

OECD Conference on the Financial Management of Flood Risk

Building financial resilience in a changing climate

PRESENTATIONS – SESSION 6

12-13 May 2016 Paris, France





Session 6 – Supporting insurability and affordability – challenges and innovations Setting the Stage

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OECD Conference on the Financial Management of Flood Risk Paris, France May 13, 2016

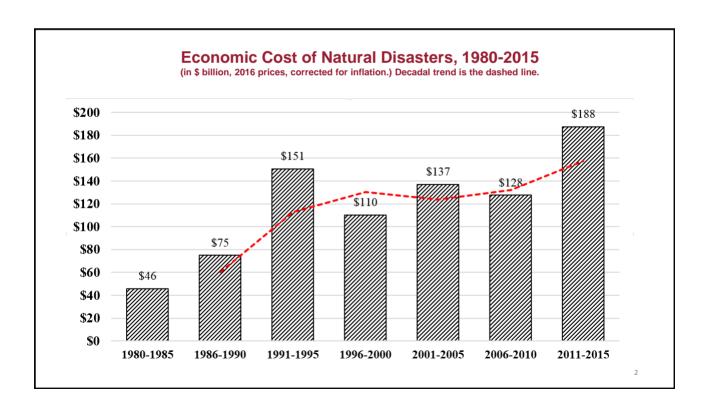












12 of the 15 most costly insured catastrophes worldwide between 1970–2015 (2014 prices), occurred since 2000. 10 are flood-related.

\$ BILLION	EVENT	VICTIMS	YEAR	AREA OF PRIMARY DAMAGE
78	Hurricane Katrina; floods	1,836	2005	USA, Gulf of Mexico
41	9/11 Attacks	3,025	2001	USA
37	Earthquake (M 9.0) and tsunami	19,135	2011	Japan
35	Hurricane Sandy; floods	237	2012	USA
26	Hurricane Andrew	43	1992	USA, Bahamas
22	Northridge Earthquake (M 6.6)	61	1994	USA
22	Hurricane Ike; floods	136	2008	USA, Caribbean
16	Hurricane Ivan	124	2004	USA, Caribbean
15	Floods; heavy monsoon rains	815	2011	Thailand
15	Earthquake (M 6.3); aftershocks	181	2011	New Zealand
15	Hurricane Wilma; floods	35	2005	USA, Gulf of Mexico
12	Hurricane Rita	34	2005	USA, Gulf of Mexico, et al.
11	Drought in the Corn Belt	123	2012	USA
10	Hurricane Charley	24	2004	USA, Caribbean, et al.
10	Typhoon Mireille	51	1991	Japan

Guiding Principles for Insurance to Deal with Affordability

Principle 1: Premiums reflecting risk

- Signals to individuals the hazards they face
- Encourages investment in cost-effective adaptation measures

Principle 2: Dealing with equity and affordability issues

- Provide vouchers to individuals requiring special treatment
- Only provide vouchers if homeowners mitigate their property to reduce future flood losses

Principle 3: Multi-year insurance contracts

- Premiums reflecting risk with vouchers to deal with affordability
- Addresses myopia
- Encourages investment in loss reduction measures through loans

A Proposed Program for Dealing with Affordability *

Encourage Investment in Loss Reduction Measures

- Risk-based premiums based on updated maps
- · Home improvement mitigation loans tied to property
- Premium reductions for undertaking mitigation measures

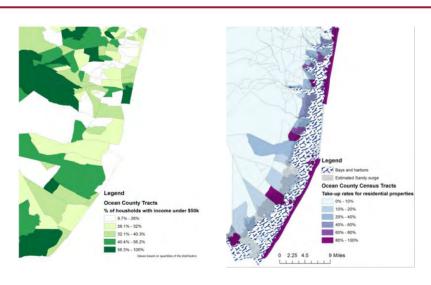
Address Affordability Issue

- · Means-tested vouchers for current residents
- Covers insurance premium and mitigation loan
- Condition for a voucher: You must mitigate
- Required multi-year insurance and loans tied to the property



5

An Illustrative Example: Dealing with Affordability in Ocean County, NJ



Two Families Residing in Ocean County, NJ

Family 1 is in the A Zone and pays \$4,000 for flood insurance.

