

Nov. 15, 2019 referral (traditional insurers) and Mar. 3, 2020 referral (risk retention groups) adopted by Plenary – Aug. 14, 2020

Nov. 15, 2019 referral (traditional insurers) adopted by F Committee – Dec. 7, 2019

Mar. 3, 2020 referral (risk retention groups) adopted by F Committee – Aug. 12, 2020

Effective date – Sept. 1, 2022 with enforcement to begin Jan. 1, 2023



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## MEMORANDUM

To: Financial Regulation Standards and Accreditation (F) Committee

From: Reinsurance (E) Task Force

Date: November 15, 2019

Re: 2019 Revisions to *Credit for Reinsurance Model Law* (#785) and *Credit for Reinsurance Model Regulation* (#786)

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### Executive Summary

On June 25, 2019, the NAIC Executive (EX) Committee and Plenary unanimously adopted revisions to the NAIC *Credit for Reinsurance Model Law* (#785) and *Credit for Reinsurance Model Regulation* (#786). These revisions were intended to incorporate the relevant provisions of the “Bilateral Agreement Between the United States of America and the European Union on Prudential Measures Regarding Insurance and Reinsurance” (Covered Agreement), which was signed on Sept. 22, 2017. The Covered Agreement would eliminate reinsurance collateral and local presence requirements for European Union (EU) reinsurers that maintain a minimum amount of own funds equivalent to \$250 million and a solvency capital requirement (SCR) of 100% under Solvency II. Conversely, U.S. reinsurers that maintain capital and surplus equivalent to 226 million euros with a risk-based capital (RBC) of 300% of authorized control level would not be required to maintain a local presence in order to do business in the EU or post collateral in any EU jurisdiction. On Dec. 18, 2018, a similar Covered Agreement was signed with the United Kingdom (UK). In addition, the 2019 revisions extend similar treatment to Qualified Jurisdictions and accredited NAIC jurisdictions.

At the 2019 Summer National Meeting, Director Chlora Lindley-Myers (MO), Chair of the NAIC Reinsurance (E) Task Force, made the following recommendation to the Financial Regulation Standards and Accreditation (F) Committee: 1) the Committee recognize that states may begin adoption of provisions that are substantially similar to the 2019 revisions to Model #785 and Model #786 and remain in compliance with the *Reinsurance Ceded* accreditation standard; 2) the accreditation standard be modified in accordance with the normal processes and procedures outlined in the Accreditation Program Manual, and that the Task Force and Financial Condition (E) Committee prepare a formal recommendation to the Financial Regulation Standards and Accreditation (F) Committee for consideration at the 2020 Spring National Meeting; and 3) in the interim, states should be encouraged to adopt the 2019 revisions in the form adopted by Plenary within the 60-month timeframe set forth in the Covered Agreement to best avoid potential federal preemption. Committee Chair Commissioner Todd E.

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Kiser (UT) asked if there were any objections to the approach proposed in the referral from the Reinsurance (E) Task Force, and none were noted.

At its meeting on October 22, the Reinsurance (E) Task Force agreed to submit the following new recommendations to the Financial Regulation Standards and Accreditation (F) Committee:

1. The 2019 revisions to Model #785 and Model #786 should be adopted as a new accreditation standard by the NAIC, *Reciprocal Jurisdictions*, with significant elements as outlined in Attachment A.
2. The Financial Regulation Standards and Accreditation (F) Committee should consider a waiver of procedure as provided for in the Accreditation Program Manual and expeditiously consider adoption of this standard. The Task Force recommends that the accreditation standard become effective Oct. 1, 2022, the end of the 60-month period when federal preemption determinations must be completed, with enforcement of the standard to commence Jan. 1, 2023. **[Note: after the Oct. 22 conference call, NAIC staff had conversations with representatives of the Federal Insurance Office (FIO), in which they advised NAIC staff that in their opinion the end of the 60-month period when federal preemption determinations must be completed is Sept. 1, 2022].**

**A statement and explanation of how the potential standard is directly related to solvency surveillance and why the proposal should be included in the standards:**

The current *Reinsurance Ceded* accreditation standard requires that state law shall contain the significant elements from Model #785 and Model #786. The models serve to provide regulators with an effective method of monitoring the reinsurance activities of U.S. companies. U.S. primary insurance companies may be given reinsurance credit on their statutory financial statements for insurance risk they transfer via reinsurance that meets the legal and accounting risk transfer requirements and other relevant laws. Both the 2011 revisions to the credit for reinsurance models, which served to reduce reinsurance collateral requirements for certified reinsurers domiciled in qualified jurisdictions, and the 2019 revisions with respect to Reciprocal Jurisdictions, address the reinsurance collateral requirements necessary for U.S. ceding companies to take credit for certain reinsurance transactions.

**A statement as to why ultimate adoption by every jurisdiction may be desirable:**

The *Dodd-Frank Wall Street Reform and Consumer Protection Act* provides that a state insurance measure shall be preempted to the extent that the Director of FIO “determines” that the measure is inconsistent with the covered agreement and results in less favorable treatment of a non-U.S. insurer domiciled in a foreign jurisdiction that is subject to a “covered agreement” than a U.S. insurer domiciled, licensed or otherwise admitted in that state. A “covered agreement” under Dodd-Frank is an agreement entered into between the U.S. and foreign government(s) on prudential measures with respect to the business of insurance or reinsurance that achieves a level of protection for consumers that is “substantially equivalent” to the level of protection under state law. The revisions to Model #785 and #786 are considered by the Reinsurance (E) Task Force to be consistent with the requirements of the Covered Agreements entered into with the EU and UK.

