

# SENATE . . . . . No. 2276

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## The Commonwealth of Massachusetts

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In the One Hundred and Eighty-Ninth General Court  
(2015-2016)  
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SENATE, Monday, May 2, 2016

The committee on Financial Services to whom was referred the petition (accompanied by bill, Senate, No. 540) of Anthony W. Petruccelli and Marc R. Pacheco for legislation relative to risk management and own risk and solvency assessment, reports the accompanying bill (Senate, No. 2276).

For the committee,  
James B. Eldridge



14 through 25U of Chapter 152 of the General Laws and their affiliates, Fraternal Benefit Societies  
15 organized under Chapter 176 of the General Laws and their affiliates, Non-Profit Hospital  
16 Service Corporations organized under Chapter 176A of the General Laws and their affiliates,  
17 Medical Service Corporations organized under Chapter 176B of the General Laws and their  
18 affiliates, Dental Service Corporations organized under Chapter 176E of the General Laws and  
19 their affiliates, Optometric Service Corporations organized under Chapter 176F of the General  
20 Laws and their affiliates, Legal Services Plans organized under Chapter 176H of the General  
21 Laws and their affiliates and Limited Societies organized under Chapter 176P of the General  
22 Laws and their affiliates.

23           Insurer, the term insurer, shall have the same meaning as set forth in Section 1 of Chapter  
24 175 and, as used in this chapter, the term insurer shall also include Public Employer Workers  
25 Compensation Self-Insurance Groups organized under Chapter 40M of the General Laws,  
26 Workers Compensation Self-Insurance Groups organized under Sections 25E through 25U of  
27 Chapter 152 of the General Laws, Fraternal Benefit Societies organized under Chapter 176 of the  
28 General Laws, Non-Profit Hospital Service Corporations organized under Chapter 176A of the  
29 General Laws, Medical Service Corporations organized under Chapter 176B of the General  
30 Laws, Dental Services Corporations organized under Chapter 176E of the General Laws,  
31 Optometric Service Corporations organized under Chapter 176F of the General Laws, Health  
32 Maintenance Organizations organized under Chapter 176G of the General Laws, Legal Services  
33 Plans organized under Chapter 176H of the General Laws and Limited Societies organized under  
34 Chapter 176P of the General Laws; except that it shall not include agencies, authorities or  
35 instrumentalities of the United States, its possessions and territories, the Commonwealth of  
36 Puerto Rico, the District of Columbia, or a state or political subdivision of a state.

37 NAIC, the National Association of Insurance Commissioners.

38 Own Risk and Solvency Assessment or ORSA, an Own Risk and Solvency Assessment  
39 or ORSA shall mean a confidential internal assessment, appropriate to the nature, scale and  
40 complexity of an insurer or insurance group, conducted by that insurer or insurance group of the  
41 material and relevant risks associated with the insurer or insurance groups current business plan,  
42 and the sufficiency of capital resources to support those risks.

43 ORSA Guidance Manual, the term ORSA Guidance Manual shall mean the current  
44 version of the Own Risk and Solvency Assessment Guidance Manual developed and adopted by  
45 the NAIC and as amended from time to time. A change in the ORSA Guidance Manual shall be  
46 effective on the January 1 following the calendar year in which the changes have been adopted  
47 by the NAIC.

48 ORSA Summary Report, an ORSA Summary Report shall mean a confidential high-level  
49 summary of an insurer or insurance groups ORSA.

50 Supervisory College, a forum for cooperation and communication between the involved  
51 supervisors established for the fundamental purpose of facilitating the effectiveness of  
52 supervision of entities which belong to an insurance group; facilitating both the supervision of  
53 the group as a whole on a group-wide basis and improving the legal entity supervision of the  
54 entities within the insurance group.

55 (b) An insurer shall maintain a risk management framework to assist the insurer with  
56 identifying, assessing, monitoring, managing and reporting on its material and relevant risks.  
57 This requirement may be satisfied if the insurance group of which the insurer is a member  
58 maintains a risk management framework applicable to the operations of the insurer.

