Institutions & Insurance.

SENATE BILL 5119

State of Washington64th Legislature2015 Regular SessionBy Senators Angel and MulletRead first time 01/14/15.Referred to Committee on Financial

AN ACT Relating to nonprofit risk pools; amending RCW 48.01.050, 48.62.031, and 48.62.141; reenacting and amending RCW 48.62.021; adding a new chapter to Title 48 RCW; and repealing RCW 48.62.036.

4 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

5 **Sec. 1.** RCW 48.01.050 and 2009 c 314 s 19 are each amended to 6 read as follows:

7 "Insurer" as used in this code includes every person engaged in the business of making contracts of insurance, other than a fraternal 8 9 benefit society. A reciprocal or interinsurance exchange is an 10 "insurer" as used in this code. Two or more hospitals that join and 11 organize as a mutual corporation pursuant to chapter 24.06 RCW for the purpose of insuring or self-insuring against liability claims, 12 13 including medical liability, through a contributing trust fund are not an "insurer" under this code. Two or more local governmental 14 entities, under any provision of law, that join together and organize 15 16 to form an organization for the purpose of jointly self-insuring or 17 self-funding are not an "insurer" under this code. Two or more affordable housing entities that join together and organize to form 18 an organization for the purpose of jointly self-insuring or self-19 funding under chapter 48.64 RCW are not an "insurer" under this code. 20 21 Two or more persons engaged in the business of commercial fishing who

1 enter into an arrangement with other such persons for the pooling of funds to pay claims or losses arising out of loss or damage to a 2 vessel or machinery used in the business of commercial fishing and 3 owned by a member of the pool are not an "insurer" under this 4 code. Two or more nonprofit corporations that join together and 5 6 organize to form an organization for the purpose of jointly self-7 insuring or self-funding for property and liability risks under chapter 48.--- RCW (the new chapter created in section 19 of this 8 act) are not an "insurer" under this code. 9

10 Sec. 2. RCW 48.62.021 and 2011 1st sp.s. c 43 s 520 are each 11 reenacted and amended to read as follows:

12 Unless the context clearly requires otherwise, the definitions in 13 this section apply throughout this chapter.

(1) "Health and welfare benefits" means a plan or program established by a local government entity or entities for the purpose of providing its employees and their dependents, and in the case of school districts, its district employees, students, directors, or any of their dependents, with health care, accident, disability, death, and salary protection benefits.

20 (2) "Local government entity" or "entity" means every unit of local government, both general purpose and special purpose, and 21 includes, but is not limited to, counties, cities, towns, port 22 districts, public utility districts, water-sewer districts, school 23 24 districts, fire protection districts, irrigation districts, 25 metropolitan municipal corporations, conservation districts, and other political subdivisions, governmental subdivisions, municipal 26 27 corporations, ((and)) quasi-municipal corporations, nonprofit 28 corporations comprised of only units of local government, or a group comprised of local governments joined by an interlocal agreement 29 30 authorized by chapter 39.34 RCW.

31 (3) "Nonprofit corporation" or "corporation" has the same meaning 32 as defined in RCW 24.03.005(3) or a similar statute with similar 33 intent within the entity's state of domicile.

(4) "Property and liability risks" includes the risk of property damage or loss sustained by a local government entity and the risk of claims arising from the tortious or negligent conduct or any error or omission of the local government entity, its officers, employees, agents, or volunteers as a result of which a claim may be made against the local government entity. (5) "Risk assumption" means a decision to absorb the entity's
 financial exposure to a risk of loss without the creation of a formal
 program of advance funding of anticipated losses.

4 (6) "Self-insurance" means a formal program of advance funding 5 and management of entity financial exposure to a risk of loss that is 6 not transferred through the purchase of an insurance policy or 7 contract.

8 (7) "State risk manager" means the risk manager of the office of 9 risk management within the department of enterprise services.

