver restriction/exclusion added
Driver added

Name and Address of Insured or Lessee ANDREA N. PILON ENTERPRISES LIMITED C/O CANADIAN TIRE STORE 242 2025 KIPLING AVENUE ETOBICOKE ON MPW 418



RSA is one of Canada's leading property and casualty insurers, selling car, home and business insurance through a large network of brokers nationwide. We are committed to provide the protection you need and deliver the highest levels of customer service to you.

Royal & Sun Alliance insurance Company of Canada

RSA d a registred tasks stand of Royal & Sun Allignee Impurance Company of Conselv. "BSA" and the RSA logo are restenable used under Krenze from RSA Insurance Group and All other Industrials are the property of or licensed int use by the respective tasksmark holder.

Page 1 of 2

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Head Office Royal & Sun Alliance Insurance Company of Canada 18 York Street, Suite 800 Toronto, ON M5J 218 Customer Information Services: 1 (888) 877-1710 www.rsagroup.ce

Policy Number IRC 046257722

**2004/009** 



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095583677

## Certificate of Automobile Insurance (Ontario) Amendment

Policy Number IRC 046257722

Print Date 1 Oct 2014

YOUR INSURANCE ROYAL & SUN ALLIANCE INSURANCE COMPANY OF CANADA

Your Broker
MARSH CANADA LIMITED
SUITE 800 70 UNIVERSITY AVENUE
TORONTO ON MSJ 2M4
800 385 6619

Name and Address of Insured of Lessee Andrea N. Pilon Enterprises Limited C/O Canadian tire Store 242 2025 KIPLING AVENUE ETOBICOKE ON MEW 4/8

Policy Period
Amendment Effective Date
Policy Effective Date
Policy Explry Date

22 Sep 2014 9 July 2014 9 July 2015 at 12:01 a.m.

Pointy Explicy Date 9 July 2015 at 12:01 a.m. All times are local times at the Named bistured's posted address shown on this Certificate.

Method of Payment Please pay your broker.

Remarks

Reason(s) for Amendment Driver added Oriver restriction/exclusion added This is your Certificate of Automobile Insurance. Contact your Broker/Agent with any questions or if you require clarification regarding your coverage choices.

## **AUTOMOBILE 1**

Described Automobiles
2004 FORD TRUCKAVAN F150 XL SUPERCAB 2WD
Serial Number 1FTRX12W14NA17859
Body Type Pickup Truck
Gross Vehicle Weight Rating (kg) 3,000

insurance Coverages

Premlum (\$)

Liability
Limit per incident - \$2,000,000
Bodily Injury
Property Damage

Accident Benefits (Standard Benefits)

Limit - As stated in Section 4 of Policy

Optional Increased Accident Benefits income Replacement (\$600/\$800/\$1,000) Limit - up to per week

For the following coverages;

Limit - As stated in Section 4 of Policy
Caregiver, Housekeeping & Home Maintenance
Medical & Rehabilitation (\$100,000)
Attendant Care (\$72,000)
Medical, Rehabilitation (\$1,100,000) &
Attendant Care (\$1,072,000)
Death & Funeral
Dependant Care
Indexation Benefit (Consumer Price Index)

Uninsured Automobile
Limit - As stated in Section 5 of Policy

Direct Compensation Property Damage\*

'This policy contains a partial payment of receiving clause for property damage it a deductible is appendict for direct compensation - property

Diductible - Nil

Ø005/009

Royal & Sun Alliance Insurance Company of Canada www.rsagroup.ca

Regional Office - 05 Suite 1000, 2225 Erin Mills Perkway. Mississauga, ON, L5K 259

Policy Number IRC 046257722

## **AUTOMOBILE 1 continued**

Premlum (\$)

Loss or Damage\*\*

\*\*This policy contains a partial payment of loss clause.

A deductible applies for each claim except as stated in your policy.

Specified Peril's (excluding Collision or Upsat)

Deductible -

Comprehensive (excluding Collision or Upset)

Deductible -

Collision or Upset Deductible -

All Perils

Deductible - \$500

Policy Change Forms (OPCF)
20 Coverage for Transportation Replacement
Limit - Per Occurrence \$1,500

Limit - Per Day N/A Family Protection Coverage Limit - \$2,000,000

**28A Excluded Driver** 

VINCENTE VINTIMILLA GONZALEZ

**Total Policy Premium** 

Ø006/009



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Certificate of Automobile Insurance (Ontario)

Amendment

Policy Number IRC 046257722

Print Date 1 Oct 2014

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O.P.C.F. 28a (06/06) Excluded Driver Warning - By Signing This form you agree that if the exoluded driver drives any automobile described

- THIS POLICY WILL NOT PROVIDE THE INSURANCE REQUIRED BY LAW;
  THIS POLICY WILL NOT PROVIDE COVERAGE FOR DAMAGE OR INJURIES CAUSED BY THE EXCLUDED
- BOTH THE AUTOMOBILE OWNER AND THE EXCLUDED DRIVER MAY BE PERSONALLY RESPONSIBLE FOR DAMAGE OR INJURIES CAUSED BY THE EXCLUDED DRIVER.
- Purpose of this Change-Titls change is part of the policy. Except for certain Accident Bauefits, it excludes all coverage when the parson (the "Excluded Extvar") remind in paragraph 3 below drives the automobile(a) described in paragraph 2 below.
- Exclusions from Coverage Except for partoin Accident Benefits under Section 4 of the policy, we will not provide occurage while the Excluded Driver is driving the automobile(s) listed below, so well as any temporary substitute automobile and any newly acquired automobile as defined in the policy:

Aulo# Model Year Trade Name (Make) FORD TRUCKIVAN F150 XL SUPERCAB 2WD Sarial No.A.LN. 2004 1FTRX12W14NA17859

- Acknowledgement of Excluded Driver-I promise that I will not drive the axiomobile(s) described in paragraph 2 above. I undersland that if I do,
  - there is no opverage under the policy for:
    - property damage and bodily injury.
      - danage to the automobile(s), and must Acoldent Benefits;
  - I may be charged with driving without insurance;.....
  - I may be hold personally liable for injuries or damage caused by me;
  - the pollay may be concelled; and
  - in future, I may have more difficulty finding our insurance and it will likely coal more.

Name of Excluded Driver: VINCENTE VINTIMILLA GONZALEZ Driver's Licence # \*\*\*\*\*\*\*\*\*\*\*\*\* Alguature of Excluded Driver Date

Continued on next page

**2008/009** 

- 4. Acknowledgement of Named Insuradial I promise that I will not peculi the Excluded Driver to drive the antomobile(s) described in paragraph 2 above. I understand that if I do,
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    - property demage and bodily injury,
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  - I may be held personally hable for injuries or damage exceed by the Exceleded Driver;
  - the policy may be cancelled; and
  - in Albura, I may have more difficulty finding ear insurance and it will likely cost more,

Signature of Named Insured(a)

Date

This change form is attached to and forms part of this policy and shall be effective from the local time and effective date of the policy or renewal time and effective date of the entersement specifying the addition of this coverage.

All other terms and conditions of your policy remain the same.

Ø1009/009

68730/2014 08:25 FAX 8054082821

**200081003** 

O.P.C.F. 281 (05/05) Excluded Driver



nsured; ANORE	a n. Pilon entei	PRIBESLIMITED	Policy No.1 IACO48257722
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