59 (c) Subject to the provisions of subsection (e), an insurer, or the insurance group of which  
60 the insurer is a member, shall regularly conduct an ORSA consistent with a process comparable  
61 to the ORSA Guidance Manual. The ORSA shall be conducted no less than annually but also at  
62 any time when there are significant changes to the risk profile of the insurer or the insurance  
63 group of which the insurer is a member.

64 (d)

65 (1) Upon the commissioner's request, and no more than once each year, an insurer  
66 shall submit to the commissioner an ORSA Summary Report or any combination of reports that  
67 together contain the information described in the ORSA Guidance Manual, applicable to the  
68 insurer and/or the insurance group of which it is a member. Notwithstanding any request from  
69 the commissioner, if the insurer is a member of an insurance group, the insurer shall submit the  
70 report(s) required by this subsection if the commissioner is the lead state commissioner of the  
71 insurance group as determined by the procedures within the Financial Analysis Handbook  
72 adopted by the National Association of Insurance Commissioners.

73 (2) The report(s) shall include a signature of the insurer or insurance group's chief  
74 risk officer or other executive having responsibility for the oversight of the insurer's enterprise  
75 risk management process attesting to the best of his/her belief and knowledge that the insurer  
76 applies the enterprise risk management process described in the ORSA Summary Report and that  
77 a copy of the report has been provided to the insurer's board of directors or the appropriate  
78 committee thereof.

79 (3) An insurer may comply with paragraph (1) of this subsection by providing the  
80 most recent and substantially similar report(s) provided by the insurer or another member of an

81 insurance group of which the insurer is a member to the commissioner of another state or to a  
82 supervisor or regulator of a foreign jurisdiction, if that report provides information that is  
83 comparable to the information described in the ORSA Guidance Manual. Any such report in a  
84 language other than English must be accompanied by a translation of that report into the English  
85 language.

86 (e)

87 (1) An insurer shall be exempt from the requirements of this chapter, if

88 (i) The insurer has annual direct written and unaffiliated assumed  
89 premium, including international direct and assumed premium but excluding premiums reinsured  
90 with the Federal Crop Insurance Corporation and Federal Flood Program, less than  
91 \$500,000,000; and

92 (ii) The insurance group of which the insurer is a member has annual  
93 direct written and unaffiliated assumed premium including international direct and assumed  
94 premium, but excluding premiums reinsured with the Federal Crop Insurance Corporation and  
95 Federal Flood Program, less than \$1,000,000,000.

96 (2) If an insurer qualifies for exemption pursuant to clause (i) of paragraph (1) of  
97 this subsection, but the insurance group of which the insurer is a member does not qualify for  
98 exemption pursuant to clause (ii) of paragraph (1) of this subsection, then the ORSA Summary  
99 Report that may be required pursuant to subsection (d) shall include every insurer within the  
100 insurance group. This requirement may be satisfied by the submission of more than one ORSA  
101 Summary Report for any combination of insurers provided any combination of reports includes  
102 every insurer within the insurance group.

103 (3) If an insurer does not qualify for exemption pursuant to clause (i) of paragraph  
104 (1) of this subsection, but the insurance group of which it is a member qualifies for exemption  
105 pursuant to clause (ii) of paragraph (1) of this subsection, then the only ORSA Summary Report  
106 that may be required pursuant to subsection (d) shall be the report applicable to that insurer.

107 (4) An insurer that does not qualify for exemption pursuant to paragraph (1) of  
108 this subsection, may apply to the commissioner for a waiver from the requirements of this  
109 chapter based upon unique circumstances. In deciding whether to grant the insurers request for  
110 waiver, the commissioner may consider the type and volume of business written, ownership and  
111 organizational structure, and any other factor the commissioner considers relevant to the insurer  
112 or insurance group of which the insurer is a member. If the insurer is part of an insurance group  
113 with insurers domiciled in more than one state, the commissioner shall coordinate with the lead  
114 state commissioner and with the other domiciliary commissioners in considering whether to  
115 grant the insurers request for a waiver.

