Report on

Life Insurance Limitations

Based on Foreign Travel Experiences

Issued on March 1, 2016



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INTRODUCTION

The Freedom To Travel Law, Section 626.9541(1)(dd), Florida Statutes, was enacted in 2006 by the Florida legislature. The law defines as an Unfair Trade Practice, the practice of limiting the life insurance coverage available to a person based on lawful foreign travel in the past. It also prohibits discrimination based on future lawful travel plans unless the insurer demonstrates the persons who travel are in a higher risk, actuarially supportable class. The law was passed because insurance companies were discriminating based on certain destinations that prospective insureds were planning to visit. A notable case forming the impetus for Florida's law regarded an insurance company's refusal to sell increased policy limits to a member of Congress because she indicated truthfully that she may want to travel to Israel someday.

Prior to the passage of this law there were statutes relating to anti-discrimination, but this new subsection provided the Office of Insurance Regulation (Office) better enforcement tools to stop the most egregious practices. Enacted by the Financial Services Commission in 2006, Rule 69O-125.003, Florida Administrative Code, enables the Office to implement the law. To determine the industry's compliance with the requirements of the Freedom to Travel Law, and to fulfill the specific requirements of this rule, each year the Office conducts a survey of insurance companies and performs examinations of selected insurers as warranted. In addition, and in accordance with the law, the Office examines foreign travel practices as a part of all market conduct examinations of life insurers.

The survey asks each insurer to report the number of applications under which life insurance or annuities were denied, the number of life insurance policies or annuities which were refused continuance, or the number of life policies or annuities where coverage was limited based on future travel plans. The insurers are required to provide an explanation for each action taken. This report summarizes the results of the recent survey and provides information relating to examinations performed and administrative actions taken since the filing of the last Report on Life Insurance Limitations based on Foreign Travel Experiences. Reports from 2007-2015 are available on the Office's website at http://www.floir.com/Office/DataReports.aspx.

Many life insurance companies still ask questions about travel because policyholders in other states are not necessarily afforded the high degree of protection that Florida law provides. In some states it is not necessary for the legislature to enact a specific statute because the Insurance Commissioner can define a new unfair trade practice administratively, but in other states the issue has not been addressed at all.

Florida law permits insurance companies to ask travel-related questions, but prohibits insurance companies from refusing coverage based *solely* on the applicant's stated intention to engage in lawful foreign travel.

SUMMARY OF COMPANY RESPONSES

The Office identified 439 entities authorized to write life insurance or annuity products during the scope period of January 1, 2015 to December 31, 2015. The Office required these companies to complete an online survey and return the responses by January 31, 2016.

This year's survey included questions relating to Freedom to Travel and to other actions referenced in Section 626.9541(1)(g), Florida Statutes [Unfair Discrimination], and Section 626.9541(1)(x), Florida Statutes [Refusal to Insure].

On this year's survey, four companies self-reported instances of violating the Freedom to Travel Laws. In addition, one company self-reported improperly denying five applications due to citizenship.

Additional survey results show one company reported receiving a total of five applications for life insurance for which coverage was refused based on past or future foreign travel. The information provided by the company indicates that such refusal was allowed under the Freedom to Travel Law, specifically as a result of the Order issued in 2007 approving a variance for travel to Afghanistan and Iraq.

Additional survey results show two companies reported nine applications for life insurance were received during the scope period where coverage was refused based on past or future foreign travel. In those cases the companies relied on allowances provided in Rule 69O-125.003(10), Florida Administrative Code, which differentiates foreign travel from foreign residency.

The survey also collected reinsurance information. Three companies responded affirmatively to having reinsurance agreements in place that required reporting to its reinsurer information about an applicant's past or future foreign travel. One company responded affirmatively to having reinsurance agreements in place that required reporting to its reinsurers information about an applicant's place of birth, AAA Life Insurance Company.