Article 9(4) of the Covered Agreements provide, as follows with respect to Implementation of the Agreement:

4. Provided that this Agreement has entered into force, **on a date no later than the first day of the month, 42 months after the date of signature of this Agreement [22 September 2017], the United States shall begin evaluating a potential preemption determination** under its laws and regulations with respect to any U.S. State insurance measure that the United States determines is inconsistent with this Agreement and results in less favourable treatment of an EU insurer or reinsurer than a U.S. insurer or reinsurer domiciled, licensed, or otherwise admitted in that U.S. State. Provided that this Agreement has entered into force, **on a date no later than the first day of the month 60 months after the date of signature of this Agreement [22 September 2017], the United States shall complete any necessary preemption determination** under its laws and regulations with respect to any U.S. State insurance

measure subject to such evaluation. For the purposes of this paragraph, the United States shall prioritise those States with the highest volume of gross ceded reinsurance for purposes of potential preemption determinations. [Emphasis added].

To summarize, FIO may begin evaluating potential preemption “determinations” 42 months after the signature of the Covered Agreement, or March 1, 2021. FIO must complete any necessary preemption determinations 60 months after signature, which they believe to be Sept. 1, 2022. In order to avoid potential federal preemption determinations by the FIO Director, each state should adopt the 2019 revisions to Model #785 and Model #786 in a timely manner.

**A statement as to the number of jurisdictions that have adopted and implemented the proposal or a similar proposal and their experience to date:**

The pre-2011 versions of Model #785 and Model #786 are currently part of the *Reinsurance Ceded* accreditation standard, and the significant elements have been adopted in substantially similar form by all NAIC-accredited jurisdictions. The 2011 revisions to these models implemented reinsurance collateral reduction for *Reinsurance Ceded to Certified Reinsurers* domiciled in qualified jurisdictions. At the current time, all NAIC accredited jurisdictions have adopted the 2011 revisions to Model #785, and only 5 jurisdictions have not adopted the 2011 revisions to Model #786, which became part of the accreditation standard effective January 1, 2019.

We are not currently aware of any states that have adopted the 2019 revisions to Model #785 and Model #786, although we have been advised that many states have begun their legislative processes for adoption of these revisions. We are not aware of any negative impact to any jurisdiction or its domiciliary ceding insurers that has adopted these revisions, which are similar in function and format to the Reciprocal Jurisdiction requirements of the 2019 revisions.

**A statement as to the provisions needed to meet the minimum requirements of the standard. That is, whether a state would be required to have “substantially similar” language or rather a regulatory framework. If it is being proposed that “substantially similar” language be required, the referring committee, task force or working group shall recommend those items that should be considered significant elements:**

The current accreditation standard for Model #785 and Model #786 requires state adoption on a substantially similar basis. In addition, the Covered Agreements themselves and the Dodd-Frank Act require that the United States cannot impose reinsurance collateral or local presence requirements that result in less favorable treatment for EU or UK reinsurers, and further that any state insurance measures cannot be inconsistent with the Covered Agreements. Therefore, the Reinsurance (E) Task Force recommends that the attached proposed significant elements for *Reciprocal Jurisdictions* (Attachment A) be adopted by NAIC-accredited jurisdictions in a “substantially similar” manner, as that term is defined in the Accreditation Interlineations of the NAIC Financial Regulation Standards and Accreditation Program. **Note: While the Task Force is recommending that the Committee adopt a “substantially similar” standard for accreditation purposes, it should be noted that Dodd-Frank requires the state insurance measure to be “consistent” with the Covered Agreement in order to avoid federal preemption, which may be interpreted as a higher standard. It is the recommendation of the Task Force that states adopt the 2019 revisions in close to identical form to the models in order to best avoid the possibility of federal preemption.**

**An estimate of the cost for insurance companies to comply with the proposal and the impact on state insurance departments to enforce it, if reasonably quantifiable:**

The NAIC has not performed a cost/benefit analysis with respect to the 2019 revisions to Model #785 and Model #786, nor do we believe that the specific costs for insurance companies to comply with the proposal and the impact on state insurance departments to enforce it are reasonably quantifiable.

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<sup>1</sup> 31 U.S.C. §313(f) provides the process for making a “determination” in this context:

(2) Determination.—

(A) Notice of potential inconsistency.—Before making any determination under paragraph (1), the Director shall—

- (i) notify and consult with the appropriate State regarding any potential inconsistency or preemption;
- (ii) notify and consult with the United States Trade Representative regarding any potential inconsistency or preemption;
- (iii) cause to be published in the Federal Register notice of the issue regarding the potential inconsistency or preemption, including a description of each State insurance measure at issue and any applicable covered agreement;
- (iv) provide interested parties a reasonable opportunity to submit written comments to the Office; and
- (v) consider any comments received.

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(C) Notice of determination of inconsistency.—Upon making any determination under paragraph (1), the Director shall—

- (i) notify the appropriate State of the determination and the extent of the inconsistency;
- (ii) establish a reasonable period of time, which shall not be less than 30 days, before the determination shall become effective; and
- (iii) notify the Committees on Financial Services and Ways and Means of the House of Representatives and the Committees on Banking, Housing, and Urban Affairs and Finance of the Senate.