Family 2 is in the V Zone and pays \$18,550 for flood insurance.

- Both homes are 3 feet below Base Flood Elevation (BFE)
- Each family has an annual income of \$50,000 per year

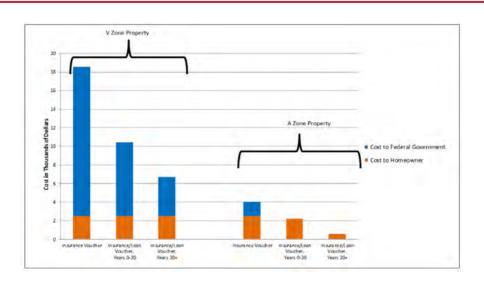
Cost of elevating home to 1 foot above BFE:

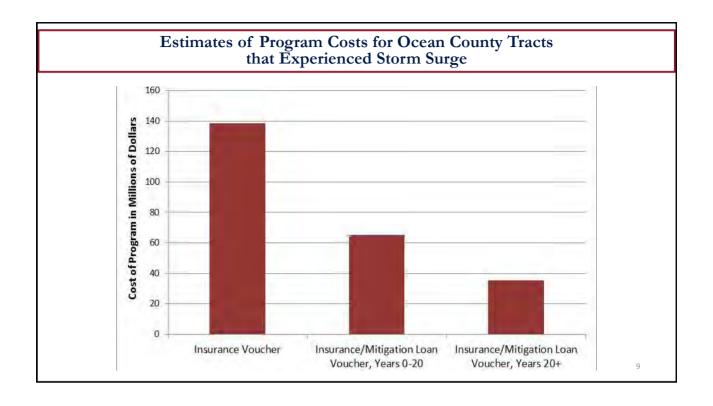
- Family 1: \$25,000 20-Year 3% Loan (Annual Payment \$1,680)
- Family 2: \$55,000 20-Year 3% Loan (Annual Payment \$3,660)

Means-tested voucher covers insurance and mitigation costs above \$2,500 (i.e., above 5% of income)

7

Cost to the Public Sector and the Two Families





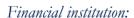
Everyone is a Winner

Homeowner:

Lower total annual payments

Insurers:

Reduction in flood losses



More secure investment due to lower losses from disaster

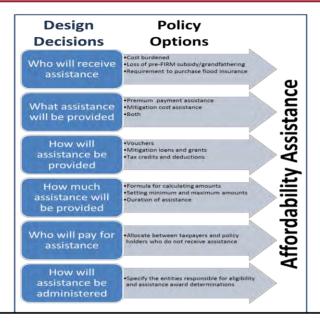
Public sector:

Lower voucher costs due to reduced insurance premiums because property is mitigated (e.g., elevated; flood-proofed)

General taxpayer:
Less disaster assistance



Designing Targeted Assistance Programs for an Affordability Program



Challenges and Questions for Discussion

How can the flood risk be effectively communicated to residents in flood-prone areas?

What role can mitigation measures play in making flood insurance more affordable?

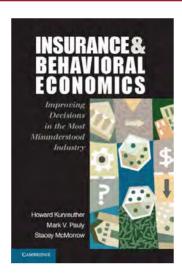
What types of financial assistance should be provided to address affordability issues?

What are the roles of the public and insurance sectors in supporting such initiatives?

What impact can these have on the affordability of insurance coverage?

How do different countries address the affordability problem?

Insurance and Behavioral Economics: Improving Decisions in the Most Misunderstood Industry



Part I: Contrasting Ideal and Real Worlds of Insurance

Chapter One: Purposes of this Book

Chapter Two: An Introduction to Insurance in Practice and Theory Chapter Three: Anomalies and Rumors of Anomalies Chapter Four: Behavior Consistent with Benchmark Models

Part II: Understanding Consumer and Insurer Behavior

Chapter Five: Real World Complications

Chapter Six: Why People Do or Do Not Demand Insurance

Chapter Seven: Demand Anomalies

Chapter Eight: Descriptive Models of Insurance Supply Chapter Nine: Anomalies on the Supply Side

Part III: The Future of Insurance

Chapter Ten: Design Principles for Insurance

Chapter Eleven: Strategies for Dealing with Insurance-Related Anomalies

Chapter Twelve: Innovations in Insurance Markets through Multi-Year Contracts

Chapter Thirteen: Publicly-Provided Social Insurance

Chapter Fourteen: A Framework for Prescriptive Recommendations

OECD Conference on the Financial Management of Flood Risk 12/13 May 2016

Session 6: Supporting insurability and affordability – challenges and innovations

Some insights from Germany

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Availability of flood insurance in Germany

Since 1994, a voluntary natural hazards insurance as a supplement to the building or contents insurance is available in all of Germany.

