# MAINE STATE LEGISLATURE

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1 2	SECOND REGULAR SESSION									
3	ONE HUNDRED AND TENTH LEGISLATURE									
5 6	Legislative Document No. 1981									
7	H. P. 2017 House of Representatives, February 12, 1982 Submitted by the Joint Standing Committee on Business Legislation pursuant to Joint Rule 18. Approved by Legislative Council June 4, 1981.									
8 Reported by Representative Brannigan of Portland from Committee on Business Legislation and printed under Joint Rule N EDWIN H. PERT,										
9										
10 11	STATE OF MAINE									
12 13 14	IN THE YEAR OF OUR LORD NINETEEN HUNDRED AND EIGHTY-TWO									
15 16 17	AN ACT to Promote Competitive Pricing in Workers' Compensation Insurance.									
18	Be it enacted by the People of the State of Maine as follows:									
19 20 21	Sec. 1. 39 MRSA §22, as amended by PL 1981, c. 471, §§1 and 2, is repealed and the following enacted in its place:									
22	§22. Approval of insurance policies									
23 24 25 26 27	Every insurance company issuing workers' compensation insurance policies covering the payment of compensation and benefits provided for in this Act shall file with the Superintendent of Insurance a copy of the form of the policies and no policy may be issued until he has approved the form.									

Sec. 2. 39 MRSA §§22-B to 22-M are enacted to read:

## §22-B. Definitions

- As used in this section and sections 22-C to 22-M, unless the context otherwise indicates, the following terms have the following meanings.
- 1. Advisory organization. "Advisory organization" means any entity which either has 2 or more member insurers or is controlled either directly or indirectly by 2 or more insurers and which assists insurers in rate-making related activities. Two or more insurers having a common ownership or operating in this State under common management or control constitute a single insurer for the purpose of this definition.
- 2. Base premium. "Base premium" means the amount of premium which an employer would pay for insurance derived by applying rates to an exposure base prior to the application of any merit rating or discount factors.
- 17 3. Classification plan; classification. "Classifica-18 tion plan" or "classification" means the plan, system or 19 arrangement for rating insurance policyholders.
  - 4. Market. "Market" means any reasonable grouping or classification of employers.
  - 5. Merit rating. "Merit rating" means a system or form of rating by which the base premium is modified on the basis of loss experience or other factors which are reasonably related to loss or risk of loss and which may be reasonably affected by the action or activities of the insured. The sensitivity of a merit rating system to loss experience may vary by the size of risk. Merit rating shall include both prospective and retrospective methods for modifying the base premium.
- 6. Pure premium. "Pure premium" means the loss cost for each unit of exposure plus the loss adjustment expense directly allocated to the settlement of specific losses.
- 7. Rating plan. "Rating plan" means every manual and every other rule, including discount factors and merit rating, necessary for the calculation of an insured's premium from an insurer's rates. An insurer may choose to adopt for use the rating plan of the advisory organization in which it maintains membership.
- 40 8. Superintendent. "Superintendent" means the Super-41 intendent of Insurance.

- 9. Supplementary rate information. "Supplementary rate information" includes any manual or plan or rates, classification, rating rule and any other similar information needed to determine the applicable rate in effect or to be in effect.
- 6 <u>10. Supporting information. "Supporting information"</u> 7 means:
- 8 A. The experience and judgment of the filer and the 9 experience or data of other insurers or organizations 10 relied upon by the filer;
- 11 B. The interpretation of any statistical data relied 12 upon by the filer; and
- C. The descriptions of methods used in making the rates and other similar information required to be filed by the superintendent.