- Nationwide Life & Annuity Insurance Company reported its reinsurers, Swiss Re Life & Health America, Inc., RGA Reinsurance Group of America, Hannover Life Reassurance Company of America, SCOR Global Life Americas, General Re Life Corporation, and Munich American Reinsurance Company require such information to be reported.
- Nationwide Life Insurance Company reported its reinsurers, Swiss Re Life & Health America, Inc., RGA Reinsurance Group of America, Hannover Life Reassurance Company of America, SCOR Global Life Americas, General Re Life Corporation, and Munich American Reinsurance Company require such information to be reported.
- Federated Life Insurance Company reported its reinsurers, RGA Reinsurance Company and Swiss Re Life & Health America, Inc. require such information to be reported.
- AAA Life Insurance Company reported its reinsurers Canada Life Assurance Company, Munich American Reassurance Company, SCOR Global Life USA Reinsurance Company and Hannover Life Reassurance Company of America require such information to be reported.

Additional follow-up will be conducted by the Office to verify the accuracy and completeness of the responses submitted by companies.

The following table provides the number of companies from 2007 - 2015 reporting travel-related questions are included in their applications. A detailed list for 2015 is located at the end of the report.

As Reported For Year	Number of Companies Asking Travel- Related Questions on Applications
2015	75
2014	78
2013	79
2012	95
2011	93
2010	95
2009	104
2008	93
2007	105

Additionally, this year's survey results reflect the following:

Life Insurance Applications	Companies answering "yes"
Asked Past Foreign Travel Question	35
Asked Future Foreign Travel Question	71

In some instances, companies ask questions relating to either past or future travel, but not to both.

Annuity Applications	Companies answering "yes"
Asked Past Foreign Travel Question	0
Asked Future Foreign Travel Question	2

COMPANY EXPLANATIONS FOR DENYING, REFUSING CONTINUATION, OR LIMITING COVERAGE:

Four companies self-reported five instances where applications were denied in error due to past or future travel:

New York Life Insurance Company (1) future travel to Sudan Protective Life Insurance Company (1) future travel to Pakistan and Honduras State Farm Life Insurance Company (2) applications were denied but the countries traveled to were not named

USAA Life Insurance Company (1) future travel to Myanmar

The Office will require companies to present evidence coverage has been offered to denied applicants.

One company self-reported five instances where applications were denied in error due to citizenship.

State Farm Life Insurance Company

The Office will require the company to present evidence coverage has been offered to denied applicants.

The Office issued an Order in 2007 granting a variance with respect to travel to Afghanistan or Iraq. The initial request for a variance was submitted by Monumental Life Insurance Company (now known as Transamerica Premier Life Insurance Company) and the Office granted extensions through February 15, 2016. On February 15, 2016, the Office further extended the term of the variance to June 15, 2016. One company reported in the recent survey that insurance was postponed or denied for a total of five applicants traveling to Afghanistan (4) or Iraq (1). The company indicated it had considered the waiver provided in the Order Approving Variance for the countries of Afghanistan and Iraq.

USAA Life Insurance Company (5)

The Office is currently reviewing documents and information with the company to verify the applicability of the Order Approving Variance for those applications.

Two companies reported nine instances where the treatment of an application was determined based on the applicant's disclosure of residency in a foreign country for greater than 180 days. Rule 69O-125.003(10), Florida Administrative Code, states "Travel" shall not include "residency" or relocation for employment. An individual who is absent from the United States for more than one hundred eighty (180) consecutive days and has established a residence in a foreign country during that period is considered to be residing in that country. Residency in a foreign country is not considered "foreign travel" for purposes of this rule. The applicants were denied insurance as a result of living in foreign countries for greater than 180 consecutive days (India, Israel and France).

Allstate Assurance Company (6)
Massachusetts Mutual Life Insurance Company (3)

The Office is currently reviewing documents and information to verify the survey responses regarding foreign residency do not constitute a violation of the Freedom to Travel Law.

UPDATE TO LAST YEAR'S 2015 FREEDOM TO TRAVEL REPORT

In 2014, the Office conducted twenty-seven market conduct examinations of life insurance companies to determine compliance with Florida Statutes. Of those, Lincoln Benefit Life Company had self-reported five potential violations and North American Company for Life & Health Insurance was examined due to a late response to the survey. Additional violations were

found as a result of those examinations. Administrative actions addressing the violations are pending for each of the two companies.

CONSUMER COMPLAINTS

Consumer complaints were also reviewed for the scope period. No consumer complaints were received related to foreign travel.

