# MAINE STATE LEGISLATURE

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# 114th MAINE LEGISLATURE

## FIRST REGULAR SESSION - 1989

### Legislative Document

No. 953

S.P. 352

In Senate, March 28, 1989

Reference to the Committee on Banking and Insurance suggested and ordered printed.

> JOY J. O'BRIEN Secretary of the Senate

Presented by Senator MATTHEWS of Kennebec.
Cosponsored by Senator RANDALL of Washington, Representative DONALD of Buxton and Representative GARLAND of Bangor.

### STATE OF MAINE

IN THE YEAR OF OUR LORD NINETEEN HUNDRED AND EIGHTY-NINE

An Act to Establish a Patient Compensation Fund.



1	Be it enacted by the People of the State of Maine as follows:
3	24 MRSA c. 21, sub-c. IX is enacted to read:
5	SUBCHAPTER IX
7	PATIENT COMPENSATION FUND
9	§2971. Definitions
11	As used in this subchapter, unless the context indicates otherwise, the following words have the following meanings:
13	1. Bureau. "Bureau" means the Bureau of Insurance.
15	2. Claimant. "Claimant" means any person, including a
17	patient, who has a claim of any kind, whether derivative or otherwise, as a result of alleged professional negligence on the
19	part of a health care practitioner or health care provider.  Derivative claims include, but are not limited to, the claim of a
21	parent or parents, guardian, trustee, child, relative, attorney or other representative of the patient including claims for loss
23	of services, loss of consortium, expenses and all similar claims.
25	3. Cost of periodic payments agreement. "Cost of periodic payments agreement" means the amount expended by the following
27	persons at the time the periodic payments agreement is made to obtain the commitment from a 3rd party to make available money
29	for use as future payment, the total of which may exceed the limit provided in section 2973:
31	A. The health care provider or health care practitioner or
33	the insurer of the health care provider or health care practitioner;
35	B. The superintendent; or
37	C. The superintendent and the health care provider or
39 41	health care practitioner or the insurer of the health care provider or health care practitioner.
	4. Fund. "Fund" means the Patient Compensation Fund as
43 45	established in section 2977.  5. Insurer. "Insurer" means an insurance company licensed
47	in the State, offering any policies insuring health care
	<u>practitioners or health care providers in actions for professional negligence.</u>
49	6. Patient. "Patient" means an individual who receives or

1	<pre>provider or health care practitioner, under a contract, express or implied.</pre>
3	7. Periodic payments agreement. "Periodic payments
5	agreement" means a contract between a health care provider or health care practitioner or the insurer of the health care
7	provider or health care practitioner and the claimant under which the health care provider or health care practitioner is relieved
9	from possible liability for consideration of:
11	A. A present payment of money to the claimant; and
13	B. One or more payments to the claimant in the future whether some or all of the payments are contingent on the
15	claimant's survival to the proposed date of payment.
17	8. Superintendent. "Superintendent" means the Superintendent of Insurance.
19	9. Surcharge. "Surcharge" means the amount assessed
21	against a health care provider or health care practitioner by the superintendent under section 2977.
23	§2972. Applicability
25	1. Qualified health care provider or health care
27	practitioner. This subchapter does not apply to any health care provider or health care practitioner who fails to qualify
29	according to section 2974, or any officer, agent or employee of a health care provider or health care practitioner who fails to
31	qualify according to section 2974. If a health care provider or health care practitioner does not qualify according to section
33	2974, the claimant's remedy is not affected by this subchapter.
35	2. Duration of coverage. Only while malpractice liability insurance remains in force are the health care provider or health
37	care practitioner and the insurer of the health care provider or health care practitioner liable to a claimant for professional
39	negligence to the extent and in the manner specified in this subchapter.
41	3. Prospective application. This subchapter does not apply
43	to any act of professional negligence which occurred before the effective date of this subchapter.
45	\$2973. Limitation of recovery
47	1. Limit on total damages. In an action for professional
49	negligence against a health care provider or health care practitioner qualified according to section 2974, the total award
51	of damages may not exceed \$500,000.