Current market penetration: >15%

Until 1994, there was a compulsory flood insurance in Baden-Wurttemberg. Current market penetration: 90%

Until 1990 (in the GDR), flood losses were covered by the household insurance.

Current market penetration: >30%

Overall market penetration in Germany (residential buildings) in 2002: 19% in 2013: 34%

Governmental disaster relief after major floods

August 2002



June 2013



Impact indicator	August 2002	June 2013
Fatalities	21	14
Financial losses (first estimates)	€ 22000 million	€ 14000 million
Financial losses (final expenses)	€ 11600 million	around € 6 - 8 billion
Governmental disaster funds	€ 7100 million	€ 8000 million

Empirical data base

Written surveys among property insurers on insurance conditions

In spring 2003

Response: 25 out of 119 (21%)

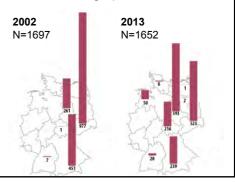
December 2012/ January 2013

Response: 29 out of 106 (27%) Market share of the responding insurers:

46% (contents) 53% (buildings)

Telephone surveys among flood-affected residents 9 months after the flood

- Flood impact and damage
- Warning, response, mitigation, insurance etc.
- Socio-demographic characteristics



Insurability

Conditions that usually have to be fulfilled to receive Natural Hazards Insurance Coverage for residential buildings

Assessment criterion	in 2002	in 2012/13	
ZÜRS-Zone I		89%	
ZÜRS-Zone II	58%	85%	
ZÜRS-Zone III	32%	74%	
No damage in 5 years	89%	18.5%	
No damage in 10 years	84%	63%	
Up to 1 claim in 10 years	11%	11%	
Up to 2 claims in 10 years	0%	11%	
No restriction	0%	7%	
Number of valid cases	19	27	

In case these conditions cannot be fulfilled, 25 of 29 insurers offer individualized conditions including loss mitigation measures (18 or 62%); in 2002: only 6 of 19, only 2 insurers considered loss mitigation measures

Flood hazard and insurability

ZÜRS: Flood zoning system of the German insurers



- Hazard zone IV: flooded on average once in 10 years
- Hazard zone III: flooded on average once in 10 to 50 years
- Hazard zone II: flooded on average once in 50 to 200 years
- Hazard zone I: flooded on average less than once in 200 years

http://www.gdv.de/2008/08/geo-informationssystem-zuers-geo-zonierungssystem-fuer-ueberschwemmungsrisiko-undeinschaetzung-von-umweltrisiken/

Natural Hazards Insurance Coverage among surveyed flood-affected households **≥** 70 2002 2013 Share of surveyed households 50 40 30 20 Sax-Anhalt total Saxony Possible reasons for the increase Recurrent flood events Changes in disaster relief guidelines in Bavaria and Saxony Enhanced risk communication, e.g. flood hazard and risk maps http://www.gdv.de/2013/11/informationskam Joint information campaigns of pagnen-fuer-mehr-naturgefahrenschutz/ GDV and water agencies

Comparison of insured and uninsured households

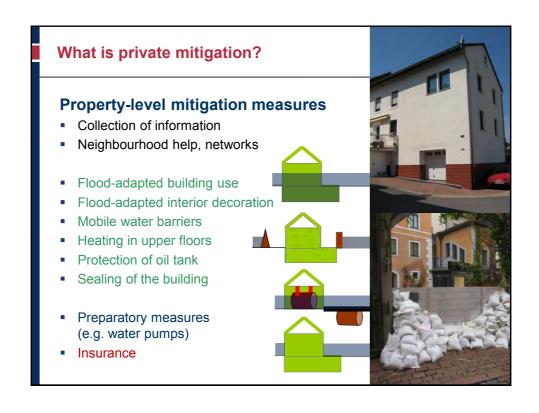
	Flood of A	August 2002	Flood of June 2013		
Percentage of	uninsured	insured	uninsured	insured	
households receiving	households	households	households	households	
compensation of	(n = 963)	(n = 673)	(n = 679)	(n = 893)	
100%	4.88%	15.60%	6.77%	14.89%	
At least 80%	7.37%	24.22%	10.90%	22.96%	
At least 50%	17.03%	43.83%	17.53%	35.27%	
Less than 50%	42.99%	25.86%	30.04%	21.05%	
No compensation	22.43%	8.62%	32.11%	17.47%	
No answer	17 55%	21 69%	20.32%	26 21%	

