

Arkansas Insurance Department

Mike Beebe
Governor



Jay Bradford
Commissioner

August 20, 2010

Via E-Mail and Messenger

Mr. David Ferguson
Director
Bureau of Legislative Research
State Capitol, Room 315
Little Rock, AR 72201

RE: Annual Study of Medical Malpractice Insurance Market in Arkansas

Dear Mr. Ferguson:

Ark. Code Ann. § 23-61-114 requires the Commissioner to conduct an annual study of medical malpractice insurance rates in Arkansas and to report the findings to the Legislative Council and the Chairs of the Senate and House Insurance and Commerce Committees. In compliance with the Code, please see the enclosed report.

If you have any questions regarding this report, please contact Property and Casualty Division Manager Bill Lacy at (501) 371-2801 or bill.lacy@arkansas.gov.

Sincerely,


Jay Bradford
Insurance Commissioner

JB:sc

cc: The Honorable Mike Beebe, C/O Mr. James Miller, Regulatory Liaison
Ms. Carol Stapleton, Legislative Liaison, Bureau of Legislative Research (3 Copies)
Ms. Lenita Blasingame, Insurance Chief Deputy Commissioner
Mr. John Morris, Insurance Deputy Commissioner
Mr. Bill Lacy, Property & Casualty Manager
Ms. Alice Jones, Public Information Manager

**A REPORT TO THE LEGISLATIVE COUNCIL AND
THE SENATE AND HOUSE COMMITTEES
ON INSURANCE AND COMMERCE
OF
THE ARKANSAS GENERAL ASSEMBLY
(AS REQUIRED BY ACT 1007 OF 2003)**

**ANNUAL STUDY OF MEDICAL MALPRACTICE
INSURANCE MARKET IN ARKANSAS**



**Prepared by: William R. Lacy, Property & Casualty Division Manager
Arkansas Insurance Department**

Approved by: Jay Bradford, State Insurance Commissioner

Date Submitted: July 20, 2010

REPORT TO THE LEGISLATURE ON ACT 1007 OF 2003 ANNUAL STUDY OF MEDICAL MALPRACTICE INSURANCE MARKET IN ARKANSAS

INTRODUCTION AND BACKGROUND MATERIAL

Act 1007 of 2003 requires the following:

(a) The Insurance Commissioner shall conduct an annual study of malpractice insurance rates in Arkansas and report the findings to the Legislative Council and the chairs of both the House and Senate Interim Committees on Insurance and Commerce.

(b) The study shall include:

(1) Any findings regarding any changes in medical malpractice rates;

(2) Any other finding that is relevant to malpractice insurance rates; and

(3) Any recommendations in respect to any law relating to medical malpractice insurance.

Arkansas has a “competitive rating law” for the medical malpractice line, Ark. Code Ann. §§ 23-67-501 *et seq.*, which is cumulative to any applicable provisions found in §§ 23-67-201 *et seq.*, §§ 23-67-509. Rates are approved or disapproved within sixty (60) days after the date of filing, Ark. Code Ann. § 23-67-506(d). The Commissioner is required to use standards for rates promulgated in Ark. Code Ann. § 23-67-502 in determining whether to approve or disapprove a filing. Ark. Code Ann. § 23-67-502 requires that rates shall not be excessive, inadequate or unfairly discriminatory; however, the Commissioner may approve an excessive rate if failure to approve the rate may tend to substantially lessen competition in the Arkansas malpractice insurance market, Ark. Code Ann. § 23-67-506(e).

There are two common misconceptions about the role of the Legislature and Insurance Department regarding insurance rates. The first misconception is that either entity has the ability to control market exits of companies. There is no statutory authority to compel an insurer to provide medical malpractice insurance coverage; furthermore, any law requiring an insurer to do business in Arkansas would be disruptive to the entire marketplace, spilling over into other lines of insurance.