(3) Notice of effectiveness.—Upon the conclusion of the period referred to in paragraph (2)(C)(ii), if the basis for such determination still exists, the determination shall become effective and the Director shall—

- (A) cause to be published a notice in the Federal Register that the preemption has become effective, as well as the effective date; and
- (B) notify the appropriate State.

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**10. Reinsurance Ceded**

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State law should contain the NAIC *Credit for Reinsurance Model Law* (#785), the NAIC’s *Credit for Reinsurance Model Regulation* (#786) and the NAIC *Life and Health Reinsurance Agreements Model Regulation* (#791) or substantially similar laws.

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**REFERENCE**

*Credit for Reinsurance Model Law* (#785)

- a. Credit allowed for reinsurance ceded to a licensed insurer?
- b. Credit allowed for reinsurance ceded to an accredited insurer who meets requirements similar to those in Section 2B and ~~212J~~ of the model law?
- c. Credit allowed for reinsurance ceded to an insurer domiciled and licensed in a state which employs substantially similar standards regarding credit for reinsurance and who maintains capital and surplus of at least \$20,000,000 and submits to this states authority to examine its books and records?
- d. Credit allowed for reinsurance ceded to an insurer who maintains a trust fund, established in a form approved by the commissioner, in a qualified U.S. financial institution for the payment of the valid claims of its U.S. policyholders and ceding insurers, their assigns and successors in interest and who reports financial information annually to the commissioner to determine the sufficiency of the trust fund?
- e. In instances where reinsurance is ceded to insurers maintaining a trust fund, trustees of the trust required to report to the department annually, on or before February 28, the balance of the trust and a listing of the trust’s assets as of the end of the year and a certification of the date of termination of the trust, if so planned, or certify that the trust shall not expire prior to the next following December 31?
- f. Credit for reinsurance allowed under c. or d. above only permitted where assuming insurer agrees in the reinsurance agreements: 1) that in the event of a failure of the assuming insurer to perform its obligations, the assuming insurer shall submit to the jurisdiction of any court of competent jurisdiction in any state of the U.S.; and 2) to designate the commissioner or a designated attorney as its true and lawful attorney upon whom may be served any lawful process instituted by or on behalf of the ceding company?

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- g. Credit allowed for reinsurance ceded to an insurer not meeting the requirements of a., b., c., or d. above, or with respect to a certified reinsurer described below, in an amount not exceeding the liabilities carried by the ceding insurer and only in the amount of funds held by or on behalf of the ceding insurer in the form of cash, securities listed by the Securities Valuation Office of the NAIC, including those deemed exempt from filing as defined by the *Purposes and Procedures Manual of the Securities Valuation Office*, and qualifying as admitted assets, clean, irrevocable, unconditional letters of credit, and other forms of security acceptable to the commissioner?

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- h. Ceding insurers must be subject to notification requirements with respect to reinsurance concentration risk substantially similar to those in Section ~~2J2K~~ of Model #785.

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*Life and Health Reinsurance Agreements Model Regulation (#791)*

- i. Scope similar to Section 3?

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- j. No insurer, for reinsurance ceded establishes any asset or reduces any liability due to the terms of the reinsurance agreement, in substance or effect if any of the conditions in Section 4A exist?

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- k. Agreements entered into after the effective date of this regulation which involve the reinsurance of business issued prior to the effective date of agreements, along with subsequent amendments shall be filed by the ceding company with the commissioner within 30 days from the execution date along with attachments noted in Section 4C(1)?

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- l. Any increase in surplus net of federal income tax resulting from arrangements described in Section 4C(1) to be reported as described in Section 4C(2)?

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- m. Written agreements with provisions similar to Section 5?

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- n. Insurers required to reduce to zero any reserve credits or assets established with respect to existing reinsurance agreements entered into prior to the effective date of this regulation which would not be recognized under the provisions of this regulation?

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*Credit for Reinsurance Model Regulation (#786)*

- o. Credit for reinsurance allowed for reinsurance ceded by domestic insurers to assuming insurers that were licensed in the state as of the last date of the ceding insurers' statutory financial statement?

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- p. Credit for reinsurance provisions for accredited reinsurer similar to Section 5?

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- q. Credit for reinsurance provisions for reinsurers licensed and domiciled in other states similar to Section 6?

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- r. Credit for reinsurance provisions for reinsurers maintaining trust funds similar to Section 7?

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- s. Credit for reinsurance required by law similar to Section ~~9~~10?
- t. Reduction from liability for reinsurance ceded to an unauthorized assuming insurer similar to Section ~~10~~11?
- u. Provisions for trust agreements similar to Section ~~11~~12?
- v. Provisions for letters of credit similar to Section ~~12~~13?
- w. Provisions for unencumbered funds similar to Section ~~13~~14?
- x. Provisions for reinsurance contracts similar to Section ~~14~~15?
- y. The adoption of Form AR-1—Certificate of Assuming Insurer.