	B. SINIC ON MOUTH CUTC PROVIDED OF MOUTHER GULD
3	<pre>practitioner's liability for damages. A health care provider or a health care practitioner qualified according to section 2974 is</pre>
5	not liable for more than \$100,000 in an action for professional negligence.
7	3. Jury trial; informed of limits; reduction. If the trial
9	of the action is to a jury, the jury shall not be informed of the damage award limitation established in this subsection. If the
11	jury awards total damages in excess of \$500,000, the court shall reduce the award to that amount, unless a further reduction is
	warranted by exercise of the powers described in subsection 4.
13	A Additus and somitations Nothing is this section is
1,5	4. Additur and remittitur. Nothing in this section is intended to eliminate the court's powers of additur and remittitur with regard to all damages, except to the extent that
17	the power of additur is limited with regard to damages beyond the limitation established in subsection 1.
19	TIMICULION CS CADITISHED IN SUBSCICION 1.
	§2974. Qualifications for health care provider or health care
21	practitioner and for officers, agents or employees
23	1. Qualifications; financial responsibility; surcharge. To
	<u>qualify under this subchapter, a health care provider or health</u>
25	care practitioner shall:
27	A. Maintain financial responsibility as provided by section 2975, and file with the superintendent proof of financial
29	responsibility; and
31	B. Pay the surcharge assessed under section 2977.
33	2. Officers, agents and employees. The officers, agents or employees of a health care provider or health care practitioner,
35	while acting in the course and scope of their employment, qualify under this subchapter if:
37	
	A. They are individually named, or are members of a named
39	class, in the proof of financial responsibility filed by the health care provider or health care practitioner under
41	section 2975; and
43	B. The surcharge assessed under section 2977 is paid.
45	§2975. Proof of financial responsibility
47	1. Satisfaction of financial responsibility. Financial responsibility may be established:
49	
	A. By the health care practitioner filing with the
51	superintendent proof that the practitioner is incured by a

1	policy of malpractice liability insurance in the amount of
•	at least \$100,000 per occurrence and \$300,000 in the annual
3	aggregate;
_	
5	B. By the health care provider filing with the
	superintendent proof that the health care provider is
7 .	insured by a policy of malpractice liability insurance in
	the amount of at least \$100,000 per occurrence and:
9	
	(1) \$1,000,000 in the annual aggregate if the health
11	care provider is a hospital of 100 beds or less;
13	(2) \$2,000,000 in the annual aggregate if the health
13	care provider is a hospital of more than 100 beds; or
15	care provider is a mospicar or more chan 100 beds; or
15	(0) 4500 000 1
	(3) \$500,000 in the annual aggregate if the health
17	care provider is not a hospital;
19	C. By the health care provider or health care practitioner
	filing and maintaining with the superintendent cash or
21	surety bond approved by the superintendent in the amount set
	forth in paragraph A. Security provided under this
23	paragraph may be held in any manner mutually agreeable to
25	the superintendent and the health care provider or health
2.5	
25	care practitioner. The agreement must provide that the
	principal may not be withdrawn prior to receiving the
27	written permission of the superintendent, although any
	interest earned may be withdrawn at any time by the health
29	care provider or health care practitioner; or
31	D. If the health care provider is a hospital, by submitting
	annually a verified financial statement which, in the
33	discretion of the superintendent, adequately demonstrates
•	that the current and future financial responsibility of the
35	health care provider is sufficient to satisfy all potential
33	
2.7	professional negligence claims incurred by it or its
37	officers, agents and employees while acting in the cause and
	scope of their employment up to a total of \$100,000 per
39	occurrence and annual aggregates consistent with paragraph
	B, subparagraphs (1) and (2). The superintendent may
41	require the deposit of security to ensure continued
	financial responsibility.
43	
	3. Partnerships or professional corporations. To establish
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40	financial responsibility under this section, each individual who
4.77	is a member of a partnership or professional corporation shall
47	establish financial responsibility separate from that partnership
	or professional corporation, as well as pay the surcharge
49	required under section 2977.

#### §2976. Admission of liability

Except as provided in section 2985, any advanced payment made by a health care provider or health care practitioner or the insurer of a health care provider or health care practitioner to the claimant or any other person shall not be construed as an admission of liability for injuries or damages suffered by the claimant in an action brought for professional negligence.