The second misconception concerns the Department’s oversight of rates. Medical malpractice rates must be filed at least sixty (60) days prior to the proposed effective date for use in the state. The Department has broad authority to review how the rate is distributed among insureds according to factors that might predict future losses; we cannot, however, disapprove an overall rate unless it is actuarially “excessive, inadequate or unfairly discriminatory.”

Definitions

- “Excessive.” A rate becomes excessive when the loss ratio (losses, including adjustment expenses and operating expenses, divided by premium paid) drops to a point which results in the insurance company earning an excessive amount of profit.
- “Inadequate.” A rate is inadequate if it will lead to immediate solvency problems or has

the potential for long-term solvency implications in that it may not provide sufficient funds to pay future claims, the costs of adjusting those claims and operating the business.

- “Unfairly Discriminatory.” All insurance discriminates among various risks. There is “fair,” i.e., “legal” discrimination, and “unfair,” i.e., illegal discrimination. “Unfair” discrimination basically means not treating similar risks the same in rates and coverages.

Overall base rates for an insurer are determined by the application of actuarial expertise to the standards set forth in the applicable state law.¹ To this amount is added an expected amount for adjusting claims, distribution or sales expenses, administration, taxes and fees, and defense costs.

An individual insured’s rates are normally established by applying discounts and credits or surcharges/debits to a base rate. Under our law those discounts, credits or surcharges/debits must be such that they “...measure differences among risks that can be demonstrated to have a probable effect upon losses or expenses.”²

¹ 23-67-209. Rating criteria.

(a) Due consideration must be given to past and prospective loss and expense experience within and outside this state, to catastrophe hazards and contingencies, to events or trends within and outside this state, to loadings for leveling rates over a period of time, to dividends or savings to be allowed or returned by insurers to their policyholders, members, or subscribers, and to all other relevant factors. All submissions for rate changes or supplementary rate changes must include this information with Arkansas’ experience shown, as well as companywide experience for the past five (5) years for the class of business which this filing affects. The determination of the weighting of credibility assigned to Arkansas must be fully explained. If, within a particular class, the data is not sufficiently credible for Arkansas or companywide, and common classes are grouped together for rate-making purposes, all class codes utilized in developing credibility shall be shown as an exhibit in the filing, with Arkansas’ experience for each class affected shown separately. If significant trends within the state are utilized, a narrative describing the basis of the trend must be included.

(b) Risks may be classified in any reasonable way for the establishment of rates, except that no risks may be grouped by classifications based in whole or in part on race, color, creed, or national origin of the risk.

(c) The expense provisions included in the rates to be used by any insurer shall reflect the operating methods of the insurer and its actual and anticipated expense experience.

(d) The rates may contain provisions for contingencies and an allowance permitting a reasonable profit. In determining the reasonableness of the profit, consideration must be given to all investment income attributable to premiums and to the reserves associated with those premiums and to loss reserve funds.

23-67-503. Rating criteria.

(a) A malpractice insurer shall consider past and prospective loss experience solely within this state.

(b)(1) If insufficient experience exists within this state upon which a rate can be based, the malpractice insurer may consider experience within any other state or states that have similar claim costs and frequency.

(2) If sufficient experience from any other state is not available, the malpractice insurer may use nationwide experience.

(c) In its rate filing and records, the malpractice insurer shall provide detailed information on the data supporting the experience it is using.

(d) When experience outside this state is considered, as much weight as possible shall be given to state experience.

² 23-67-210. Rating plans.

(a) Rates may be modified to produce premiums for individual risks in accordance with filed rating plans which establish standards for measuring variations in hazards or expense provisions. Those standards may measure differences among risks that can be demonstrated to have a probable effect upon losses or expenses. The modification shall apply to all risks under the same or substantially the same circumstances or conditions.

23-67-506. Review of filings.

... (e) Notwithstanding subsection (d) of this section, the commissioner may approve an excessive rate if he or she finds that the failure to approve the rate may tend to substantially lessen competition in the Arkansas malpractice insurance market.