### 16 §22-C. Competitive market

A competitive market is presumed to exist unless the 17 superintendent, after a hearing, determines that a 18 able degree of competition does not exist in the market and 19 the superintendent issues a ruling to that effect. Such 20 rule shall expire no later than one year after issue, unless 21 superintendent renews the rule after a hearing and a 22 23 finding as to the continued lack of a reasonable degree competition. In determining whether a reasonable degree of 24 competition exists, the superintendent shall consider rele-25 26 tests of workable competition pertaining to market structure, market performance and market conduct and the practical opportunities available to consumers in the market 27 28 29 to acquire pricing and other consumer information, and to compare and obtain insurance from competing insurers. These 30 tests may include, but are not limited to, the following: 31 Size and number of firms actively engaged in the market; market shares and changes in market shares of firms; ease of 32 33 entry and exit from a given market; underwriting restric-34 35 tion; whether profitability for companies generally in the market segment is unreasonably high; availability of con-36 sumer information concerning the product and sales outlets or other sales mechanisms; and efforts of insurers to pro-37 38 vide consumer information. The determination of competition 39 involves the interaction of the various tests and the weight 40 given to specific tests depends upon the particular situa-41 42 tion and pattern of test results.

### 43 §22-D. Rates' standards

1 <u>1. General. Rates shall not be excessive, inadequate</u> 2 or unfairly discriminatory.

- 2. Excessiveness. No premium is excessive in a competitive market. A rate in a noncompetitive market is excessive if the expected underwriting profit, together with expected income from invested reserves for the market in question, that would accrue to an insurer, would be unreasonably high in relation to the risk undertaken by the insurer in transacting the business, or if expenses are unreasonably high in relation to the services rendered.
- 3. Inadequacy. Rates are inadequate if, together with the investment income associated with an insurer's workers' compensation insurance business, they are clearly insufficient to sustain projected losses and expenses of the insurer and if their continued use could lead to an insolvent situation for the insurer, or if their use destroys or lessens competition.
- 4. Unfair discrimination. Rates are unfairly discriminatory if differentials for insureds fail to reasonably reflect the differences in expected losses and expenses to the insurer attributable to the insureds. Rates are not unfairly discriminatory solely because different premiums result for insureds with like loss exposures but different expense factors, or like expense factors but different loss exposures, provided that rates reflect the differences with reasonable accuracy.

## 28 §22-E. Filing of rates and other rating information

- 1. Use and file. In a competitive market, every insurer shall file with the superintendent all rates and supplementary rate information which are to be used in this State. The rates and supplementary rate information shall be filed not later than 15 days after the effective date.
- 2. File and use. Rates and other rating information shall be filed and used as follows.
  - A. In a competitive market, if the superintendent finds, after a hearing, that an insurer's rates require closer supervision because of the insurer's financial condition or unfairly discriminatory rating practices, the insurer shall file with the superintendent at least 30 days before the effective date, all such rates and such supplementary rate information and supporting information as prescribed by the superintendent. Upon

- 1 application by the filer, the superintendent may 2 authorize an earlier effective date.
- B. In a noncompetitive market, every insurer shall file with the superintendent all rates for that market.

  These rates, supplementary rate information and supporting information required by the superintendent shall be filed at least 30 days before the effective date. Upon application by the filer, the superintendent dent may authorize an earlier effective date.
  - 3. Manuals and guides. Every insurer shall file with the superintendent all rating manuals and underwriting rules or guides which it uses in this State not later than 15 days after those manuals, rules or guides become effective. These manuals, rules or guidelines must be adhered to until amended. This subsection shall not prohibit the use of underwriting judgment provided that such underwriting judgment may not be inconsistent with rules or guides on file.
- 18 <u>4. Form of filing. Rates filed pursuant to this</u> 19 <u>section shall be filed in the form and manner prescribed by</u> 20 the superintendent.
  - 5. Incomplete filing. For a noncompetitive market, whenever a filing is not accompanied by such information as the superintendent has required under this section, the superintendent shall so inform the insurer as soon as possible and the filing shall not be deemed to be made until the information is furnished.
- 6. Public inspection. All rates, supplementary rate information and any supporting information for risks filed under this section shall, as soon as filed, be open to public inspection at any reasonable time. Copies may be obtained by any person on request and upon payment of a reasonable charge.
- For purposes of this section, assigned risk pools, and for a period of 2 years following the effective date of this Act, workers' compensation insurance, operates in a non-competitive market.
- 37 §22-F. Disapproval of rates