#### §2977. Patient Compensation Fund

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- 1. Patient Compensation Fund established. There is established the Patient Compensation Fund for the exclusive use for the purposes stated in this subchapter. The fund and any income from it shall be held in trust, deposited in a segregated account, invested and reinvested by the superintendent and shall not become a part of the General Fund.
- 2. Surcharge. The superintendent shall levy an annual surcharge on all health care providers and health care practitioners in this State to create the fund. The superintendent shall set the surcharge by rule. The surcharge must be based on actuarial studies and must be adequate for the payment of claims and expenses from the Patient Compensation Fund.

3. Collection and payment of surcharge. The manner of collection and payment of the surcharge shall depend on the method of establishing financial responsibility under section 2975.

A. If the health care provider or health care practitioner is insured by a policy of malpractice liability insurance, the insurer shall collect the surcharge at the time the health care provider or health care practitioner pays the insurance premium. The insurer shall transfer the surcharge to the superintendent within 30 days after the insurer receives the premium and surcharge from the health care provider or health care practitioner.

B. The superintendent shall adopt rules providing for the manner in which the surcharge for health care providers and health care practitioners, establishing financial responsibility other than by a policy of malpractice liability insurance, shall be determined and shall adopt rules providing for the manner and time of payment. The surcharge may not exceed the surcharge that would be charged if the health care provider or health care practitioner were insured.

4. Date of compliance. Receipt by the superintendent of proof of financial responsibility and the surcharge constitutes compliance with this subchapter on:

#### A. The date of the receipt; or

	B. The effective date of the insurance policy, provided
	proof of the policy is filed with and the surcharge paid to
	the superintendent not later than 90 days after the
	effective date of the insurance policy. If proof of
	financial responsibility and the payment of the surcharge is
	not made within 90 days after the effective date of the
	insurance policy, compliance occurs on the date when proof is filed and the surcharge is paid.
	Is filled and the sufcharge is pard.
	5. Late payment of surcharge; penalties. If the annual
pre	nium surcharge is not paid within the time limit in subsection
<u>3:</u>	
	A. The superintendent shall suspend the certificate of
	authority of the insurer until the surcharge is paid; and
	B. The insurer shall be liable for the surcharge plus a
	penalty of 10% of the surcharge due.
	penalty of 100 of the Bultharge date
	6. Expenses of fund. The superintendent may contract for
the	services of persons to aid in protecting the fund against
cla:	ims. All expenses of collecting, protecting and administering
the	fund shall be paid from the fund.
_	
\$297	78. Payments from health care provider or health care
	<u>practitioner</u>
	1. Single lump-sum payment; application of limit. If the
heal	th care provider or health care practitioner agrees to
	charge its liability to the claimant solely through a single
	-sum payment, the limitation on recovery from a health care
_	ider or health care practitioner stated in section 2973
	ies without adjustment.
	2. Periodic payments; application of limit. If the health
	provider or health care practitioner agrees to discharge its
	ility to the claimant through a periodic payments agreement,
	amount of the claimant's recovery from a health care provider
	haslth assa musatitiansm is the succest of succeived in collect
-	ent made by the health care provider or health care
	ent made by the health care provider or health care titioner, or the insurer of the health care provider or
	ent made by the health care provider or health care titioner, or the insurer of the health care provider or th care practitioner, to the claimant, plus the cost of the
peri	ent made by the health care provider or health care titioner, or the insurer of the health care provider or th care practitioner, to the claimant, plus the cost of the odic payments agreement to the health care provider or health
peri care	health care practitioner is the amount of any immediate ent made by the health care provider or health care titioner, or the insurer of the health care provider or the care practitioner, to the claimant, plus the cost of the odic payments agreement to the health care provider or health practitioner, or the insurer of the health care provider or
peri care neal	ent made by the health care provider or health care titioner, or the insurer of the health care provider or th care practitioner, to the claimant, plus the cost of the odic payments agreement to the health care provider or health practitioner, or the insurer of the health care provider or the care prov
peri care heal limi	ent made by the health care provider or health care titioner, or the insurer of the health care provider or th care practitioner, to the claimant, plus the cost of the odic payments agreement to the health care provider or health