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**Reinsurance Ceded to Certified Reinsurers**

- z. A state’s laws and regulations shall allow credit for reinsurance ceded to a certified reinsurer, including affiliated reinsurance transactions. Its laws and regulations shall contain provisions that are substantially similar to those applicable to certified reinsurers contained in Section 2E of Model #785 and Section 8 of Model #786.
  - i. The credit allowed is based upon the security held by or on behalf of the ceding insurer in accordance with the rating assigned to the certified reinsurer by the commissioner? The amount of security required in order for full credit to be allowed shall not be less than that required under Section 8A(1) of Model # 786.
  - ii. The security provided by the certified reinsurer is in a form consistent with the provisions of Section 2E(5) of Model #785 and Section 8A of Model #786?
  - iii. The commissioner requires the certified reinsurer to post 100% security upon the entry of an order of rehabilitation, liquidation or conservation against the ceding insurer?
  - iv. A state’s laws or regulations shall include provisions for granting a certified reinsurer a deferral period for posting security applicable to catastrophe recoverables, substantially similar to Section 8A(4) of Model #786. The deferral period shall not exceed one year from the date of the first instance of a liability reserve entry by the ceding company as a result of a loss from a catastrophic occurrence as recognized by the commissioner, and shall not apply to lines of business other than those provided in Section 8A(4) of Model #786.
  - v. Credit for reinsurance ceded to a certified reinsurer shall apply only to reinsurance contracts meeting requirements substantially similar to Section 8A(5) of Model #786?

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aa. In order to be a certified reinsurer, an assuming insurer must be certified by the commissioner in accordance with the process similar to Section 8B of Model #786?

i. The commissioner is required to post notice upon receipt of any application for certification substantially similar to the requirements of Section 8B(1) of Model #786?

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ii. The commissioner is required to publish a list of all certified reinsurers and their ratings substantially similar to the requirements in Section 2E(4) of Model #785 and Section 8B(2) of Model #786?

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iii. A certified reinsurer must be domiciled and licensed to transact insurance or reinsurance in a qualified jurisdiction, as determined by the commissioner?

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iv. A certified reinsurer must maintain capital and surplus, or its equivalent, of no less than \$250,000,000, calculated in accordance with Section 8B(4)(h) of Model #786? This requirement may also be satisfied by an association including incorporated and individual unincorporated underwriters having minimum capital and surplus equivalents (net of liabilities) of at least \$250,000,000 and a central fund containing a balance of at least \$250,000,000.

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v. A certified reinsurer must maintain financial strength ratings from two or more rating agencies deemed acceptable by the commissioner, and the maximum rating that a certified reinsurer may be assigned will correspond to its financial strength rating as set forth in Section 8B(4)(a) of Model #786? These ratings must be based on interactive communication between the rating agency and the assuming insurer and not based solely on publicly available information.

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vi. A certified reinsurer is rated by the commissioner on a legal entity basis, with consideration given to the group rating where appropriate (an association including incorporated and individual unincorporated underwriters that have been approved to do business as a single certified reinsurer may be evaluated on the basis of its group rating)? Factors may be considered in the evaluation process similar to those provided under Section 8B(4) and (5) of Model #786.

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vii. A certified reinsurer must submit a properly executed Form CR-1 as evidence of its submission to the jurisdiction of the state, appointment of the commissioner as an agent for service of process in the state, and agreement to provide security for one hundred percent (100%) of its liabilities attributable to reinsurance ceded by ceding insurers if it resists enforcement of a final U.S. judgment? The commissioner must not certify any assuming insurer that is domiciled in a jurisdiction that the commissioner has determined does not adequately and promptly enforce final U.S. judgments or arbitration awards.

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viii. A certified reinsurer must agree to meet applicable information filing requirements substantially similar to those provided under Section 8B(7) of Model #786, both with respect to an initial application for certification and on an ongoing basis?

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ix. Changes in rating or revocation of certification of a certified reinsurer are applied by the commissioner in a manner substantially similar to the provisions of Section 242J of Model #785 and Section 8B(8) of Model #786?

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x. A certified reinsurer must file audited financial statements, regulatory filings and actuarial opinion (as filed with the certified reinsurer's supervisor, with a translation into English) consistent with the requirements set forth in Section 8B(4)(h) and Section 8B(7)(d) of Model #786? Upon the initial application for certification, the commissioner will consider audited financial statements for the last two (2) years filed with its non-U.S. jurisdiction supervisor?

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bb. The commissioner is required to create and publish a list of qualified jurisdictions, under which an assuming insurer licensed and domiciled in such jurisdiction is eligible to be considered for certification by the commissioner as a certified reinsurer?

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i. In determining whether the domiciliary jurisdiction of a non-U.S. assuming insurer is eligible to be recognized as a qualified jurisdiction, the commissioner evaluates the reinsurance supervisory system of the non-U.S. jurisdiction, both initially and on an ongoing basis, under criteria substantially similar to those provided under Section 8C(2) of the model regulation?

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ii. The commissioner shall consider the list of qualified jurisdictions published by the NAIC in determining qualified jurisdictions? If the commissioner approves a jurisdiction as qualified that does not appear on the NAIC list of qualified jurisdictions, the commissioner must provide thoroughly documented justification with respect to criteria substantially similar to that provided under Section 8C(2) of Model #786.

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iii. U.S. jurisdictions that meet the requirements for accreditation under the NAIC financial standards and accreditation program are recognized as qualified jurisdictions?

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cc. A state's laws and regulations shall allow a commissioner to defer to the certification and rating of a certified reinsurer issued by another NAIC accredited jurisdiction. Recognition of certification is made in accordance with provisions substantially similar to Section 8D of Model #786?