FINES AND PENALTIES

The following table provides the number of companies from 2007 - 2015 with which the Office entered into administrative actions as a result of confirmed violations of the Freedom to Travel Law:

Administrative	Examinations	Administrative Actions	Total Fines/
Action Entered	Conducted	Entered Into	Penalties
2015	0*	0	0
2014	27	2	\$ 21,000
2013	5	3	0
2012	3	2	\$ 21,000
2011	2	4	\$ 99,000
2010	12	1	\$ 10,500
2009	20	1	\$ 50,000
2008	25	4	\$344,000
2007	20	7	\$108,000
* No self-reporte	d violations		

CONCLUSION

Over the past five years, the number of companies writing life insurance or annuities in Florida has trended downward. Likewise, the number of companies asking travel-related questions on applications is trending downward. This year the Office identified 439 entities authorized to write life insurance or annuity products in Florida. Of those 439 entities responding to the survey, four companies self-reported violations of the Freedom to Travel Law. Although the self-reported violations are few and were self-reported by less than 1% of companies writing life insurance or annuities in Florida, it does reflect an increase. As a result, the Office intends to conduct a number of Freedom to Travel examinations in 2016.

LIST OF COMPANIES ASKING TRAVEL RELATED QUESTIONS

Of the 439 companies surveyed, the following list of 75 companies reported asking questions related to foreign travel on their life and annuity applications for the scope of January 1, 2015 through December 31, 2015:

through December 31, 2015:	1	
		FL MARKET
		SHARE Life Premium
	NAIC	as reported
	NAIC COMPANY	2014 Annual
COMPANY NAME	CODE	Stmt. (%)
5 STAR LIFE INSURANCE COMPANY	77879	0.03%
AMERICAN FAMILY LIFE ASSURANCE COMPANY OF	11015	
COLUMBUS	60380	0.19%
AMERICAN NATIONAL INSURANCE COMPANY	60739	0.55%
AMERICAN NATIONAL INSURANCE COMPANY OF TEXAS	71773	0.00%
AMERICAN UNITED LIFE INSURANCE COMPANY	60895	0.17%
AMERICAN-AMICABLE LIFE INS COMPANY OF TEXAS	68594	0.07%
AMERICO FINANCIAL LIFE AND ANNUITY INS COMPANY	61999	0.27%
AMICA LIFE INSURANCE COMPANY	72222	0.06%
AXA EQUITABLE LIFE INSURANCE COMPANY	62944	2.44%
BANNER LIFE INSURANCE COMPANY	94250	0.93%
BEST MERIDIAN INSURANCE COMPANY	63886	0.01%
BOSTON MUTUAL LIFE INSURANCE COMPANY	61476	0.06%
CMFG LIFE INSURANCE COMPANY	62626	0.33%
COLONIAL LIFE & ACCIDENT INSURANCE COMPANY	62049	0.31%
DELAWARE AMERICAN LIFE INSURANCE COMPANY	62634	0.00%
EMC NATIONAL LIFE COMPANY	62928	0.01%
EQUITRUST LIFE INSURANCE COMPANY	62510	0.30%
FIDELITY INVESTMENTS LIFE INSURANCE COMPANY	93696	0.01%
FREEDOM LIFE INSURANCE COMPANY OF AMERICA	62324	0.03%
GENERAL AMERICAN LIFE INSURANCE COMPANY	63665	0.36%
GENWORTH LIFE & ANNUITY INSURANCE COMPANY	65536	1.09%
GENWORTH LIFE INSURANCE COMPANY	70025	0.50%
GENWORTH LIFE INSURANCE COMPANY OF NEW YORK	72990	0.02%
GREAT SOUTHERN LIFE INSURANCE COMPANY	90212	0.06%
GREAT WEST LIFE & ANNUITY INSURANCE COMPANY	68322	1.59%
GUARDIAN INSURANCE & ANNUITY COMPANY INC	78778	0.05%
GUARDIAN LIFE INSURANCE COMPANY OF AMERICA	64246	3.03%
IA AMERICAN LIFE INSURANCE COMPANY	91693	0.00%
INVESTORS LIFE INSURANCE COMPANY OF NORTH		
AMERICA	63487	0.01%
JACKSON NATIONAL LIFE INSURANCE COMPANY	65056	0.97%
JOHN HANCOCK LIFE INSURANCE COMPANY	65838	5.03%