health care practitioner, has agreed to settle its liability by payment of its policy limits, the sum of the present payment of

money to the claimant by the health care provider or health care

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	of insurance coverage
49	§2981. Payment from Patient Compensation Fund after exhaustion
47	4. Combination. Any combination of subsections 1, 2 and 3.
45	claimant; or
	3. Annuity. The purchase of an annuity payable to the
43	
	ability of the fund to make periodic payments;
41	superintendent may contract with approved insurers to ensure the
	payments from the fund over a period of years. The
39	2. Periodic payments. An agreement requiring periodic
37	1. Lump sum. Payment in one lump sum;
27	1 I I Down and Downson to any lower to any
35	Compensation Fund may be discharged only through:
	The obligation to pay an amount from the Patient
33	
	§2980. Discharge of obligation to pay amount from fund
31	weaten care bracereroner.
49	<u>court-approved settlement against a health care provider or health care practitioner.</u>
29	2. Court-approved settlement. A certified copy of a
27	
	against a health care provider or health care practitioner; or
25	1. Final judgment. A certified copy of a final judgment
23	superintendent receives:
<b>c.</b> ⊥	appropriate request by the superintendent after the
21	The only claim against the fund shall be a voucher or other
19	§2979. Claims against fund
1.0	£2070 d3 t t
17	<u>least \$50,000.</u>
	care provider or health care practitioner must be liable for at
15	provider or health care practitioner or the insurer of the health
<b>1</b> 0	shall be used to determine whether the \$75,000 requirement in subsection 2 has been satisfied; however, one health care
13	payments and for the cost of the periodic payments agreement shall be used to determine whether the \$75,000 requirement in
11	health care provider or health care practitioner for immediate
	agreement, in which case the sum of the amounts expended by each
9	practitioner may contribute to the cost of a periodic payments
	practitioners. More than one health care provider or health care
7	3. Multiple health care providers or health care
J	MONTO SALO PLACOLOLOLO, MADO CACCOLO DI STOVO :
5	<u>practitioner</u> , or the insurer of the health care provider or health care practitioner, must exceed \$75,000.
3	agreement expended by the health care provider or health care
2	health care practitioner, plus the cost of the periodic payments

1	1. Annual aggregate paid. If an annual aggregate for a
3	health care provider or health care practitioner qualified under this subchapter has been paid by or on behalf of the health care
	provider or health care practitioner, all additional sums which
5	become due and payable to a claimant arising out of an act of professional negligence of the health care provider or health
7	care practitioner occurring during the year in which the annual
·	aggregate was exhausted, shall be paid from the Patient
9	Compensation Fund under the following terms and conditions:
11	A. The health care provider or health care
	practitioner whose annual aggregate has been exhausted
13	may not object to or refuse permission to settle any
13	such claim;
15	- 10.00 a 10.0
	B. If the health care provider or health care
17	practitioner or the superintendent and claimant agree
	on a settlement the following procedure must be
19	followed.
	surfued eventual even
21	(1) The claimant shall file a petition with the
	court in which the action is pending against the
23	health care provider or health care practitioner
	or, if no action is pending, in the Superior Court
25	of Kennebec County, seeking approval of the agreed
	settlement.
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	(2) A copy of the petition shall be served on the
29	superintendent and the health care provider or
	health care practitioner at least 10 days before
31	filing and must contain sufficient information to
	inform the other parties about the nature of the
33	claim and the amount of the proposed settlement;
	and
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	C. The superintendent may agree to the settlement or
37	the superintendent may file written objections. The
	superintendent shall file the agreement or objections
39	within 20 days after the petition is filed.
41	2. Rules. The superintendent may adopt rules according to
41	Title 5, chapter 375, implementing this section.
43	ricle 3, chapter 3/3, imprementing this section.
<del>1</del> J	§2982. Payments from fund
45	32302. rayments from rand
43	1. Single lump sum; application of limit. If the liability
47	of the fund to the claimant is discharged solely through a single
	lump-sum payment, the limitations on recovery from the Patient
49	Compensation Fund apply without adjustment.
	somposed tuna apply around autubulent.
51	2. Periodic payments agreement; application of limit. If
_	an agreement is made to discharge the fund's liability to the