116 (5) Notwithstanding the exemptions stated in subsection (e),

117 (i) The commissioner may require that an insurer maintain a risk  
118 management framework, conduct an ORSA and file an ORSA Summary Report based on unique  
119 circumstances including, but not limited to, the type and volume of business written, ownership  
120 and organizational structure, federal agency requests, and international supervisor requests.

121 (ii) The commissioner may require that an insurer maintain a risk  
122 management framework, conduct an ORSA and file an ORSA Summary Report if the insurer has  
123 Risk-Based Capital for company action level event as set forth in 211 CMR 20.00 and 211 CMR  
124 25.00, meets one or more of the standards of an insurer deemed to be in hazardous financial

125 condition as defined in Section 3(c) of Chapter 175J of the General Laws, or otherwise exhibits  
126 qualities of a troubled insurer as determined by the commissioner.

127 (6) If an insurer that qualifies for an exemption pursuant to subsection (e)  
128 subsequently no longer qualifies for that exemption due to changes in premium as reflected in  
129 the insurers most recent annual statement or in the most recent annual statements of the insurers  
130 within the insurance group of which the insurer is a member, the insurer shall have one (1) year  
131 following the year the threshold is exceeded to comply with the requirements of this chapter.

132 (f)

133 (1) The ORSA Summary Report shall be prepared consistent with the ORSA  
134 Guidance Manual, subject to the requirements of paragraph (2) of this subsection.  
135 Documentation and supporting information shall be maintained and made available upon  
136 examination or upon request of the commissioner.

137 (2) The review of the ORSA Summary Report, and any additional requests for  
138 information, shall be made using similar procedures currently used in the analysis and  
139 examination of multi-state or global insurers and insurance groups.

140 (g)

141 (1) Documents, materials or other information, including the ORSA Summary  
142 Report, in the possession of or control of the commissioner that are obtained by, created by or  
143 disclosed to the commissioner or any other person under this chapter, is recognized by this state  
144 as being proprietary and to contain trade secrets. All such documents, materials or other  
145 information shall be confidential by law and privileged, shall not be subject to Chapter 66 of the



146 General Laws, or the twenty-sixth clause of Section 7 of Chapter 4 of the General Laws shall not  
147 be subject to subpoena, and shall not be subject to discovery or admissible in evidence in any  
148 private civil action. However, the commissioner is authorized to use the documents, materials or  
149 other information in the furtherance of any regulatory or legal action brought as a part of the  
150 commissioner's official duties. The commissioner shall not otherwise make the documents,  
151 materials or other information public without the prior written consent of the insurer.

152 (2) Neither the commissioner nor any person who received documents, materials  
153 or other ORSA-related information, through examination or otherwise, while acting under the  
154 authority of the commissioner or with whom such documents, materials or other information are  
155 shared pursuant to this chapter shall be permitted or required to testify in any private civil action  
156 concerning any confidential documents, materials, or information subject to paragraph (1) of this  
157 subsection.

158 (3) In order to assist in the performance of the commissioner's regulatory duties,  
159 the commissioner:

160 (i) May, upon request, share documents, materials or other ORSA-related  
161 information, including the confidential and privileged documents, materials or information  
162 subject to paragraph (1) of this subsection, including proprietary and trade secret documents and  
163 materials with other state, federal and international financial regulatory agencies, including  
164 members of any Supervisory College as defined in this chapter, with the NAIC and with any  
165 third-party consultants designated by the commissioner, provided that the recipient agrees in  
166 writing to maintain the confidentiality and privileged status of the ORSA-related documents,

167 materials or other information and has verified in writing the legal authority to maintain  
168 confidentiality; and

169 (ii) May receive documents, materials or other ORSA-related information,  
170 including otherwise confidential and privileged documents, materials or information, including  
171 proprietary and trade-secret information or documents, from regulatory officials of other foreign  
172 or domestic jurisdictions, including members of any Supervisory College as defined in this  
173 chapter, and from the NAIC, and shall maintain as confidential or privileged any documents,  
174 materials or information received with notice or the understanding that it is confidential or  
175 privileged under the laws of the jurisdiction that is the source of the document, material or  
176 information.