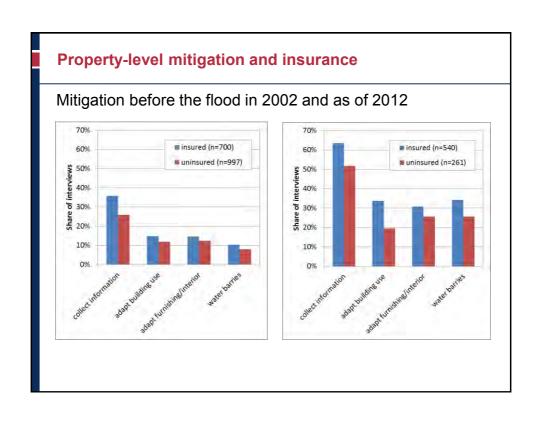
Significant differences (in 2013):

- Insured get higher compensation payments than uninsured
- Insured are more satisfied with the process than uninsured
- Insured have higher content losses than uninsured and recover sooner (replacement of damaged items)

No significant differences (in 2013):

- Damage to the building and recovery
- Household income





Private mitigation and insurance (cont.)

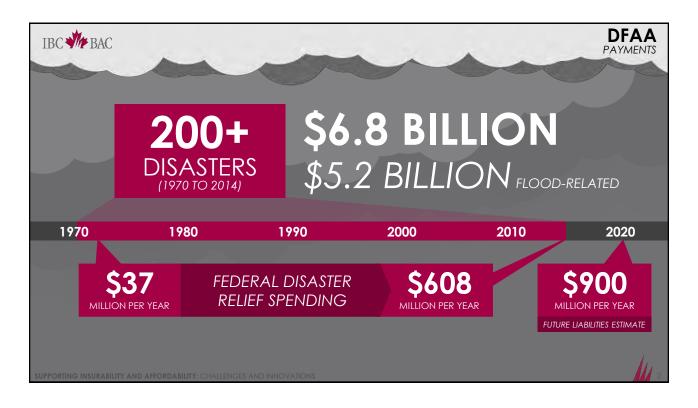
In 2013, German property insurers supported private mitigation by:

- Informing residents about their flood hazard potential (25 out of 29 insurers)
- Informing residents about appropriate mitigation measures (22 insurers)

If property-level mitigation measures are in place then

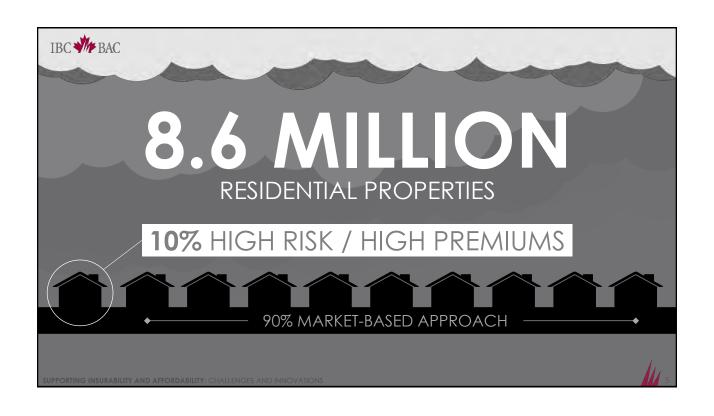
- flood insurance is offered despite a high flood hazard by individualized contracts (25 out of 29 insurers)
- the deductible is reduced (8 insurers)
- the insurance premium is reduced (7 insurers)
- the deductible is omitted (3 insurers)





















OECD Conference on the Financial Management of Flood

Session 6 – Supporting insurability and affordability – challenges and innovations

13 May 2016
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Vice President, Personal Lines
Property Casualty Insurers Association of America
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1



Supporting Insurability and Affordability

Recently, there have been various efforts to establish the conditions for a private residential flood insurance market in the U.S.