claimant through a periodic payments agreement, the amount of the

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1		claimant's recovery from the fund for the purposes of the
		limitation on recovery established under section 2973 is:
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		A. The amount of any immediate payment made directly to the
5		claimant from the fund; and
•		Claimant 110m the 14ma/ time
_		
7		B. The cost of the periodic payments agreement paid by the
		superintendent on behalf of the fund.
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		3. Periodic payments agreement; from fund or combined. The
11		superintendent may:
13		A. Discharge the liability of the Patient Compensation Fund
13		
		to a claimant through a periodic payments agreement; or
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		B. Combine money from the fund with money from the health
17		care provider or health care practitioner or the insurer of
		the health care provider or health care practitioner to pay
19		the cost of the periodic payments agreement with the
1)		
		claimant, but in no event may the amount provided by the
21		superintendent exceed 80% of the total amount expended for
		the agreement.
23		
		§2983. Procedure upon failure of health care provider or health
25		care practitioner to pay agreed settlement
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27		If a health gave provider or health gave progritioner or the
21		If a health care provider or health care practitioner or the
		insurer of the health care provider or health care practitioner
29		fails to pay any agreed settlement or final judgment within 90
		days, the superintendent shall pay the amount from the Patient
31		Compensation Fund and the fund shall be subrogated to any and all
		of the claimant's rights against the health care provider or
33		health care practitioner or the insurer of the health care
-		provider or health care practitioner with interest, reasonable
2.5		
35		costs and attorney fees.
37	•	§2984. Excessive claims; procedure
39		If a health care provider or health care practitioner or the
		insurer of a health care provider or health care practitioner has
41		agreed to settle its liability on a claim by payment of its
-T		
		policy limits of \$100,000 and the claimant is demanding an amount
43		in excess of \$100,000, then the following procedure must be
		followed.
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		1. Petition filed. The claimant shall file a petition in
47		the court named in the proposed complaint or in the Superior
± /		· · · · · · · · · · · · · · · · · · ·
4.0		Court of Kennebec County, at the claimant's election, seeking:
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		A. Approval of an agreed settlement, if any; or
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B. Demanding payment of damages from the Patient Compensation Fund.

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- 2. Notice of claim. A copy of the petition with summons shall be served on the superintendent, the health care provider or health care practitioner and the insurer of the health care provider or health care practitioner. The notice must contain sufficient information to inform the other parties about the nature of the claim and the additional amount demanded.
- 3. Agreement or objections. The superintendent and either the health care provider or health care practitioner or the insurer of the health care provider or health care practitioner may agree to a settlement with the claimant from the Patient Compensation Fund or the superintendent, the health care provider or health care practitioner or the insurer of the health care provider or health care practitioner may file written objections to the payment of the amount demanded. The agreement or objections to the payment demanded must be filed within 20 days after service of the summons with a copy of the petition attached.

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4. Hearing scheduled; notice. The court in which the petition is filed shall schedule a hearing on the petition and the agreement or objections as soon as practicable. The court shall give notice of the hearing to the claimant, the superintendent and the health care provider or health care practitioner or the insurer of the health care provider or health care practitioner.

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5. Hearing; determination of damages. At the hearing the superintendent, the claimant and the health care provider or health care practitioner and the insurer of the health care provider or health care practitioner may introduce relevant evidence to enable the court to determine whether the petition should be approved if it is submitted on agreement without objections. If objections have been filed and the superintendent, the health care provider or health care practitioner, the insurer of the health care provider or health care practitioner and the claimant cannot agree on the amount, if any, to be paid out of the Patient Compensation Fund, then the court, after hearing any relevant evidence on the issue of the claimant's damages submitted by any of the parties described in this section, shall determine the amount of the claimant's damages, if any, in excess of the \$100,000 already paid by the health care provider, health care practitioner or the insurer of the health care provider or health care practitioner. The court shall determine the amount for which the fund is liable and issue a finding and judgment accordingly. In approving a settlement or determining the amount, if any, to be paid from the Patient Compensation Fund, the court shall consider the liability of the health care provider or health care practitioner as admitted and established.

giving the date on which termination becomes effective has been received by the insured and the superintendent at their offices.