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dd. Reinsurance contracts entered into or renewed with a certified reinsurer must include a proper funding clause, which requires the certified reinsurer to provide and maintain security in an amount sufficient to avoid the imposition of any financial statement penalty on the ceding insurer for reinsurance ceded to the certified reinsurer?

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## **Reciprocal Jurisdictions**

ee. A state's laws and regulations shall allow credit for reinsurance ceded to an assuming insurer that has its head office or is domiciled in, and is licensed in, a Reciprocal Jurisdiction. Its laws and regulations shall contain provisions that are substantially similar to those contained in Section 2F of Model #785 and Section 9 of Model #786. Its laws and regulations must provide that a Reciprocal Jurisdiction is a jurisdiction that meets one of the following:

i. A non-U.S. jurisdiction that is subject to an in-force covered agreement meeting the requirements of Section 2F(1)(a)(i) of Model #785 and Section 9B(1) of Model #786?

ii. A U.S. jurisdiction that meets the requirements for accreditation under the NAIC Financial Standards and Accreditation Program pursuant to Section 2F(1)(a)(ii) of Model #785 and Section 9B(2) of Model #786?

iii. A Qualified Jurisdiction that meets all of the requirements of Section 2F(1)(a)(iii) of Model #785 and Section 9B(3) of Model #786?

ff. Credit shall be allowed when the reinsurance is ceded to an assuming insurer that is licensed to transact reinsurance by, and has its head office or is domiciled in, a Reciprocal Jurisdiction, and which meets each of the conditions set forth in Section 2F(1)(b) – (g) of Model #785 and Section 9C of Model #786:

i. The assuming insurer must have and maintain on an ongoing basis minimum capital and surplus, or its equivalent, calculated on at least an annual basis as of the preceding December 31 or at the annual date otherwise statutorily reported to the Reciprocal Jurisdiction of no less than \$250,000,000 similar to Section 2F(1)(b) of Model #785 and Section 9C(2) of Model #786? This minimum capital and surplus requirement may also be satisfied by an association including incorporated and individual unincorporated underwriters having minimum capital and surplus equivalents (net of liabilities) or own funds of at least \$250,000,000 and a central fund containing a balance of at least \$250,000,000.

ii. The assuming insurer must have and maintain on an ongoing basis a minimum solvency or capital ratio, as applicable, as set forth in Section 2F(1)(c) of Model #785 and Section 9C(3) of Model #786?

iii. The assuming insurer must submit a properly executed Form RJ-1 consistent with Section 2F(1)(d) of Model #785 and Section 9C(4) of Model #786:

- The assuming insurer must agree to provide prompt written notice and explanation to the commissioner if it falls below the minimum requirements set forth in this subsection, or if any regulatory action is taken against it for serious noncompliance with applicable law pursuant to Section 2F(1)(d)(i) of Model #785 and Section 9C(4)(a) of Model #786?

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- The assuming insurer must consent in writing to the jurisdiction of the courts of this state and to the appointment of the commissioner as agent for service of process pursuant to Section 2F(1)(d)(ii) of Model #785 and Section 9C(4)(b) of Model #786? The commissioner may also require that such consent be provided and included in each reinsurance agreement under the commissioner's jurisdiction.

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- The assuming insurer must consent in writing to pay all final judgments, wherever enforcement is sought, obtained by a ceding insurer, that have been declared enforceable in the territory where the judgment was obtained pursuant to Section 2F(1)(d)(iii) of Model #785 and Section 9C(4)(c) of Model #786?

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- Each reinsurance agreement must include a provision requiring the assuming insurer to provide security in an amount equal to one hundred percent (100%) of the assuming insurer's liabilities attributable to reinsurance ceded pursuant to that agreement if the assuming insurer resists enforcement of a final judgment that is enforceable under the law of the jurisdiction in which it was obtained or a properly enforceable arbitration award, whether obtained by the ceding insurer or by its legal successor on behalf of its estate, if applicable pursuant to Section 2F(1)(d)(iv) of Model #785 and Section 9C(4)(d) of Model #786?

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- The assuming insurer must confirm that it is not presently participating in any solvent scheme of arrangement, which involves this state's ceding insurers, and agrees to notify the ceding insurer and the commissioner and to provide one hundred percent (100%) security to the ceding insurer consistent with the terms of the scheme, should the assuming insurer enter into such a solvent scheme of arrangement pursuant to Section 2F(1)(d)(v) of Model #785 and Section 9C(4)(e) of Model #786?

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- The assuming insurer must agree in writing to meet the applicable information filing requirements pursuant to Section 9C(4)(f) of Model #786?

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- iv. The assuming insurer or its legal successor must provide, if requested by the commissioner, on behalf of itself and any legal predecessors, the documentation to the commissioner as outlined in Section 2F(1)(e) of Model #785 and Section 9C(5) of Model #786:

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- For the two years preceding entry into the reinsurance agreement and on an annual basis thereafter, the assuming insurer’s annual audited financial statements, in accordance with the applicable law of the jurisdiction of its head office or domiciliary jurisdiction, as applicable, including the external audit report pursuant to Section 9C(5)(a) of Model #786?

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- For the two years preceding entry into the reinsurance agreement, the solvency and financial condition report or actuarial opinion, if filed with the assuming insurer’s supervisor pursuant to Section 9C(5)(b) of Model #786?