- What are the major impediments to the development of a private flood insurance market in the U.S. and what can be done to address those challenges?
- If the NFIP stopped offering flood insurance tomorrow would the private sector be able to fill the gap?



Brief Overview of Current Program

- NFIP legislation enacted in 1968
- Currently > 5 million policyholders but declining base
- FEMA estimates > 10 million properties with flood risk
- NFIP premiums > \$3b annually
- Program needs to be reauthorized by 30 September 2017
- U.S. private insurance market in strong capital position
 - "Combined" ratio under 97% in 2014 and 97.8% in 2015
 - Premiums-to-surplus ratio of .74:1 2014 and .76:1 2015
 - 57-year average 1.38:1
- Provisions in current laws pools and reinsurance
- Biggest challenges for private sectors:
 - Primary insurers: pricing/regulation
 - Reinsurers: low interest government loans

3



NFIP Reauthorization Legislation

- HFSC leadership (Rs) want significant privatization of the NFIP
- · Others interested in limiting private sector role
- Stalemate = lapses/short-term extensions
- Biggert-Waters law phasing in higher federal rates (esp. 2019+)
 - HFIAA rollback only for primary residences adds a \$250 surcharge to 2nd home and business policies (\$25 on all others)
 - Surcharge is forcing more properties to market rates (or higher)
- Strong primary and reinsurer interest in underwriting flood in the private market
- House unanimously passed legislation to encourage lender acceptance of private flood insurance on 28 April 2016



PCI Board Working Group on Flood

- Board established to develop PCI policy in response to Congress
 - o Mixture of surplus lines, small and large admitted, and WYOs

Long-Term Vision

- The private sector can model and price flood risk
- Need a gradual transition
- Private insurance requires rate adequacy; most NFIP consumers are being subsidized
- Continued govt. program necessary where policymakers determine ongoing subsidies are necessary
 - Federal insurance should be serviced by private WYOs

5



Pro-Market Flood Insurance Reforms

PCI supported pro-free market reforms:

- Improve/streamline NFIP (reduce complexity/increase certainty)
- Eliminate WYO non-compete clause
- · Reexamine NFIP Direct
- Increase lender acceptance of private flood insurance
- Encourage NFIP purchase of reinsurance
- · Make NFIP underwriting data available to insurers
- · Publish updated NFIP rating information
 - · Comparison to private with transparent subsidies
- Encourage education of consumers, state legislators and regulators regarding the need for flood insurance and community participation in the program



Flood Insurance Restructuring Options

- Limit eligibility of non-primary residences
 - Commercial (5.4%) [\$500k cap on structures/contents]
 - 2nd homes [\$250k cap on structures; \$100k on contents]
 - Homes > \$1m assessed value (perhaps with a sliding scale)
- Analysis of additional top comprehensive restructuring options, how they could be implemented, and pros/cons
 - Cedent option (insurers assume a small % of risk like FHCF)
 - Negotiate take-outs (like FL Citizens)
 - NFIP created industry pools
 - FHA approach
 - Depopulate NFIP by rate increases, mitigation, & buy-outs
- NFIP residual market necessary where continued subsidies through WYOs or private market with a govt. backstop

/

PCI

U.S. Flood Insurance: Other Issues

- \$23b debt
- \$250 surcharge
- Funding NFIP's ongoing mitigation
- Controversy over mapping
- · Limited purchase of flood insurance where not mandated

+ PCI sponsored National Flood Conference - 15-18 May 2016

PCI *

The Future?!