177 (iii) Shall enter into a written agreement with the NAIC or a third-party  
178 consultant governing sharing and use of information provided pursuant to this chapter, consistent  
179 with this subsection that shall:

180 (A) Specify procedures and protocols regarding the confidentiality  
181 and security of information shared with the NAIC or a third-party consultant pursuant to this  
182 chapter, including procedures and protocols for sharing by the NAIC with other state regulators  
183 from states in which the insurance group has domiciled insurers. The agreement shall provide  
184 that the recipient agrees in writing to maintain the confidentiality and privileged status of the  
185 ORSA-related documents, materials or other information and has verified in writing the legal  
186 authority to maintain confidentiality;

187 (B) Specify that ownership of information shared with the NAIC or  
188 a third-party consultant pursuant to this chapter remains with the commissioner and the NAICs  
189 or a third-party consultants use of the information is subject to the direction of the commissioner;

190 (C) Prohibit the NAIC or third-party consultant from storing the  
191 information shared pursuant to this chapter in a permanent database after the underlying analysis  
192 is completed;

193 (D) Require prompt notice to be given to an insurer whose  
194 confidential information in the possession of the NAIC or a third-party consultant pursuant to  
195 this chapter is subject to a request or subpoena to the NAIC or a third-party consultant for  
196 disclosure or production;

197 (E) Require the NAIC or a third-party consultant to consent to  
198 intervention by an insurer in any judicial or administrative action in which the NAIC or a third-  
199 party consultant may be required to disclose confidential information about the insurer shared  
200 with the NAIC or a third-party consultant pursuant to this chapter; and

201 (F) In the case of an agreement involving a third-party consultant,  
202 provide for the insurers written consent.

203 (iv) The sharing of information and documents by the commissioner  
204 pursuant to this chapter shall not constitute a delegation of regulatory authority or rulemaking,  
205 and the commissioner is solely responsible for the administration, execution and enforcement of  
206 the provisions of this chapter.

207 (v) No waiver of any applicable privilege or claim of confidentiality in the  
208 documents, proprietary and trade-secret materials or other ORSA-related information shall occur  
209 as a result of disclosure of such ORSA-related information or documents to the commissioner  
210 under this section or as a result of sharing as authorized in this chapter.

211 (vi) Documents, materials or other information in the possession or control  
212 of the NAIC or a third-party consultants pursuant to this chapter shall be confidential by law and  
213 privileged, shall not be subject to Chapter 66 of the General Laws or the twenty-sixth clause of  
214 Section 7 of Chapter 4 of the General Laws, shall not be subject to subpoena, and shall not be  
215 subject to discovery or admissible in evidence in any private civil action.

216 (h) Any insurer failing, without just cause, to timely file the ORSA Summary Report as  
217 required in this chapter shall be required, after notice and hearing, to pay a penalty of \$500.00 for  
218 each days delay, to be recovered by the commissioner and the penalty so recovered shall be paid  
219 to the Commonwealth. The maximum penalty under this section shall be \$10,000.00. The  
220 commissioner may reduce the penalty if the insurer demonstrates to the commissioner that the  
221 imposition of the penalty would constitute a financial hardship to the insurer.

222 (i) The commissioner may, pursuant to Chapter 30A of the General Laws, upon notice  
223 and opportunity for all interested parties to be heard, issue such rules, regulations and orders as  
224 shall be necessary to carry out the provisions of this chapter.

225 (j) If any provision of this chapter, or the application thereof to any person or  
226 circumstance, is held invalid, such determination shall not affect the provisions or applications of  
227 this chapter which can be given effect without the invalid provision or application, and to that  
228 end the provisions of this chapter are severable.

229 SECTION 2. Effective Date

230 The requirements of this chapter shall become effective 90 days after enactment.

231 SECTION 3. Section 10 of Chapter 40M of the General Laws, as appearing in the 2012  
232 Official Edition, is hereby amended by inserting in subsection 10, after paragraph (D), the  
233 following new paragraph:-

234 (E) Notwithstanding any contrary provision of this or any chapter of the General Laws,  
235 Chapter 176V of the General Laws, titled Own Risk and Solvency Assessment, shall apply to  
236 groups governed by this chapter.