Typical characteristics used to measure those differences may include:

- Medical specialty involved, including multiple practice characteristics
- Claims defense and history of paid claims and amount of payment
- Exposures - number of patients
- Emergency room practice
- Length of time in practice
- Location of practice
- Implementation of risk management practices
- Staff size and training
- Continuing education
- Board Certification

The most basic factor affecting availability for an individual seeking medical malpractice coverage is whether they meet the underwriting criteria of the insurer. Some underwriting concerns include:

- Professional sanctions
- Nursing home affiliation
- Willingness to implement risk management procedures
- Type of claims - severity and certainty of negligent conduct

FINDINGS

Seven (7) filings affecting the various lines comprising medical malpractice insurance were made with the Arkansas Insurance Department during this past reporting period:

- Five (5) were for existing companies actively seeking new business; and
- Two (2) were new programs or initial offerings in Arkansas.

Each filing is subject to the normal rate review for excessive, inadequate, or unfairly discriminatory levels, as well as the other statutory requirements set forth in Ark Code Ann. §§ 23-67-201 *et seq.* and §§ 23-67-501 *et seq.* Filings that trigger concerns about excessive or inadequate rates or that contain significant increases are referred to an actuary. While the companies provide actuarial justification as part of the filing, the Department's actuary may require additional supporting documentation as a part of his review.

Impact statements regarding the effect of Act 649 of 2003 are filed pursuant to Bulletin 2-2003 that was promulgated as a result of the passage of the Act, which dealt with certain procedural and substantive issues in the state's tort system.

Arkansas still has a limited number of companies actually writing new medical malpractice liability policies. Currently, there are 21 companies renewing existing business or seeking new policyholders. They are:

The Doctors Company, an Interinsurance Exchange
 First Professionals Insurance Company
 Medical Protective Company
 Medical Assurance Company, Inc.
 Podiatry Insurance Company of America (podiatrists only)
 Preferred Professional Insurance Company
 State Volunteer Mutual Insurance Company
 Louisiana Medical Mutual Insurance Company (LAMMICO)
 Granite State Insurance Company
 Medicus Insurance Company
 MAG Insurance Company
 Arkansas Mutual Insurance Company
 Greenwich Insurance Company
 ProAssurance Indemnity Company, Inc.
 Fortress Insurance Company
 American Physicians Company
 State Farm Fire and Casualty Company (dentists)
 Continental Casualty Company (only renewing existing business)
 Continental Insurance Company (only renewing existing business)
 American Casualty of Reading, PA (nurses only, only renewing existing business)
 National Union Fire Insurance Company of Pittsburgh, PA (Healthcare agencies only, only renewing existing business)

Since August 1, 2009, the following rate actions have occurred:

COMPANY	EFFECTIVE DATE	OVERALL CHANGE	SPECIALTIES AFFECTED	DISPOSITION
State Farm Fire and Casualty Company	10/4/2009	Initial Filing	Dentists	Approved
ProAssurance Indemnity Company, Inc.	10/1/2009	0.9% Increase (Physicians and Surgeons) 1.4% Decrease (Dentists)	Physicians, Surgeons, Dentists	Approved
Fortress Insurance Company	3/01/2010	5% Overall Increase	Dentists and Orthodontists	Approved
The Medical Protective Company	01/01/2011	3% Increase	Dentists	Approved
American Physicians Insurance Company	6/01/2010	1.8% Decrease	Physicians	Approved
State Volunteer Mutual Insurance Company	5/15/2010	10.2% Decrease	Physicians and Surgeons	Approved
Greenwich Insurance Company	12/15/2010	Initial Filing	Dentists	Approved

Our review of recent rate filings indicates existing rates for the companies in question are approaching adequacy and the rate level changes do not create statutorily excessive rate levels. We did not find anything in the filings that results in unfair discrimination between similar risks. Each filing complies with Ark. Code Ann. §§ 23-67-201 *et seq.* and §§ 23-67-501 *et seq.* at the time of filing.