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- 38 <u>1. Timing of disapproval. The superintendent may dis-</u> 39 approve rates:
- 40 A. At any time subsequent to the effective date; or

- B. Before the effective date if the rate was subject to prefiling.
- A rate for the assigned risk plan in which insurers are mandated by law to participate shall not become effective until approved by the superintendent.
- 6 <u>2. Bases of disapproval. The superintendent may dis-</u> 7 approve a rate if:
- 8 A. The insurer fails to comply with the filing requirements; or
- B. In a competitive market, he finds that the rate is inadequate or unfairly discriminatory.
- The superintendent shall disapprove a rate for use in a noncompetitive market if he finds that the rate is excessive, inadequate or unfairly discriminatory.
- 15 <u>3. Disapproval procedure. The procedure for disap-</u> 16 proval is as follows.

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- A. If the superintendent finds that a reasonable degree of competition does not exist in the market, he may require that the insurers in that market file supporting information in support of existing rates. If the superintendent believes that the rates may violate any of the requirements of sections 22-B to 22-M, he shall call a hearing prior to any disapproval.
- B. If the superintendent believes that rates in a competitive market violate the inadequacy or unfair discrimination standard or any other applicable requirement of sections 22-B to 22-M, he may require that the insurers in that market file supporting information in support of existing rates. If after reviewing the supporting rate information, the superintendent continues to believe that the rates may violate these requirements, he shall call a hearing prior to any disapproval.
- C. The superintendent may disapprove, without a hearing, prefiled rates that have not become effective.

  The insurer whose rates have been disapproved shall be given a hearing upon a written request made within 30 days after the disapproval order.
- Every insurer or advisory organization shall provide within this State reasonable means whereby any person aggrieved by

- the application of its rating system may be heard on written request to review the manner in which the rating system has been applied in connection with the insurance afforded or offered. If the insurer or advisory organization fails to grant or reject the request within 30 days, the applicant may proceed in the same manner as if the application has been rejected. Any party affected by the action of the insurer or advisory organization on that request, may within 30 days after written notice of the action, appeal to the superintendent, who, after a hearing held upon not less than 10 days' written notice to the appellant and to the insurer or advisory organization, may affirm, modify or reverse the action.
- 4. Orders. If the superintendent disapproves a rate, the commissioner shall issue an order specifying in what respects it fails to meet the requirements of sections 22-B to 22-M, and stating when within a reasonable period thereafter the rate shall be discontinued for any policy issued or renewed after a date specified in the order. The order shall be issued within 30 days after the close of the hearing or within such reasonable time extension as the superintendent may fix. The order may include a provision for premium adjustment for the period after the effective date of the order for policies in effect on that date.
- 5. Interim rates. Whenever an insurer has no legally effective rates as a result of the superintendent's disapproval of rates or other act, the superintendent shall, on request of the insurer, specify interim rates for the insurer that are high enough to protect the interests of all parties and may order that a specified portion of the premiums be placed in an escrow account approved by him. When new rates become legally effective, the superintendent shall order the escrowed funds or any overcharge in the interim rates to be distributed appropriately, except that refunds to policyholders that are de minimis shall not be required.

# 36 §22-G. Licensing advisory organization

- 1. License required. No advisory organization may provide any service relating to rates under sections 22-B to 22-M, and no insurer may utilize the services of the organization for those purposes unless the organization has obtained a license under this section.
- 42 <u>2. Application; duration. The procedure to apply for</u>
  43 <u>a license and the duration of the license shall be as fol-</u>
  44 lows.