4. Failure of insurer to pay obligations. If an insurer fails or refuses to pay a final judgment, except during the pendency of an appeal, or fails or refuses to comply with this subchapter, in addition to any other legal remedy, the superintendent may revoke the approval of its policy form until the insurer pays the award or judgment or has complied with the violated provisions of this subchapter and has resubmitted its policy form and received the approval of the superintendent.

§2987. Maximum fee; fee arrangements

1. Claimant's attorney fees limitation. When a claimant is
represented by an attorney in the prosecution of the claim, the
claimant's attorney fees from any award made from the Patient
Compensation Fund may not exceed 15% of any recovery from the
fund.

2. Attorney fees contract. A claimant may elect to pay for the attorney's services on a mutually satisfactory per diem basis. The election, however, must be exercised in written form at the time of employment.

#### STATEMENT OF FACT

The purpose of this bill is to stabilize medical malpractice insurance rates by creating a patient compensation fund and capping the liability of health care providers and health care practitioners who contribute to the fund. This bill is modeled after the highly successful malpractice law in Indiana which is credited with keeping Indiana's malpractice premiums the lowest in the nation.

The bill adds a subchapter to the Maine Health Security Act, which currently defines several terms used in this bill. Under the Act, "professional negligence" is the term used for what is commonly called medical malpractice. "Health care provider" means any hospital, clinic, nursing home or other facility in which skilled nursing care or medical services are prescribed by or performed under the general direction of persons licensed to practice medicine, dentistry, podiatry or surgery in this State and which is licensed or otherwise authorized by the laws of this State. "Health care practitioner" means physicians and all others certified, registered or licensed in the healing arts, including, but not limited to, nurses, podiatrists, optometrists, chiropractors, physical therapists, dentists, psychologists and physicians' assistants.

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Under the bill, qualified health care providers and health care practitioners can limit their liability for medical malpractice to \$100,000 per occurrence, and a varying level for the total liability in one year based on the type of provider or practitioner. A provider or practitioner may qualify under the bill by paying the surcharge set by the Superintendent of Insurance and by proving to the superintendent that the health care provider is financially responsible up to the minimum limits established by law. Proof of financial responsibility can be established:

- 13 1. By the purchase of medical malpractice liability insurance;
  - 2. By filing cash or surety bond with the superintendent; or
  - 3. If the health care provider is a hospital, by filing a verified financial statement that demonstrates current and future financial responsibility.

Once the health care provider or health care practitioner has qualified under the bill, a person with a medical malpractice claim against the provider or practitioner may not recover more than \$500,000 for that claim. Any amount of damages awarded over \$100,000 is paid out of the Patient Compensation Fund, up to the \$500,000 damage cap. addition, if the In provider practitioner, or their insurer, has already paid out the annual aggregate in damages for the year, any additional claims against that provider or practitioner will be paid from the fund.

The Superintendent of Insurance will administer the Patient Compensation Fund. The superintendent shall determine the appropriate amount of surcharge each health care provider or health care practitioner must pay into the fund. The superintendent shall determine the amount of the surcharge, based on actuarial studies, which will produce sufficient money in the fund to cover anticipated claims and expenses against the fund.

If the health care provider or health care practitioner is insured, the insurer shall collect the surcharge at the time the provider or practitioner pays the insurance premium. The insurer then transfers the surcharge to the superintendent to be deposited in the fund. The superintendent shall adopt rules determining surcharge collection procedures for providers and practitioners who establish financial responsibility other than by purchasing insurance.

Awards or settlements which require payment from the fund may be in the form of a single lump sum or as a periodic payments agreement. If a periodic payments agreement is entered into, the \$500,000 cap applies to the total of any immediate payment and

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the amount of money paid in the present to secure the appropriate amount of future payments.

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The bill sets out procedures for court approval of settlements, court determination of liability and court determination of liability above the \$100,000 liability of the provider or practitioner.

9 The bill also limits the fee a lawyer may charge the claimant to 15% of any recovery from the fund.