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- Prior to entry into the reinsurance agreement and not more than semi-annually thereafter, an updated list of all disputed and overdue reinsurance claims outstanding for 90 days or more, regarding reinsurance assumed from ceding insurers domiciled in the United States pursuant to Section 9C(5)(c) of Model #786?

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- Prior to entry into the reinsurance agreement and not more than semi-annually thereafter, information regarding the assuming insurer’s assumed reinsurance by ceding insurer, ceded reinsurance by the assuming insurer, and reinsurance recoverable on paid and unpaid losses by the assuming insurer pursuant to Section 9C(5)(d) of Model #786?

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v. The assuming insurer must maintain a practice of prompt payment of claims under reinsurance agreements consistent with Section 2F(1)(f) of Model #785 and Section 9C(6) of Model #786?

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vi. The assuming insurer’s supervisory authority must confirm to the commissioner on an annual basis that the assuming insurer complies with the minimum capital and surplus requirements and the minimum solvency or capital ratio requirements as required under Section 2F(1)(g) of Model #785 and Section 9C(7) of Model #786?

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gg. The commissioner is required to timely create and publish a list of Reciprocal Jurisdictions similar to Section 2F(2) of Model #786 and Section 9D of Model #786?

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i. If the commissioner approves a jurisdiction that does not appear on the NAIC list of Reciprocal Jurisdictions, the commissioner must provide thoroughly documented justification in accordance with criteria published through the NAIC Committee Process pursuant to Section 2F(2)(a) of Model #785 and Section 9D(1) of Model #786?

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ii. The commissioner may remove a jurisdiction from the list of Reciprocal Jurisdictions upon a determination that the jurisdiction no longer meets one or more of the requirements of a Reciprocal Jurisdiction pursuant to Section 2F(2)(b) of Model #785 and Section 9D(2) of Model #786, except that the commissioner shall not remove from the list a Reciprocal Jurisdiction as defined under Section 9B(1) and (2) of Model #786?

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hh. The commissioner shall timely create and publish a list of assuming insurers to which cessions shall be granted credit consistent with Section 2F(3) of Model #785 and Section 9E of Model #786? Such assuming insurer must submit a properly executed Form RJ-1 and additional information as the commissioner may require.

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i. If an NAIC accredited jurisdiction has determined that the conditions set forth in Section 2F of Model #785 and Section 9 of Model #786 have been met, the commissioner has the discretion to defer to that jurisdiction's determination and add such assuming insurer to the list of assuming insurers to which cessions shall be granted credit in accordance pursuant to Section 2F(3) of Model #785 and Section 9E(1) of Model #786? The commissioner may accept financial documentation filed with another NAIC accredited jurisdiction or with the NAIC with respect to such reinsurer.

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ii. When requesting that the commissioner defer to another NAIC accredited jurisdiction's determination, an assuming insurer must submit a properly executed Form RJ-1 and additional information as the commissioner may require pursuant to Section 9E(2) of Model #786?

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ii. If the commissioner determines that an assuming insurer no longer meets one or more of the requirements set forth in Section 2F of Model #786 and Section 9 of Model #786, the commissioner may revoke or suspend the eligibility of the assuming insurer consistent with Section 2F(4) of Model #785 and Section 9F of Model #786?

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i. While an assuming insurer's eligibility is suspended, no reinsurance agreement issued, amended or renewed after the effective date of the suspension qualifies for credit except to the extent that the assuming insurer's obligations under the contract are otherwise secured pursuant to Section 2F(4)(a) of Model #785 and Section 9F(1) of Model #786?

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ii. If an assuming insurer's eligibility is revoked, no credit for reinsurance may be granted after the effective date of the revocation with respect to any reinsurance agreements entered into by the assuming insurer, including reinsurance agreements entered into prior to the date of revocation, except to the extent that the assuming insurer's obligations under the contract are otherwise secured in a form acceptable to the commissioner pursuant to Section 2F(4)(b) of Model #785 and Section 9F(2) of Model #786?

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iii. Before denying statement credit or imposing a requirement to post security or adopting any similar requirement that will have substantially the same regulatory impact as security, the commissioner shall follow the process set forth in Section 9G of Model #786?

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jj. If subject to a legal process of rehabilitation, liquidation or conservation, as applicable, the ceding insurer, or its representative, may seek and, if determined appropriate by the court in which the proceedings are pending, may obtain an order requiring that the assuming insurer post security for all outstanding liabilities in accordance with Section 2F(5) of Model #785 and Section 9H of Model #786?

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kk. Nothing shall limit or in any way alter the capacity of parties to a reinsurance agreement to agree on requirements for security or other terms in that reinsurance agreement, except as expressly prohibited by other applicable law or regulation similar to Section 2F(6) of Model #785?

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ll. Credit may be taken only for reinsurance agreements entered into, amended, or renewed on or after the effective date of the statute, and only with respect to losses incurred and reserves reported on or after the later of (i) the date on which the assuming insurer has met all eligibility requirements, and (ii) the effective date of the new reinsurance agreement, amendment, or renewal consistent with the provisions of Section 2F(7) of Model #785?