1 A. An advisory organization applying for a license 2 shall include with its application: 3 (1) A copy of its constitution, charter, articles 4 organization, agreement, association 5 incorporation, and a copy of its bylaws, plan of 6 operation and any other rules governing the con-7 duct of its business; 8 (2) A list of its members and subscribers; 9 (3) The name and address of one or more residents 10 of this State upon whom notices, process affecting 11 it or orders of the superintendent may be served; 12 (4) A statement showing its technical qualifica-13 tions for acting in the capacity for which it 14 seeks a license; and 15 (5) Any other relevant information and documents 16 that the superintendent may require. 17 B. Every organization which has applied for a license 18 shall notify the superintendent of every material change in the facts or in the documents on which its 19 20 application was based. Any amendment to a document 21 filed under this section shall be filed at least 22 days before it becomes effective. 23 C. If the superintendent finds that the applicant and 24 the natural persons through whom it acts are competent, 25 trustworthy and technically qualified to provide 26 services proposed, and that all requirements of law are 27 met, he shall issue a license specifying the authorized 28 activity of the applicant. He shall not issue a license if the proposed activity would tend to create a 29 30 monopoly or to substantially lessen competition in the 31 market. 32 D. Licenses issued pursuant to this section shall 33 remain in effect until the licensee withdraws from the 34 State or until the license is suspended or revoked. 35 The superintendent may at any time, after a hearing, 36 revoke or suspend the license of an advisory organiza-37 which does not comply with the requirements and 38 standards of sections 22-B to 22-M.

1. Monopolization. No insurer or advisory organization may attempt to monopolize, combine or conspire with any other person to monopolize the business of insurance.

- 2. Agreement prohibited. No insurer may agree with any other insurer or with an advisory organization to adhere to or to use any rate, rating plan, rating schedule, rating rule or underwriting rule except as specifically authorized by this section.
- 3. Trade restraint. No insurer or advisory organization may make an agreement with any other insurer, advisory organization or other person which has the purpose or the effect of restraining trade unreasonably or of substantially lessening competition.
  - 4. Exemptions. The following exemptions apply to the provisions of the section.
    - A. The fact that 2 or more insurers, whether or not members or subscribers of an advisory organization, use consistently or intermittently, the same rates, rating plans, rating schedules, rating rules, policy forms, rate classifications, rate territories, underwriting rules, surveys or inspections or similar materials is not sufficient in itself to support a finding that an agreement exists, and may be used only for the purpose of supplementing or explaining direct evidence of the existence of any such agreement.
      - B. Two or more insurers under common ownership or operating under common management or control may act in concert between or among themselves with respect to matters authorized under sections 22-B to 22-M, as if they constituted a single insurer, provided that the rating plan of such insurers shall be considered to be a single plan for the purposes of determining unfair discrimination.
  - §22-1. Prohibited, required and permitted activity for advisory organizations
- 1. Prohibited activity. In addition to other prohibitions contained in sections 22-B to 22-M, no advisory organization may:
- A. Refuse to supply any service for which it is licensed or any data, except for data identifiable to an
  individual insurer, to any insurer authorized to do
  business in this State which offers to pay the usual
  compensation for the service or data;

- B. Require the purchase of any specific service as a condition to obtaining any other services sought;
- C. Participate in the development or distribution of rates, rating plans or rating rules except as specifically authorized by sections 22-B to 22-M; or
- 6 D. Refuse membership to any licensed insurer.
- 7 <u>2. Required activity. Every advisory organization</u> 8 shall perform the following:
- A. File statistical plans, including classification definitions, amendments to the plans and definitions, with the superintendent for approval, and assign each compensation risk written by its members to its approved classification for reporting purposes;
- B. Establish requirements for data reporting and monitoring methods to maintain a high quality data base;
- 16 C. Collect, compile, summarize and distribute data 17 from members or other sources pursuant to a statistical 18 plan approved by the superintendent;
- D. Prepare a merit rating plan and calculate any variable factors necessary for the utilization of that plan. Such a plan may be used by any of its members, at the option of the member, provided that the application of a plan shall not result in rates that are unfairly discriminatory;
- E. Provide loss data specific to an insured at a reasonable cost;
- F. Distribute information to an insured or interested party that is filed with the superintendent and is open to public inspection; and
- 30 G. Assess its members for operating expenses on a fair and equitable basis.
- 32 3. Permitted activity. In addition to any other activities not prohibited by sections 22-B to 22-M, any advisory organization may:
- A. Collect and analyze data in order to investigate, identify and classify information relating to causes or prevention of losses;