The aggregate loss and defense and costs containment expense (“DCCE”) ratio for Arkansas for 2009 was 59.73%. The pure loss ratio was 35.66%. The DCCE ratio was 24.07%. These are significant increases from last year.

The ratios above are for the entire market and include many adjustments made by companies that are presently not writing the coverage and are not reflective of current experience. It is likely those number reflect the fact that pending claims are being settled, dismissed or otherwise successfully disposed of. When you examine the results of only those companies writing the coverage you see different results. For this group, the aggregate loss and defense and costs containment expense (“DCCE”) ratio for Arkansas for 2009 was 67.20%. The aggregate pure loss ratio for the line was 35.22%. The aggregate LAE for the line was 31.98%. Compared to 2008’s results, the pure loss ratio is down but claims settlement expenses are up.

Loss adjustment expenses and the cost of defense are still significantly higher in the medical malpractice line than in other lines of insurance. A significant portion of medical malpractice premiums is derived from the cost to investigate and defend claims (even when a claimant abandons a claim, loses in court or prevails). Due to the nature of the claim, expert witnesses are needed (which are other medical professionals) and highly specialized litigation counsel is often required. Sometimes the cost of defending a claim can equal or exceed the amount paid in judgments or settlements. Providing a defense is both an obligation of the insurance company and a benefit to the insured medical provider. The following table presents a comparison of medical malpractice loss and expense ratios of those companies actually writing medical malpractice coverages as compared to commercial liability coverage and private passenger auto liability coverage.

YEAR	2009			2008		
Line of Insurance	Medical Malpractice	Commercial Multi Peril (Liability Portion)	Private Passenger Auto Liability	Medical Malpractice	Commercial Multi Peril (Liability Portion)	Private Passenger Auto Liability
Pure Loss Ratio	35.66%	38.20%	61.07%	44.6%	57.7%	62.5%
DCCE ³ Ratio	24.07%	18.02%	2.18%	22.1%	3.1%	3%
Pure plus DCCE	59.73%	56.22%	63.25%	66.7%	60.8%	65.5%

³ “DCCE” is Defense and Cost Containment Expense.” This number includes LAE, costs related to the defense of a claim and any other costs related to the containment of the loss. It does not contain expenses relating to general operating expenses, for sale of the product, or taxes.

YEAR	2007			2006		
Line of Insurance	Medical Malpractice	Commercial Multi Peril (Liability Portion)	Private Passenger Auto Liability	Medical Malpractice	Commercial Multi Peril (Liability Portion)	Private Passenger Auto Liability
Pure Loss Ratio	42.99%	32.84%	61.75%	37.23%	43.21%	58.27%
DCCE Ratio	33.42%	17.31%	2.05%	24.76%	14.19%	1.66%
Pure plus DCCE	76.41%	50.15%	63.80%	61.99%	57.39%	59.33%

CONCLUSION

Since the passage of Acts 1007 and 649 of 2003, the number of filings for companies actively writing insurance in the medical malpractice market has slowed. New offerings continue to become available and the loss experience is similar to other liability lines. Still, when you consider selling and operating expenses of the writing companies, the combined ratio for those active companies is probably still in excess of 100%.

Loss ratios for those companies actively writing new business remain high when compared to other liability lines, even with 2009's results. Due to the specialized nature of litigation in this area, claims investigation, adjustment and defense costs are, on average, substantially higher than for other liability lines. The effects of Act 649 of 2003 may be encouraging new entries into the market. The impact statements of existing writers still express a very conservative approach to the Act's long-term effect.

Repeal of all or a portion of Act 649 of 2003 in a future legislative session will make Arkansas less attractive to those remaining companies providing medical malpractice coverage to Arkansas's medical community. Arkansas is beginning to see more interest by insurers in the market.

Prepared July 20, 2010.

cc: The Honorable Mike Beebe, C/O James Miller, Regulatory Liaison
David Ferguson, Director, Bureau of Legislative Research
Carol Stapleton, Legislative Council Liaison, Bureau of Legislative Research
Lenita Blasingame, Insurance Chief Deputy Commissioner