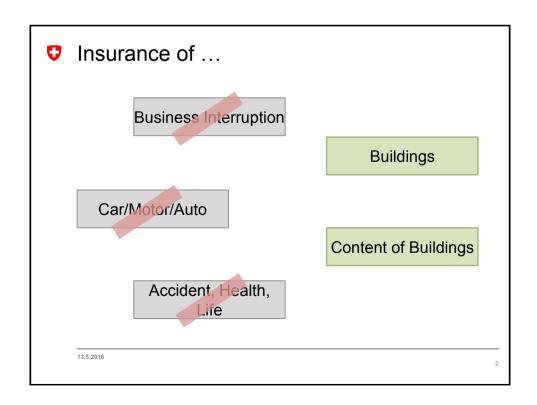
- Advocate PCI's long-term vision:
 - > Support private sector underwriting
 - ➤ Gradual transition
 - > Stress need for rate adequacy (private market levels)
 - > Support NFIP w/private WYO servicing where p/m require subsidies
- Advocate targeted reforms:
 - > Improve/streamline NFIP
 - > Eliminate WYO non-compete clause
 - ➤ Reexamine NFIP Direct
 - > Increase lender acceptance of private flood insurance
 - > Encourage NFIP purchase of reinsurance
 - ➤ Make NFIP data available
 - > Encourage flood insurance purchases
- Bring to table narrowing NFIP eligibility (commercial; 2nd homes; \$1m+)
- Provide analysis of other restructuring options



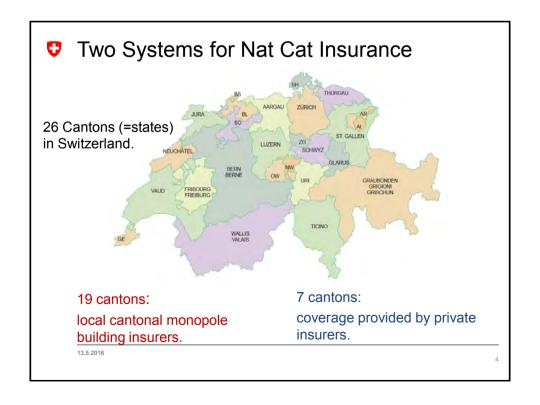
State Secretariat for International Finance SIF

Flood Insurance and **Prevention in Switzerland**

Thomas Luder, 13 May OECD Conference on the Financial Management of Flood Risks







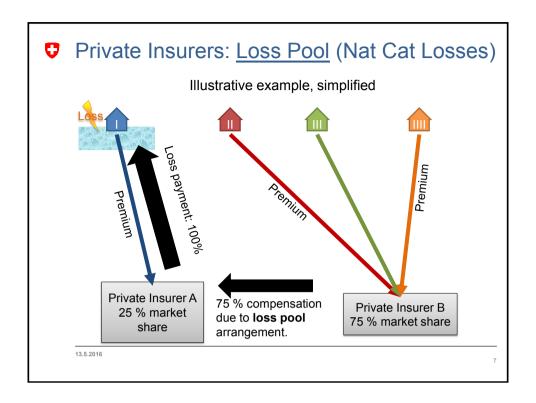
Two Systems: Monopolies + Private Insurers

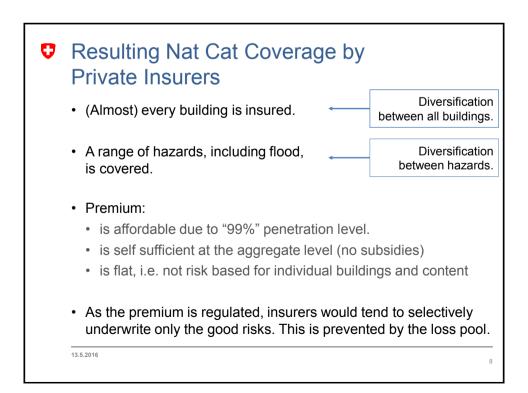
		Building Insurance			Content Insurance	
Cantons (= States)		Insurer	Sum insured	Base coverage is compulsory.	Insurer	Sum insured
19	NW, VD, GL	I Mono-		Yes	State Monopo.	CHF 87 bn
	ZH, BE, LU, ZG, FR, SO, BS, BL, SH, AR, SG, GR, AG, TG, NE, JU		CHF 2 300 bn		Private Insurers	CHF 830 bn
7	UR, SZ, OW	Private Insurers	CHF 550 bn	Yes	Private Insurers	
	AI, TI, VS, GE			NO, but almost complete penetration.		