- 1 B. Make inspections for the sole purpose of reporting 2 and maintaining data quality;
- 3 C. Contract with another advisory organization to ful-4 fill any of the requirements of paragraphs A and B;
- D. Prepare and file with the superintendent a rating plan for use by any of its members, provided that no member may be required to use any part of the plan;
- E. Prepare and distribute pure premium data, adjusted for loss development and loss trending in accordance with its statistical plans. For a period of 2 years following the effective date of sections 22-B to 22-M, advisory organizations may prepare and distribute rates including expenses and profits; and
- F. Prepare and administer an assigned risk plan in accordance with section 22-L.
- 16 §22-J. Required and permitted activity for insurers
- 17 <u>1. Required activity. Each insurer shall perform the</u> 18 following activities:
- A. Maintain membership in and report loss experience
  data to a licensed advisory organization in accordance
  with the statistical plan and rules of the organization
  as approved by the superintendent;
- B. Establish a plan for merit rating which shall be consistently applied to all insureds, provided that members of an advisory organization may use merit rating plans developed by that organization;
- 27 C. Provide an annual report to the superintendent con-28 taining the information and prepared in the form re-29 quired by the superintendent;
- D. Keep a record of the premiums and losses paid under each workers' compensation policy written in this State in the form required by the superintendent; and
- E. Participate as a servicing insurer in an assigned risk plan in accordance with section 22-L.
- 2. Permitted activity. In addition to any other activities not prohibited by sections 22-B to 22-M, insurers may:

- A. Through licensed advisory organizations, individually, or with insurers commonly owned, managed or controlled, conduct research and collect statistics to investigate, identify and classify information relating to causes or prevention of losses;
- B. Develop and use classification plans and rates
   based upon any reasonable factors; and
- 8 <u>C. Develop rules for the assignment of risks to classifications.</u>

## §22-K. Examinations

- 1. Right to examine. The superintendent may examine any insurer, pool, advisory organization or residual market mechanism as he deems necessary to ascertain compliance with this Act.
- 2. Records. Every insurer assigned a risk pool, and an advisory organization shall maintain reasonable records of the type and kind reasonably adapted to its method of operation containing its experience or the experience of its members including the data, statistics or information collected or used by it in its activities. These records shall be available at all reasonable times to enable the superintendent to determine whether the activities of any advisory organization, insurer or plan comply with sections 22-B to 22-M. These records shall be maintained in an office within this State or shall be made available to the superintendent for examination or inspection at any time upon reasonable notice.
- 3. Cost. The reasonable cost of an examination made pursuant to this section shall be paid by the examined party upon presentation to it of a detailed account of the costs.
- 4. Other status. In lieu of any such examination the superintendent may accept the report of an examination made by the insurance supervisory official of another state, pursuant to the laws of that state.

## §22-L. Assigned risk plan

1. Administration. The superintendent shall appoint a licensed advisory organization to administer the assigned risk plan. The appointed advisory organization shall submit to the superintendent for approval, a plan and rules for administering the assigned risk plan, including a method or

- formula by which the organization is to be paid for administrative services.
  - 2. Rejection; notice. An insurer that refuses to write insurance for an applicant shall furnish the applicant a written notice of refusal and shall file a copy of the notice of refusal with the advisory organization appointed pursuant to subsection 1. Servicing insurers designated pursuant to subsection 3 shall accept and insure any applicant for workers' compensation insurance assigned pursuant to subsection 3.
- 3. Assignment. An insurer or insurers shall be designated by the advisory organization, appointed pursuant to subsection 1, to issue a policy of workers' compensation insurance to an applicant which has been refused insurance. A policy shall contain the usual and customary provisions of workers' compensation insurance policies. In this undertaking, all insurers doing workers' compensation business in this State shall be reinsurers among themselves in the amount which the compensation insurance written in this State during the preceding calendar year by each insurer bears to the total compensation insurance written in this State during that calendar year by all insurers.
- An insurer that issues a policy pursuant to this section shall receive an expense allowance which shall be adequate for services rendered, as approved by the superintendent.
  - 4. Assigned risk rates. Insureds served by the workers' compensation insurance assigned risk plan shall be charged premiums based upon a rating plan, rates and a merit rating plan adopted by the superintendent by rule. This rating plan shall include a feature by which rates shall vary in relation to the number or proportion of insureds in the assigned risk plan in the preceding calendar year. The relationship shall be such that assigned risk rates shall vary upward as the number or proportion of insureds in the assigned risk plan decreases and downward as the number or proportion increases. Assigned risk premiums shall not be lower than the rates generally charged by insurers for the business.