COMPANY NAME	NAIC COMPANY CODE	FL MARKET SHARE Life Premium as reported 2014 Annual Stmt. (%)
KANSAS CITY LIFE INSURANCE COMPANY	65129	0.09%
LIBERTY LIFE ASSURANCE COMPANY OF BOSTON	65315	0.34%
LIBERTY NATIONAL LIFE INSURANCE COMPANY	65331	0.62%
LINCOLN BENEFIT LIFE COMPANY	65595	1.49%
MASSACHUSETTS MUTUAL LIFE INSURANCE COMPANY	65935	3.82%
MEMBERS LIFE INSURANCE COMPANY	86126	0.00%
METLIFE INSURANCE COMPANY USA	87726	2.55%
METROPOLITAN LIFE INSURANCE COMPANY	65978	2.25%
METROPOLITAN TOWER LIFE INSURANCE COMPANY	97136	0.15%
MIDLAND NATIONAL LIFE INSURANCE COMPANY	66044	1.67%
MONY LIFE INSURANCE COMPANY OF AMERICA	78077	0.55%
MUTUAL OF AMERICA LIFE INSURANCE COMPANY	88668	0.00%
NEW ENGLAND LIFE INSURANCE COMPANY	91626	0.19%
NEW YORK LIFE INSURANCE & ANNUITY CORP	91596	1.40%
NEW YORK LIFE INSURANCE COMPANY	66915	2.52%
NORTH AMERICAN COMPANY FOR LIFE AND HEALTH	00713	2.3270
INSURANCE	66974	0.83%
NORTHWESTERN MUTUAL LIFE INSURANCE COMPANY	67091	7.83%
OCCIDENTAL LIFE INSURANCE COMPANY OF NORTH CAROLINA	67148	0.03%
OHIO STATE LIFE INSURANCE COMPANY	67180	0.04%
PACIFIC LIFE INSURANCE COMPANY	67466	2.12%
PAN-AMERICAN ASSURANCE COMPANY	93459	0.07%
PAN-AMERICAN ASSURANCE COMPANY INTERNATIONAL, INC.	13602	0.00%
PAN-AMERICAN LIFE INSURANCE COMPANY	67539	0.01%
PENN INSURANCE & ANNUITY COMPANY	93262	0.17%
PENN MUTUAL LIFE INSURANCE COMPANY	67644	0.54%
PIONEER AMERICAN INSURANCE COMPANY	67873	0.01%
PIONEER MUTUAL LIFE INSURANCE COMPANY	67911	0.02%
PIONEER SECURITY LIFE INSURANCE COMPANY	67946	0.04%
PROTECTIVE LIFE INSURANCE COMPANY	68136	1.32%
PRUCO LIFE INSURANCE COMPANY	79227	2.37%
PRUDENTIAL INSURANCE COMPANY OF AMERICA	68241	0.94%
RELIASTAR LIFE INSURANCE COMPANY	67105	1.10%
SECURITY LIFE OF DENVER INSURANCE COMPANY	68713	1.00%
STANDARD LIFE AND ACCIDENT INSURANCE COMPANY	86355	0.01%
STATE FARM LIFE INSURANCE COMPANY	69108	3.07%
STATE FARIVI LIFE INSURANCE CUIVIPAN I	09108	3.07%

COMPANY NAME	NAIC COMPANY CODE	FL MARKET SHARE Life Premium as reported 2014 Annual Stmt. (%)
TRANSAMERICA LIFE INSURANCE COMPANY	86231	4.08%
TRANSAMERICA PREMIER LIFE INSURANCE COMPANY	66281	1.02%
UNITED OF OMAHA LIFE INSURANCE COMPANY	69868	1.21%
USAA LIFE INSURANCE COMPANY	69663	0.92%
WILLIAM PENN LIFE INSURANCE COMPANY OF NEW YORK	66230	0.10%
Estimated Total Market Share of Life Premium		65.11%

FRATERNAL BENEFIT SOCIETY

COMPANY NAME	NAIC COMPANY CODE	FL MARKET SHARE Life Premium as reported 2014 Annual Stmt. (%)
CSA FRATERNAL LIFE	56138	0.08%
SONS OF NORWAY	57142	0.15%
WOMAN'S LIFE INSURANCE SOCIETY	56170	0.23%
WORKMEN'S BENEFIT FUND OF THE USA	57290	0.05%
Estimated Total Fraternal Market Share only of Life Premium		0.51%

Section 626.9541(1)(dd), Florida Statutes: Life insurance limitations based on past foreign travel experiences or future foreign travel plans.