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MEMORANDUM

To: Financial Regulation Standards and Accreditation (F) Committee

From: NAIC Staff

Date: March 3, 2020

Re: 2011 & 2019 Revisions to *Credit for Reinsurance Model Law* (#785) and *Credit for Reinsurance Model Regulation* (#786)—Applicability to Risk Retention Groups (RRGs)

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**Executive Summary**

On June 25, 2019, the NAIC Executive (EX) Committee and Plenary unanimously adopted revisions to the NAIC *Credit for Reinsurance Model Law* (#785) and *Credit for Reinsurance Model Regulation* (#786). These revisions were intended to incorporate the relevant provisions of the “Bilateral Agreement Between the United States of America and the European Union on Prudential Measures Regarding Insurance and Reinsurance” (Covered Agreement), which was signed on Sept. 22, 2017. At the 2019 Fall National Meeting, the Financial Regulation Standards and Accreditation (F) Committee adopted these revisions to the *Reinsurance Ceded* accreditation standard effective Sept. 1, 2022, for consideration by the Executive (EX) Committee and Plenary for final adoption at the Spring National Meeting.

The purpose of this memorandum is to clarify the applicability of these revisions to risk retention groups (RRGs) organized as captives. The recommendation to this Committee is that the 2019 revisions to Model #785 and Model #786, as well as the 2011 revisions establishing certified reinsurers and qualified jurisdictions (which became applicable as an accreditation standard Jan. 1, 2019), also should be made applicable to RRGs.

**Risk Retention Groups Organized as Captives**

Article 3 (Reinsurance) of the Covered Agreement is applicable to ceding insurers, which Article 2(j) defines as “an undertaking which is authorized or licensed to take up or engage in the business of direct or primary insurance.” This would arguably include RRGs that are organized or incorporated by states as captive insurers. *Reinsurance Ceded* is part of the Part A accreditation requirements for RRGs, and requires that state law should contain Model #785 and Model #786, or substantially similar laws. The primary difference between the current reinsurance accreditation standard for RRGs is that “a state’s laws and regulations may allow RRGs to take credit for reinsurance without posting collateral in circumstances not contemplated by the Credit for Reinsurance Model Law and Regulation. For such cases, the Accreditation Interlineations include ‘Reinsurance Guidelines for Risk Retention Groups Licensed as Captive Insurers’ and a state’s laws and regulations must comply with the guidelines in order to be considered substantially similar with this standard.”

NAIC staff has reviewed the laws and regulations with respect to the fifteen (15) NAIC jurisdictions which currently license multi-state RRGs as captive insurers (AL, AZ, CO, DE, DC, HI, KY, ME, MT, NV, NC, OK, SC, TN and VT), and each meets the current *Reinsurance Ceded* accreditation standard in a very similar manner. First, each states’ laws require that an RRG must be licensed as a captive insurer (and in some instances, a specific type of captive insurer) subject to its captive insurance laws. Second, the captive insurance laws generally exempt captive

insurers from the general laws with respect to traditional insurers, except as is otherwise specified in statute. Finally, the statutes make RRGs that are licensed as captive insurers subject to the state's credit for reinsurance laws, either generally (e.g., an RRG licensed as a captive insurer must comply with all of the laws, rules, regulations and requirements applicable to insurers chartered and licensed in the state) or specifically (e.g., an RRG licensed as a captive insurer must comply with the laws specified in this chapter, including specifically the credit for reinsurance laws). We also reviewed the proposed legislation of the five states currently considering adoption of the 2019 revisions to the models (ME, OK, SC, TN & VT), and the proposed legislation would not change this outcome.

## **Recommendation**

NAIC staff recommends that the Committee consider making the 2019 revisions to Model #785 and Model #786 an accreditation standard for RRGs effective Sept. 1, 2022, with enforcement of the standard to commence Jan. 1, 2023. Staff further recommends that the 2011 revisions to the models relating to certified reinsurers and qualified jurisdictions also be made a part of the accreditation standard, because the 2019 revisions are in large part based on these earlier revisions. Finally, we recommend that the changes in the attached redlined accreditation standard be adopted as the new accreditation standard for reinsurance ceded to RRGs.

*Note: The Risk Retention Group (E) Task Force met on March 2, and approved these recommendations. The Reinsurance (E) Task Force will meet March 11 to consider approval of the recommendations.*

**[The Reinsurance (E) Task Force approved the recommendation on their March 11 call.]**



**10. Reinsurance Ceded**

State law should contain the NAIC *Credit for Reinsurance Model Law* (#785), the NAIC's *Credit for Reinsurance Model Regulation* (#786) or substantially similar laws.

	YES	NO
Complete the following question only if this is an interim annual review:		
Have there been any changes to the department's ceded reinsurance requirements since last year's review?	_____	_____

If the response is **NO**, there is no further information needed regarding this standard, please proceed to the next standard.

If the response is **YES**, in the reference column please provide the applicable citation for each of the questions in this particular standard. Additionally, please attach a copy of the statutes or regulations that had a change and ensure that they are clearly marked for the changes that have been made (i.e., highlight the changes, redlined version, etc.) Please place an asterisk (\*) in the reference column on the right-hand side of the page by each citation that has been changed. Also, please include below a brief description of the nature or reason for the change.

If the department is completing the self-evaluation guide due to an upcoming full review, please provide the applicable citation for each of the questions in this particular standard. Additionally, please attach a copy of the statutes or regulations that are listed in the reference column.