#### §22-M. Penalties

The superintendent may, if he finds that any person or organization has violated any provision of this section and sections 22-B to 22-L, impose a penalty of not more than \$1,000 for each violation, but if he finds the violation to be willful, he may impose a penalty of not more than \$10,000

for each violation. These penalties may be in addition to any other penalty provided by law.

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 For purposes of this section, any insurer using a rate for which the insurer has failed to file the rate, supplementary rate information, underwriting rules or guides or supporting information, as required by sections 22-B to 22-L, shall have committed a separate violation for each day that failure continues.

The superintendent may suspend or revoke the license of any advisory organization or insurer which fails to comply with an order of the superintendent within the time limited by the order, or any extension thereof which the superintendent may grant.

The superintendent may determine when a suspension of license shall become effective and it shall remain in effect for the period fixed by him, unless he modifies or rescinds that suspension or until the order upon which that suspension is based is modified, rescinded or reversed.

No penalty may be imposed and no license may be suspended or revoked except upon a written order of the super-intendent, stating his findings, made after a hearing.

#### STATEMENT OF FACT

This bill is designed to promote competitive pricing in workers' compensation insurance. The bill repeals the existing statutory language governing the approval of workers' compensation insurance policies and rates by the Superintendent of Insurance and replaces it with 13 new and smaller sections.

Title 39, section 22 redeclares the superintendent's general authority to approve rates and policies and the requirement that all rates and policies be approved before becoming effective.

Section 22-B is a definitional section defining 10 important terms.

Section 22-C provides that "competitive market" is presumed to exist unless the superintendent finds otherwise. The section suggests tests for determining whether competition exists.

Section 22-D prohibits excessive, inadequate or unfairly discriminatory rates and establishes standards for determination of those terms.

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Section 22-E establishes the time and manner of rate filings in competitive and noncompetitive markets, and creates a 2-year transition period from a "file and use" method to a "use and file" method.

Section 22-F sets forth the timing, bases and procedure for disapproval of rates and requires the superintendent to set rates upon request of an insurer whose rates have been disapproved.

Section 22-G provides for licensing of advisory rating organizations.

Section 22-H prohibits insurers and advisory rating organizations from monopolizing or restraining trade or agreeing to use rates or rating plans, except as specifically authorized.

22-1 prohibits advisory organizations Section from refusing services or membership to insurers and bars their participation in developing rates or rating plans, except as specifically authorized. The section also requires such organizations to file statistical plans for approval, establish data reporting requirements, collect data and prepare a merit rating plan, as well as permits such organizations collect data, make inspections, file a rating plan, prepare and distribute full advisory rates for a 2-year transition period, and then to prepare and distribute pure premium rates and administer an approved assigned risk plan.

Section 22-J requires insurers to be members of and report loss data to an advisory organization and participate in an approved assigned risk plan and permits insurers to develop classification plans and to conduct loss research.

Section 22-K permits the superintendent to examine any insurer or advisory organization, at its expense, and requires insurers and advisory organizations to make records available to the superintendent.

37 Section 22-L requires the superintendent to appoint an 38 advisory organization to administer approved assigned risk 39 plans and provides that rates shall be approved by the 40 superintendent.

	Section	22-M	provide	s th	at a	ny i	nsur	er	or	advi	sory
	organization	violating	this	Act i	s sul	bject	to	a	civ	il	pen-
alty and license suspension or revocation.											

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