- 1. An insurer may not refuse life insurance to; refuse to continue the life insurance of; or limit the amount, extent, or kind of life insurance coverage available to an individual based solely on the individual's past lawful foreign travel experiences.
- 2. An insurer may not refuse life insurance to; refuse to continue the life insurance of; or limit the amount, extent, or kind of life insurance coverage available to an individual based solely on the individual's future lawful travel plans unless the insurer can demonstrate and the Office of Insurance Regulation determines that:
- a. Individuals who travel are a separate actuarially supportable class whose risk of loss is different from those individuals who do not travel; and
- b. Such risk classification is based upon sound actuarial principles and actual or reasonably anticipated experience that correlates to the risk of travel to a specific destination.
- 3. The commission may adopt rules pursuant to ss. <u>120.536(1)</u> and <u>120.54</u> necessary to implement this paragraph and may provide for limited exceptions that are based upon national or international emergency conditions that affect the public health, safety, and welfare and that are consistent with public policy.
- 4. Each market conduct examination of a life insurer conducted pursuant to s. <u>624.3161</u> shall include a review of every application under which such insurer refused to issue life insurance; refused to continue life insurance; or limited the amount, extent, or kind of life insurance issued, based upon future lawful travel plans.
- 5. The administrative fines provided in s. <u>624.4211(2)</u> and (3) shall be trebled for violations of this paragraph.
- 6. The Office of Insurance Regulation shall report to the President of the Senate and the Speaker of the House of Representatives by March 1, 2007, and on the same date annually thereafter, on the implementation of this paragraph. The report shall include, but not be limited to, the number of applications under which life insurance was denied, continuance was refused, or coverage was limited based on future travel plans; the number of insurers taking such action; and the reason for taking each such action.

Rule 69O-125.003, Florida Administrative Code: Unfair Discrimination Because of Travel Plans

- (1) No insurer nor person authorized to engage in the business of insurance in the State of Florida shall refuse to issue or refuse to continue any policy, contract or certificate of insurance of any individual, or limit the amount, extent or kind of insurance coverage offered to an individual, an accident, disability or health insurance policy or certificate, because of the intent of the applicant to engage in future lawful foreign travel or based upon past lawful foreign travel, unless the insurer can demonstrate that insureds who have traveled or intend to travel are a separate actuarially supportable class whose risk of loss is different from those insureds who have not traveled and do not intend to travel.
- (2) No insurer nor person authorized to engage in the business of insurance in the State of Florida, shall, in determining the rates charged an applicant for coverage under any policy, contract or certificate of life insurance, annuity contract, accident, disability or health insurance, issued or to be issued to be delivered to any resident of this state, consider the intent of the applicant to engage in future lawful foreign travel or past lawful travel of the applicant, unless the insurer can demonstrate that insureds who have traveled or intend to travel are a separate actuarially supportable class whose risk of loss is different from those insureds who have not traveled and do not intend to travel.
- (3) No insurer nor person authorized to engage in the business of insurance in the State of Florida shall refuse to issue any policy, contract or certificate of life insurance to or refuse to continue any policy, contract or certificate of life insurance of any individual or limit the amount, extent or kind of life insurance coverage offered to an individual based solely on the individual's past lawful foreign travel.
- (4) No insurer nor person authorized to engage in the business of insurance in the State of Florida shall refuse to issue any policy, contract or certificate of life insurance to or refuse to continue any policy, contract or certificate of life insurance of an individual, or limit the amount, extent or kind of life insurance coverage offered an individual based solely on the individual's future lawful foreign travel plans unless the insurer can demonstrate that individuals who travel are a separate actuarially supportable class whose mortality risk is different from that of individuals who do not travel, and that such risk classification is based on sound actuarial principles and actual or reasonably anticipated experience that correlates to the risk of travel to a specific destination.
- (5) An insurer shall file for approval information demonstrating that individuals who travel to a specific destination constitute a separate actuarially supportable class. The insurer shall not utilize such information within any underwriting decision resulting in a refusal to issue, refusal to continue, limitation on amount, extent or kind of life insurance coverage available to an individual until the Office has first approved the filing and determined that the insurer has demonstrated that the underwriting proposed meets compliance with the standards of Section 626.9541(1)(dd), F.S. Nothing in this rule prevents an insurer from asking questions about foreign travel on an application in order to compile information provided such information is not used in any underwriting decision unless the insurer has received prior approval from the Office.
- (6) In determining individuals who travel are a separate actuarially supportable class whose risk of loss is different from those individuals who do not travel based on sound actuarial principles and actual or reasonably anticipated experience that correlates to the risk of travel to a specific destination, insurers shall:

- (a) Have performed a detailed actuarial analysis detailing the specific impact of the proposed risk;
- (b) Demonstrate that all similar risks with similar risk exposure are similarly treated and that the risk is outside of the underwriting parameters that the insurer is accepting for its maximum rated risks:
- (c) Use statistically credible data that is specific and relevant to the analysis and risk being evaluated, that is, using a country population death rate is not relevant to the analysis of the risk of short-term travel. In the absence of actual experience, an actuary may submit for the Office's consideration clear actuarial evidence, including clinical experience or expert opinion relied upon by the actuary that demonstrates to the Office that differences in risk are related to the travel:
- (d) Disclose the range of underwriting and rating options and how each is supported by the analysis;
- (e) Maintain a report prepared by the actuary providing the information used and relied upon by the actuary in preparing his conclusions, including but not limited to: summarizing the source, basis and relevancy of data used, the impact of the risk on expected loss, the range of expected loss within the underwriting class and how the proposed travel risk falls inside or outside of such underwriting range, the analysis performed and the basis of any conclusions reached. Such report shall disclose how compliance with all appropriate actuarial standards of practice is met and specifically detail any standards that are not.
- (7) In accordance with Section 626.9541(1)(dd)3., F.S., an insurer may file a petition for a variance or waiver with the Office for a limited exception from the statute and this rule. The petition shall contain supporting information demonstrating that the requested limited exception(s) are based upon national or international emergency conditions that affect the public health, safety, and welfare and are consistent with public policy.
- (8)(a) Insurers are required to maintain the following data. The data for each calendar year shall be submitted to the Office annually by January 31 of the following year:
- 1. The number of applications under which a policy or certificate of life insurance or an annuity contract was denied;
- 2. The number of applications under which a policy or certificate of life insurance or an annuity contract's continuation was refused; and
- 3. The number of applications under which a policy or certificate of life insurance or an annuity contract's coverage was limited.
 - (b) For each specific case, the insurer shall provide the reason for taking such action.
- (c) For each case the insurer shall provide a brief summary, prepared by an actuary, of the supporting data and analysis used in taking such action for such specific destination. Such underlying data and analysis shall be available upon request of the Office.
- (9)(a) Violation of this rule constitutes unfair discrimination prohibited by Sections 626.9541(1)(g) and (dd), F.S.
- (b) An insurer that uses past travel or future lawful travel in underwriting decisions without having first filed and received approval of the Office shall, among other administrative penalties:
- 1. Provide restitution to all applicants or insureds that were negatively acted upon by the insurer:
- 2. Issue the coverage applied for which was rejected, subject to the applicants option of the effective date being the date of application or the current date; and
 - 3. Pay any valid claim of an applicant incurred subsequent to the initial application date.

(10) "Travel" shall not include "residency" or relocation for employment. An individual who is absent from the United States for more than one hundred eighty (180) consecutive days and has established a residence in a foreign country during that period is considered to be residing in that country. Residency in a foreign country is not considered "foreign travel" for purposes of this rule.

Specific Authority 626.9541(1)(dd)3., 626.9611 FS. Law Implemented 626.951, 626.9521, 626.9541(1)(g), (dd) FS. History—New 7-6-06, Amended 11-1-07.



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