10 **Sec. 3.** RCW 48.62.031 and 2005 c 147 s 1 are each amended to 11 read as follows:

12 (1) The governing body of a local government entity may individually self-insure, may join or form a self-insurance program 13 together with other entities, and may jointly purchase insurance or 14 reinsurance with other entities for property and liability risks, and 15 16 health and welfare benefits only as permitted under this chapter. In 17 addition, the entity or entities may contract for or hire personnel to provide risk management, claims, and administrative services in 18 accordance with this chapter. 19

(2) The agreement to form a joint self-insurance program shall be made under chapter 39.34 RCW and may create a separate legal or administrative entity with powers delegated thereto. ((Such entity may include or create a nonprofit corporation organized under chapter 24.03 or 24.06 RCW or a partnership organized under chapter 25.04 RCW.))

26 (3) Every individual and joint self-insurance program is subject27 to audit by the state auditor.

(4) If provided for in the agreement or contract established under chapter 39.34 RCW, a joint self-insurance program may, in conformance with this chapter:

31 (a) Contract or otherwise provide for risk management and loss 32 control services;

33 (b) Contract or otherwise provide legal counsel for the defense 34 of claims and other legal services;

35 (c) Consult with the state insurance commissioner and the state 36 risk manager;

37 (d) Jointly purchase insurance and reinsurance coverage in such38 form and amount as the program's participants agree by contract;

1 (e) Obligate the program's participants to pledge revenues or 2 contribute money to secure the obligations or pay the expenses of the 3 program, including the establishment of a reserve or fund for 4 coverage; and

5 (f) Possess any other powers and perform all other functions 6 reasonably necessary to carry out the purposes of this chapter.

7 (5) A ((local government entity)) <u>self-insurance program formed</u> 8 <u>and governed under this chapter</u> that has decided to assume a risk of 9 loss must have available for inspection by the state auditor a 10 written report indicating the class of risk or risks the governing 11 body of the entity has decided to assume.

12 (6) Every joint self-insurance program governed by this chapter 13 shall appoint the risk manager as its attorney to receive service of, 14 and upon whom shall be served, all legal process issued against it in 15 this state upon causes of action arising in this state.

(a) Service upon the risk manager as attorney shall constitute service upon the program. Service upon joint insurance programs subject to chapter 30, Laws of 1991 1st sp. sess. can be had only by service upon the risk manager. At the time of service, the plaintiff shall pay to the risk manager a fee to be set by the risk manager, taxable as costs in the action.

(b) With the initial filing for approval with the risk manager, each joint self-insurance program shall designate by name and address the person to whom the risk manager shall forward legal process so served upon him or her. The joint self-insurance program may change such person by filing a new designation.

(c) The appointment of the risk manager as attorney shall be irrevocable, shall bind any successor in interest or to the assets or liabilities of the joint self-insurance program, and shall remain in effect as long as there is in force in this state any contract made by the joint self-insurance program or liabilities or duties arising therefrom.

(d) The risk manager shall keep a record of the day and hour of service upon him or her of all legal process. A copy of the process, by registered mail with return receipt requested, shall be sent by the risk manager, to the person designated for the purpose by the joint self-insurance program in its most recent such designation filed with the risk manager. No proceedings shall be had against the joint self-insurance program, and the program shall not be required

1 to appear, plead, or answer, until the expiration of forty days after 2 the date of service upon the risk manager.

3 Sec. 4. RCW 48.62.141 and 1991 sp.s. c 30 s 14 are each amended 4 to read as follows:

5 Every joint self-insurance program covering liability or property 6 risks, excluding multistate programs governed by RCW 48.62.081 <u>and</u> 7 <u>nonprofit risk pools formed under RCW 48.62.036 and chapter 48.---</u> 8 <u>RCW (the new chapter created in section 19 of this act)</u>, shall 9 provide for the contingent liability of participants in the program 10 if assets of the program are insufficient to cover the program's 11 liabilities.