Nat Cat coverage by Private Insurers

- Where: In 7 out of 26 Cantons the building insurance coverage is provided by private insurance companies.
- Having a base building coverage is compulsory in 3 of these cantons. In the remaining 4, almost every building is insured.
- Regulation: These insurers are regulated by federal law.
- <u>Premiums:</u> The rate is flat and regulated by federal policy, currently (since 2006):
 - Content: 0.21 Permill of sum insured ~ 170 Mio. CHF
 - Buildings: 0.46 Permill of sum insured ~ 250 Mio. CHF
- <u>Loss Pool:</u> Insured losses are shared among the insurance companies proportional to market share. This prevents insurers from selectiv underwriting.

13.5.2016





Nat Cat Coverage by State Monopolies

- Where: In 19 out of 26 Cantons the base building insurance coverage is provided by local cantonal insurers. Each holds a local monopoly.
- Building owners are obliged to purchase building coverage in all of these cantons.
- · Total sum insured: CHF 2 300 bn
- Collected Premium: ~ CHF 1 bn (includes fire coverage.)
- · Regulation: These monopoly insurers are regulated by cantonal law.
- · Premiums: Different from canton to canton. Premium is partially risk based.
 - Base rate + additional premium for increased loss potential.
 - Base rate e.g. is 0.5 permil of sum insured (includes a fire coverage.)
 - Premium to be increased for buildings with bad loss experience.

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9

Resulting Nat Cat coverage by State Insurers

• Every building is insured.

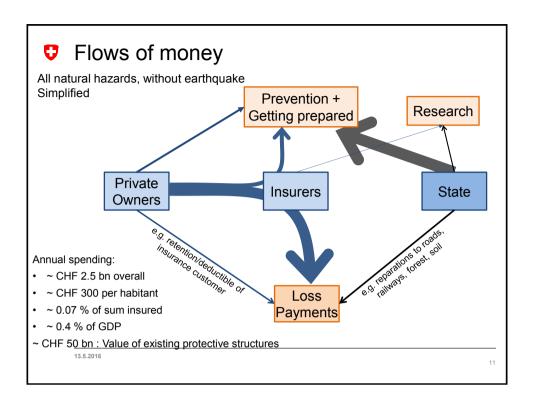
Diversification between all buildings.

A range of hazards, including flood, is covered.

Diversification between hazards.

- · Premium:
 - · is affordable
 - is self sufficient at the aggregate level (no subsidies)
 - is partially risk based at the individual building level.

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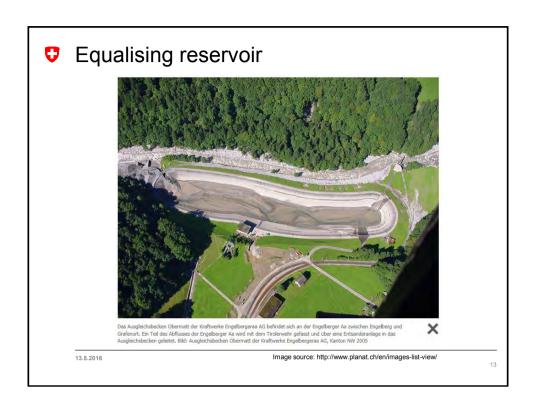
Public Prevention Measures

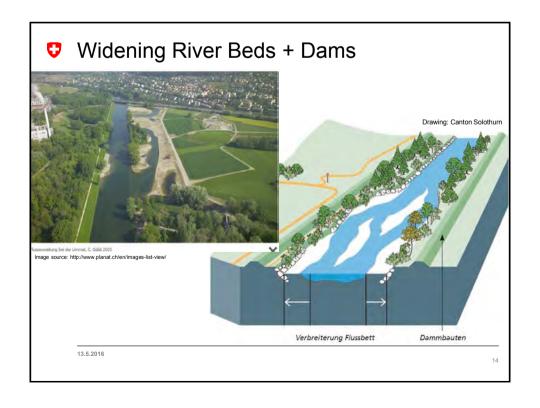
Water Construction law in 1877 and Forest Law in 1876 after a series of flood events in 19 century.