237 SECTION 4. Chapter 152 of the General Laws, as appearing in the 2012 Official Edition,  
238 is hereby amended by inserting, after Section 25U, the following Section:

239 Section 25V. Own Risk and Solvency Assessment. Notwithstanding any contrary  
240 provision of this or any other chapter of the General Laws, Chapter 176V of the General Laws,  
241 titled Own Risk and Solvency Assessment, shall apply to groups governed by this chapter.

242 SECTION 5. Chapter 175 of the General Laws is hereby amended by inserting after  
243 Section 25A the following section:-

244 Section 25B. Own Risk and Solvency Assessment. Notwithstanding any contrary  
245 provision of this or any other chapter of the General Laws, Chapter 176V of the General Laws,  
246 titled Own Risk and Solvency Assessment, shall apply to companies governed by this chapter.

247 SECTION 6. Section 41 of Chapter 176 of the General Laws, as appearing in the 2012  
248 Official Edition, is hereby amended by inserting after subsection (7), the following subsection:

249 (8) Notwithstanding any contrary provision of this or any other chapter of the General  
250 Laws, Chapter 176V of the General Laws, titled Own Risk and Solvency Assessment, shall  
251 apply to societies governed by this chapter.

252 SECTION 7. Section 18 of Chapter 176A of the General Laws, as appearing in the 2012  
253 Official Edition, is hereby amended by inserting at the end thereof, the following paragraph:

254 Notwithstanding any contrary provision of this or any other chapter of the General Laws,  
255 Chapter 176V of the General Laws, titled Own Risk and Solvency Assessment, shall apply to  
256 corporations governed by this chapter.

257 SECTION 8. Section 8 of Chapter 176B of the General Laws, as appearing in the 2012  
258 Official Edition, is hereby amended by inserting at the end thereof, the following paragraph:

259 Notwithstanding any contrary provision of this or any other chapter of the General Laws,  
260 Chapter 176V of the General Laws, titled Own Risk and Solvency Assessment, shall apply to,  
261 corporations governed by this chapter.

262 SECTION 9. Section 8 of Chapter 176E of the General Laws, as appearing in the 2012  
263 Official Edition, is hereby amended by inserting at the end thereof, the following paragraph:

264 Notwithstanding any contrary provision of this or any other chapter of the General Laws,  
265 Chapter 176V of the General Laws, titled Own Risk and Solvency Assessment, shall apply to  
266 corporations governed by this chapter.

267 SECTION 10. Section 8 of Chapter 176F of the General Laws, as appearing in the 2012  
268 Official Edition, is hereby amended by inserting at the end thereof, the following paragraph:

269 Notwithstanding any contrary provision of this or any other chapter of the General Laws,  
270 Chapter 176V of the General Laws, titled Own Risk and Solvency Assessment, shall apply to  
271 corporations governed by this chapter.

272 SECTION 11. Section 10 of Chapter 176G of the General Laws, as appearing in the 2012  
273 Official Edition, is hereby amended by inserting at the end thereof, the following paragraph:

274 Notwithstanding any contrary provision of this or any other chapter of the General Laws,  
275 Chapter 176V of the General Laws, titled Own Risk and Solvency Assessment, shall apply to  
276 health maintenance organizations governed by this chapter.

277 SECTION 12. Chapter 176H of the General Laws, as appearing in the 2012 Official  
278 Edition, is hereby amended by inserting, after Section 13, the following Section:

279 13A. Own Risk and Solvency Assessment. Notwithstanding any contrary provision of  
280 this or any other chapter of the General Laws, Chapter 176V of the General Laws, titled Own  
281 Risk and Solvency Assessment, shall apply to plans governed by this Chapter.

282 SECTION 13. Section 38 of Chapter 176P of the General Laws, as appearing in the 2012  
283 Official Edition, is hereby amended by inserting at the end thereof, the following paragraph:

284 Notwithstanding any contrary provision of this or any other chapter of the General Laws,  
285 Chapter 176V of the General Laws, titled Own Risk and Solvency Assessment, shall apply to  
286 societies governed by this chapter.