12 <u>NEW SECTION.</u> Sec. 5. This chapter is intended to provide authority for two or more nonprofit corporations to participate in a 13 14 joint self-insurance program covering property or liability risks. 15 This chapter provides nonprofit corporations with the authority to 16 jointly self-insure property and liability risks, jointly purchase 17 insurance or reinsurance, and contract for risk management, claims, and administrative services with other nonprofit corporations. This 18 19 chapter must be liberally construed to grant nonprofit corporations 20 maximum flexibility in jointly self-insuring to the extent the selfinsurance programs are operated in a safe and sound manner. This 21 chapter is intended to require prior approval for the establishment 22 23 of every joint self-insurance program. In addition, this chapter is 24 intended to require every joint self-insurance program for nonprofit corporations established under this chapter to notify the state of 25 26 the existence of the program and to comply with the regulatory and 27 statutory standards governing the management and operation of the programs as provided in this chapter. This chapter is not intended to 28 29 authorize or regulate self-insurance of unemployment compensation 30 under chapter 50.44 RCW or industrial insurance under chapter 51.14 31 RCW.

32 <u>NEW SECTION.</u> Sec. 6. The definitions in this section apply 33 throughout this chapter unless the context clearly requires 34 otherwise.

(1) "Nonprofit corporation" or "corporation" has the same meaningas defined in RCW 24.03.005.

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1 (2) "Property and liability risks" includes the risk of property 2 damage or loss sustained by a nonprofit corporation and the risk of 3 claims arising from the tortious or negligent conduct or any error or 4 omission of the entity, its officers, employees, agents, or 5 volunteers as a result of a claim that may be made against the 6 entity.

7 (3) "Self-insurance" means a formal program of advance funding 8 and management of entity financial exposure to a risk of loss that is 9 not transferred through the purchase of an insurance policy or 10 contract.

11 (4) "State risk manager" means the risk manager of the office of 12 risk management within the department of enterprise services.

<u>NEW SECTION.</u> **Sec. 7.** (1) The governing body of a nonprofit 13 corporation may join or form a self-insurance program together with 14 one or more other nonprofit corporations, and may jointly purchase 15 insurance or reinsurance with one or more other 16 nonprofit corporations for property and liability risks only as permitted under 17 this chapter. Nonprofit corporations may contract for or hire 18 personnel to provide risk management, claims, and administrative 19 20 services in accordance with this chapter.

(2) The agreement to form a joint self-insurance program may include the organization of a separate legal or administrative entity with powers delegated to the entity. The entity may include or create a nonprofit corporation as defined in RCW 48.62.021.

(3) If provided for in the organizational documents, a jointself-insurance program may, in conformance with this chapter:

(a) Contract or otherwise provide for risk management and losscontrol services;

(b) Contract or otherwise provide legal counsel for the defenseof claims and other legal services;

31 (c) Consult with the state insurance commissioner and the state 32 risk manager;

(d) Jointly purchase insurance and reinsurance coverage in a formand amount as provided for in the organizational documents;

35 (e) Obligate the program's participants to pledge funds or 36 revenues to secure the obligations or pay the expenses of the 37 program, including the establishment of a reserve fund for coverage, 38 including an additional assessment if the reserve fund or the

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1 program's revenue or assets are insufficient to cover the program's
2 liabilities; and

3 (f) Possess any other powers and perform all other functions4 reasonably necessary to carry out the purposes of this chapter.

5 (4) Every joint self-insurance program governed by this chapter 6 must appoint the state risk manager as its attorney to receive 7 service of, and upon whom must be served, all legal process issued 8 against the program in this state upon causes of action arising in 9 this state.

(a) Service upon the state risk manager as attorney constitutes service upon the program. Service upon joint self-insurance programs subject to this chapter may only occur by service upon the state risk manager. At the time of service, the plaintiff shall pay to the state risk manager a fee to be set by the state risk manager, taxable as costs in the action.

16 (b) With the initial filing for approval with the state risk 17 manager, each joint self-insurance program must designate by name and 18 address the person to whom the state risk manager must forward legal 19 process that is served upon him or her. The joint self-insurance 20 program may change this person by filing a new designation.

(c) The appointment of the state risk manager as attorney is irrevocable, binds any successor in interest or to the assets or liabilities of the joint self-insurance program, and remains in effect as long as there is in force in this state any contract made by the joint self-insurance program or liabilities or duties arising from the contract.