Protection of the area

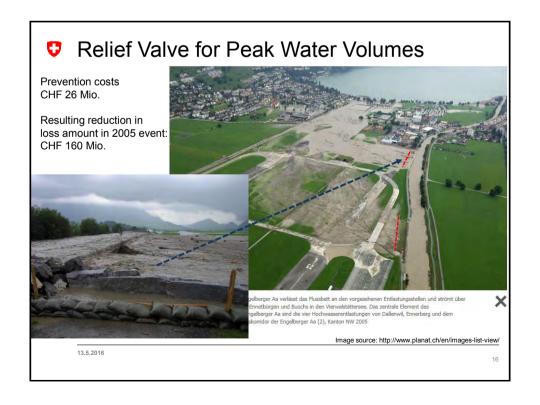
- · Structural, technical
 - Dams
 - · Widening river beds
 - · Equalising reservoirs
- Biological, e.g. forestation (natural water reservoir, avalanches)
- Urban planing
 - Hazard maps;
 - · prohibition to build in "red" areas.
 - · Additional construction requirement in "blue" areas.
 - · Buffer area for peak volumes of water

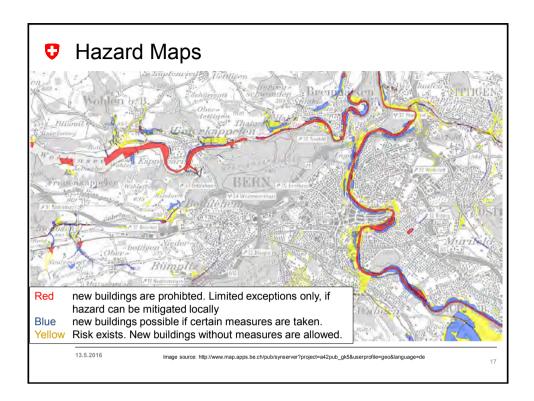
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Prevention by state monopol insurers

State insurer use approximately 25 % of collected premium for prevention:

- Financial support for fire and rescue service.
- Financial support for the improvement of individual <u>existing</u> <u>buildings</u>.
- · General education and improving awareness of risks.
- Providing individual advise to building owners free of charge.
- · Establish building guidelines.
- Online warning systems (<u>www.wetteralarm.ch</u>)
- · Support the update of hazard maps.
- · Financial support to dedicated foundations.

13.5.2016





Conclusion

- Two insurance approaches which:
 - Cover almost all buildings againts natural hazards.
 - At an affordable price (e.g. less than 0.5 permill of sum insured).
- Public prevention at the national, cantonal/state and community level.
- Prevention by individual building owners: state insurers can increase premium after loss events, if prevention measures are not taken.

13.5.2016



The Zurich Flood Resilience Program

- investing in resilience to reduce social, economic and insured losses caused by floods

Sean Kevelighan, Group Head of Public Affairs, Zurich Insurance Group



Who is Zurich?









Looking beyond risk-based pricing



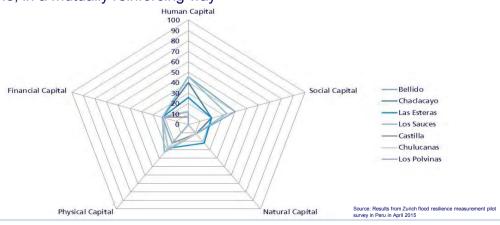
- · Research shows that investing in pre-event risk reduction pays out
- · Human behavior is often the biggest obstacle to taking action
- Risk reduction and mitigation activities need to build resilience



Measuring resilience is the first step



"Flood resilience is the ability of a community to pursue its social, ecological and economic development and growth objectives, while managing its flood risk over time, in a mutually reinforcing way"



Driving behavioral change



- Psychology plays a major role in flood risk management
- Moral hazard remains a barrier for risk reduction
- Show the real costs if no action is taken



Clarifying roles and responsibilities



- · Who is responsible for which risk reduction and mitigation activity
- Improve coordination across jurisdictions
- Multi-stakeholder dialogues to resolve conflicting objectives





"Those who cannot remember the past are condemned to repeat it."

George Santayana, The Life of Reason, 1905

Improving resilience means building forward



- Behavior of critical infrastructure can create cascading failures
- Repetitive losses of same magnitude is a reality
- · Resilience can be enhanced during the reinstatement period



Developing standards for resilient reinstatement



- Standards can reduce cots but also increase awareness and uptake
- Underlying loss reduction can overbalance the costs of resilience investment



Investing in resilience needs a multistakeholder approach



- We need to work together to make it happen





Thank you!