REFERENCE

*Credit for Reinsurance Model Law* (#785)

- |   |  |       |
|---|--|-------|
| <p>a. Credit allowed for reinsurance ceded to a licensed insurer? If the reinsurer is licensed as a RRG, then the ceding RRG or its members must qualify for membership with the reinsurer.</p>   |  | _____ |
| <p>b. Credit allowed for reinsurance ceded to an accredited insurer who meets requirements similar to those in Section 2B of the model law?</p>   |  | _____ |
| <p>c. Credit allowed for reinsurance ceded to an insurer domiciled and licensed in a state which employs substantially similar standards regarding credit for reinsurance and who maintains capital and surplus of at least \$20,000,000 and submits to this states authority to examine its books and records?</p>   |  | _____ |
| <p>d. Credit allowed for reinsurance ceded to an insurer who maintains a trust fund, established in a form approved by the Commissioner, in a qualified U.S. financial institution for the payment of the valid claims of its U.S. policyholders and ceding insurers, their assigns and successors in interest and who reports financial information annually to the Commissioner to determine the sufficiency of the trust fund?</p>         |  | _____ |
| <p>e. In instances where reinsurance is ceded to insurers maintaining a trust fund, trustees of the trust required to report to the department annually, on or before February 28, the balance of the trust and a listing of the trust's assets as of the end of the year and a certification of the date of termination of the trust, if so planned, or certify that the trust shall not expire prior to the next following December 31?</p> |  | _____ |

f. Credit for reinsurance allowed under c. or d. above only permitted where assuming insurer agrees in the reinsurance agreements: 1) that in the event of a failure of the assuming insurer to perform its obligations, the assuming insurer shall submit to the jurisdiction of any court of competent jurisdiction in any state of the U.S.; and 2) to designate the Commissioner or a designated attorney as its true and lawful attorney upon whom may be served any lawful process instituted by or on behalf of the ceding company?

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g. Credit allowed for reinsurance ceded to an insurer meeting requirements similar to those in Section 2E (Certified Reinsurers) of the model law?

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h. Credit allowed for reinsurance ceded to an insurer meeting requirements similar to those in Section 2F (Reciprocal Jurisdictions) of the model law?

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gi. Although not required for accreditation, a state’s laws and regulations may allow RRGs to take credit for reinsurance without posting collateral in circumstances not contemplated by the Credit for Reinsurance Model Law and Regulation. For such cases, the Accreditation Interlineations include “Reinsurance Guidelines for Risk Retention Groups Licensed as Captive Insurers” and a state’s laws and regulations must comply with the guidelines in order to be considered substantially similar with this standard. If your state’s laws and regulations do allow credit for reinsurance without collateral as discussed in the Accreditation Interlineations, please include the citation.

Note: An RRG’s reinsurers as of Jan. 1, 2011, are grandfathered in as acceptable without meeting the requirements in the Reinsurance Guidelines. The requirements in the Reinsurance Guidelines should be used for new reinsurers with which business is placed after Jan. 1, 2011.

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hj. Credit allowed for reinsurance ceded to an insurer not meeting the requirements of a., b., c., d., g., h. or gi. above in an amount not exceeding the liabilities carried by the ceding insurer and only in the amount of funds held by or on behalf of the ceding insurer in the form of cash, securities listed by the Securities Valuation Office of the NAIC and qualifying as admitted assets, clean, irrevocable, unconditional letters of credit, and other forms of security acceptable to the Commissioner?

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*Credit for Reinsurance Model Regulation (#786)*

ki. Credit for reinsurance allowed for reinsurance ceded by domestic reinsurers to assuming insurers that were licensed in the state as of the last date of the ceding insurers’ statutory financial statement? If the reinsurer is licensed as a RRG, then the ceding RRG or its members must qualify for membership with the reinsurer.

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lj. Credit for reinsurance provisions for accredited reinsurer similar to Section 5?

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mk. Credit for reinsurance provisions for reinsurers licensed and domiciled in other states similar to Section 6?

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~~n.f.~~ Credit for reinsurance provisions for reinsurers maintaining trust funds similar to Section 7?

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~~o.m.~~ Credit for reinsurance required by law similar to Section 9, to the extent permitted by 15 USC 3902(a)?

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~~p.h.~~ Reduction from liability for reinsurance ceded to an unauthorized assuming insurer similar to Section 10? Note: See significant element g. above regarding allowance of credit for reinsurance in certain situations not contemplated by the Model Law.

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~~q.e.~~ Provisions for trust agreements similar to Section 11?

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~~r.p.~~ Provisions for letters of credit similar to Section 12?

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~~s.g.~~ Provisions for unencumbered funds similar to Section 13?

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~~t.f.~~ Provisions for reinsurance contracts similar to Section 14? Note: For those reinsurance contracts for which credit is allowed under significant element g. above, the reinsurance contract should contain language similar to Section II of the “Reinsurance Guidelines for Risk Retention Groups Licensed as Captive Insurers.”

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~~u.s.~~ The adoption of Form AR-1—Certificate of Assuming Insurer. Note: For situations in which credit for reinsurance is taken under significant element g. above, the reinsurance contract should contain language similar to Section II of the “Reinsurance Guidelines for Risk Retention Groups Licensed as Captive Insurers.”

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v. Credit for reinsurance provisions for certified reinsurers similar to Section 8?

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w. Credit for reinsurance provisions for reciprocal jurisdictions similar to Section 9?

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