(d) The state risk manager shall keep a record of the day and 27 hour of service upon him or her of all legal process. A copy of the 28 process, by registered mail with return receipt requested, must be 29 sent by the state risk manager to the person designated to receive 30 31 legal process by the joint self-insurance program in its most recent designation filed with the state risk manager. Proceedings may not 32 commence against the joint self-insurance program, and the program is 33 not required to appear, plead, or answer, until the expiration of 34 forty days after the date of service upon the state risk manager. 35

(e) For any legal process issued against the program for causes
 of action arising outside of this state, the program shall provide
 the state risk manager a copy of such claim.

39 (5) A nonprofit joint self-insurance program previously
 40 established under chapter 48.62 RCW may continue its operations

without interruption. All previously approved operating documents under chapter 48.62 RCW including, but not limited to, applications, state-granted authorities, approvals to operate, certificates of incorporation, articles of incorporation, membership documents, executed contracts, and other applicable items or authorities remain in effect without reapproval.

7 (6) A nonprofit joint self-insurance program previously 8 established under and governed by chapter 48.62 RCW is not required 9 to reapply for authority to operate as previously approved by the 10 state risk manager in its original application.

11 <u>NEW SECTION.</u> Sec. 8. This chapter does not apply to a nonprofit 12 corporation that:

13 (1) Individually self-insures for property and liability risks;

14 (2) Participates in a risk pooling arrangement, including a risk 15 retention group or a risk purchasing group, regulated under chapter 16 48.92 RCW, or is a captive insurer authorized in its state of 17 domicile;

18 (3) Comprises only units of local government or is a group that 19 comprises local governments joined by an interlocal agreement 20 authorized by chapter 39.34 RCW; or

(4) Is a hospital licensed under chapter 70.41 RCW, or an entity owned, operated, controlled by, or affiliated with such a hospital that participates in a self-insurance risk pool or other risk pooling arrangement.

25 <u>NEW SECTION.</u> Sec. 9. The state risk manager shall adopt rules 26 governing the management and operation of joint self-insurance 27 programs for nonprofit corporations that cover property or liability 28 risks. All rules must be appropriate for the type of program and 29 class of risk covered. The state risk manager's rules must include:

(1) Standards for the management, operation, and solvency of
 joint self-insurance programs, including the necessity and frequency
 of actuarial analyses and claims audits;

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(2) Standards for claims management procedures;

34 (3) Standards for contracts between joint self-insurance programs
 35 and private businesses, including standards for contracts between
 36 third-party administrators and programs; and

37 (4) Standards requiring pool verification of each member's38 nonprofit status in their state of domicile.

<u>NEW SECTION.</u> Sec. 10. Before the establishment of a joint selfinsurance program covering property or liability risks by nonprofit corporations, the entities must obtain the approval of the state risk manager. The entities proposing the creation of a joint selfinsurance program requiring prior approval shall submit a plan of management and operation to the state risk manager that provides at least the following information:

8 (1) The risk or risks to be covered, including any coverage 9 definitions, terms, conditions, and limitations;

10 (2) The amount and method of funding the covered risks, including11 the initial capital and proposed rates and projected premiums;

(3) The proposed claim reserving practices;

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13 (4) The proposed purchase and maintenance of insurance or 14 reinsurance in excess of the amounts retained by the joint self-15 insurance program;

16 (5) The legal form of the program including, but not limited to, 17 any articles of incorporation, bylaws, charter, or trust agreement or 18 other agreement among the participating entities;

(6) The agreements with participants in the program defining theresponsibilities and benefits of each participant and management;

(7) The proposed accounting, depositing, and investment practicesof the program;

(8) The proposed time when actuarial analysis will be firstconducted and the frequency of future actuarial analysis;

(9) A designation of the individual to whom service of process
must be forwarded by the state risk manager on behalf of the program;

(10) All contracts between the program and private persons
 providing risk management, claims, or other administrative services;

(11) A professional analysis of the feasibility of the creationand maintenance of the program;

(12) A legal analysis or an internal revenue service opinion onthe federal income tax exposure or liability of the program; and

33 (13) Any other information required by rule of the state risk 34 manager that is necessary to determine the probable financial and 35 management success of the program or that is necessary to determine 36 compliance with this chapter.

37 <u>NEW SECTION.</u> Sec. 11. A nonprofit corporation may participate
 38 in a joint self-insurance program covering property or liability

1 risks with similar nonprofit corporations from other states if the 2 program satisfies the following requirements:

3 (1) An ownership interest in the program is limited to some or 4 all of the nonprofit corporations of this state and nonprofit 5 corporations of other states that are provided insurance by the 6 program;

7 (2) The nonprofit corporations of this state and other states 8 shall elect a board of directors to manage the program, all of whom 9 must be affiliated with one or more of the participating nonprofit 10 corporations;

(3) The program must provide coverage through the delivery to each participating nonprofit corporation of one or more written policies affecting insurance of covered risks;

14 (4) The program must be financed, including the payment of 15 premiums and the contribution of initial capital, in accordance with 16 the plan of management and operation submitted to the state risk 17 manager in accordance with this chapter;

18 (5) The financial statements of the program must be audited by a 19 certified public accountant, and these audited financial statements 20 must be delivered to the state risk manager not more than one hundred 21 twenty days after the end of each fiscal year of the program;

(6) The investments of the program must be initiated only with financial institutions or broker-dealers, or both, doing business in those states in which participating nonprofit corporations are located, and these investments must be audited annually by the certified public accountants for the program;

(7) The treasurer of a multistate joint self-insurance program must be designated by resolution of the program and the treasurer must be located in the state of one of the participating entities; and

31 (8) The program must obtain approval from the state risk manager 32 in accordance with this chapter and must remain in compliance with 33 this chapter, unless exempt from application for reapproval, as 34 granted under section 7 of this act.

35 <u>NEW SECTION.</u> Sec. 12. (1) Within one hundred twenty days of 36 receipt of a plan of management and operation, the state risk manager 37 shall either approve or disapprove of the formation of the joint 38 self-insurance program after reviewing the plan to determine whether the proposed program complies with this chapter and all rules adopted
 in accordance with this chapter.

3 (2) If the state risk manager denies a request for approval, the 4 state risk manager shall specify in detail the reasons for denial and 5 the manner in which the program fails to meet the requirements of 6 this chapter or any rules adopted in accordance with this chapter.

7 (3) If the state risk manager determines that a joint self-8 insurance program covering property or liability risks is in 9 violation of this chapter or is operating in an unsafe financial 10 condition, the state risk manager may issue and serve upon the 11 program an order to cease and desist from the violation or practice.

(a) The state risk manager shall deliver the order to the
appropriate entity or entities directly or mail it to the appropriate
entity or entities by certified mail with return receipt requested.

15 (b) If the program violates the order or has not taken steps to 16 comply with the order after the expiration of twenty days after the 17 cease and desist order has been received by the program, the program 18 is deemed to be operating in violation of this chapter, and the state 19 risk manager shall notify the attorney general of the violation.

(c) After hearing, or with the consent of a program governed 20 21 under this chapter, and in addition to or in lieu of a continuation of the cease and desist order, the state risk manager may levy a fine 22 upon the program in an amount not less than three hundred dollars and 23 not more than ten thousand dollars. The order levying the fine must 24 25 specify the period within which the fine must be fully paid. The 26 period within which the fines must be paid must be not less than fifteen and not more than thirty days from the date of the order. 27 Upon failure to pay the fine when due, the state risk manager shall 28 29 request the attorney general to bring a civil action on the state risk manager's behalf to collect the fine. The state risk manager 30 31 shall pay any fine collected to the state treasurer for deposit into 32 the general fund.

33 (4) Each joint self-insurance program approved by the state risk 34 manager shall annually file a report with the state risk manager 35 providing:

(a) Details of any changes in the articles of incorporation,
 bylaws, charter, trust agreement, or other agreement among the
 participating nonprofit corporations;

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(b) Copies of all the insurance coverage documents;

(c) A description of the program structure, including
 participants' retention, program retention, and excess insurance
 limits and attachment point;

4 (d) An actuarial analysis;

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(e) A list of contractors and service providers;

(f) The financial and loss experience of the program; and

7 (g) Other information as required by rule of the state risk 8 manager.

(5) A joint self-insurance program requiring the state risk 9 manager's approval may not engage in an act or practice that in any 10 11 respect significantly differs from the management and operation plan 12 that formed the basis for the state risk manager's approval of the program unless the program first notifies the state risk manager in 13 14 writing and obtains the state risk manager's approval. The state risk manager shall approve or disapprove the proposed change within sixty 15 16 days of receipt of the notice. If the state risk manager denies a 17 requested change, the state risk manager shall specify in detail the 18 reasons for the denial and the manner in which the program would fail 19 to meet the requirements of this chapter or any rules adopted in accordance with this chapter. 20

21 NEW SECTION. sec. 13. (1) A joint self-insurance program may by resolution of the program designate a person having experience with 22 investments or financial matters as treasurer of the program. The 23 24 program must require a bond obtained from a surety company in an amount and under the terms and conditions that the program finds will 25 protect against loss arising from mismanagement or malfeasance in 26 27 investing and managing program funds. The program may pay the premium on the bond. 28

(2) All interest and earnings collected on joint self-insurance
 program funds belong to the program and must be deposited to the
 program's credit in the proper program account.

(1) An employee or official of a 32 NEW SECTION. Sec. 14. participating nonprofit corporation in a joint self-insurance program 33 34 may not directly or indirectly receive anything of value for services rendered in connection with the operation and management of a self-35 insurance program other than the salary and benefits provided by his 36 37 or her employer or the reimbursement of expenses reasonably incurred in furtherance of the operation or management of the program. An 38

employee or official of a participating nonprofit corporation in a joint self-insurance program may not accept or solicit anything of value for personal benefit or for the benefit of others under circumstances in which it can be reasonably inferred that the employee's or official's independence of judgment is impaired with respect to the management and operation of the program.

7 (2) RCW 48.30.140, 48.30.150, and 48.30.157 apply to the use of 8 insurance producers and surplus line brokers by a joint self-9 insurance program.

10 NEW SECTION. Sec. 15. A joint self-insurance program approved in accordance with this chapter is exempt from insurance premium 11 taxes, fees assessed under chapters 48.02, 48.32, and 48.32A RCW, 12 13 business and occupation taxes imposed under chapter 82.04 RCW, and any assigned risk plan or joint underwriting association otherwise 14 required by law. This section does not apply to or provide exemptions 15 16 for insurance companies issuing policies to cover program risks and 17 third-party administrators or insurance producers serving the joint self-insurance program. 18

19 <u>NEW SECTION.</u> Sec. 16. (1) The state risk manager shall 20 establish and charge an investigation fee in an amount necessary to 21 cover the costs for the initial review and approval of a joint self-22 insurance program. The fee must accompany the initial submission of 23 the plan of operation and management.

(2) The costs of subsequent reviews and investigations must be charged to the joint self-insurance program being reviewed or investigated in accordance with the actual time and expenses incurred in the review or investigation.

(3) Any program failing to remit its assessment when due is
 subject to denial of permission to operate or to a cease and desist
 order until the assessment is paid.

<u>NEW SECTION.</u> Sec. 17. (1) Any person who files, reports, or furnishes other information required under this title, required by the state risk manager under the authority granted under this title, or which is useful to the state risk manager in the administration of this title is immune from liability in any civil action or suit arising from the filing of any such report or furnishing such information to the state risk manager, unless actual malice, fraud,
 or bad faith is shown.

3 (2) The state risk manager and his or her agents and employees 4 are immune from liability in any civil action or suit arising from 5 the publication of any report or bulletin or from dissemination of 6 information related to the official activities of the state risk 7 manager unless actual malice, fraud, or bad faith is shown.

8 (3) The immunity granted under this section is in addition to any 9 common law or statutory privilege or immunity enjoyed by such person. 10 This section is not intended to abrogate or modify in any way such 11 common law or statutory privilege or immunity.

12 <u>NEW SECTION.</u> Sec. 18. RCW 48.62.036 (Authority to form or join 13 a self-insurance risk pool—When section not applicable) and 2004 c 14 255 s 3 are each repealed.

15 <u>NEW SECTION.</u> Sec. 19. Sections 5 through 17 of this act 16 constitute a new chapter in Title 48 RCW.

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