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# TERRORISM RISK: A CONSTANT THREAT

Impacts for Property/Casualty Insurers

MARCH 2014

**Robert P. Hartwig, Ph.D., CPCU**  
**President**  
**(212) 346-5520**  
**[bobh@iii.org](mailto:bobh@iii.org)**

**Claire Wilkinson**  
**Consultant**  
**(917) 459-6497**  
**[clairew@iii.org](mailto:clairew@iii.org)**

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## INTRODUCTION

With just months to go until the year-end 2014 expiration of the government-backed Terrorism Risk Insurance Program Reauthorization Act (TRIPRA), the debate between industry and government over terrorism risk is intensifying.

The discussion comes in a year that marks the one-year anniversary of the Boston Marathon bombing—the first successful terrorist attack on United States soil in more than a decade. The April 15, 2013, attack left three dead and 264 injured.

Industry data shows that the proportion of businesses buying property terrorism insurance (the take-up rate for terrorism coverage) has increased since the enactment of TRIA in 2002, and for the last five years has held steady at around 60 percent, as businesses across the U.S. have had the opportunity to purchase terrorism coverage, usually at a reasonable cost.

However, should TRIPRA not be extended, brokers have warned that the availability of terrorism insurance would be greatly reduced in areas of the U.S. that have the most need for coverage, such as central business districts. Uncertainty around TRIPRA's future is already creating capacity and pricing issues for insurance buyers in early 2014, reports suggest.<sup>1</sup>

New Aon data show that retail and transportation sectors face the highest risk of terrorist attack in 2014.<sup>2</sup> Both sectors were significantly affected in 2013, as highlighted by the September 21, 2013, attack by gunmen on the upscale Westgate shopping mall in Nairobi, Kenya, as well as the Boston bombing.

The vulnerability of the energy sector to a potential terrorist attack has also been highlighted following an April 2013 assault on a California power station when snipers took down 17 transformers at the Silicon Valley plant.<sup>3</sup>

The Boston Marathon attack—twin explosions of pressure cooker bombs occurring within 12 seconds of each other in the Back Bay downtown area—adds to a growing list of international terrorism incidents that have occurred since the terrorist attack of September 11, 2001, and highlights the ongoing terrorism threat in the U.S. and abroad.

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<sup>1</sup> Pending TRIPRA Expiration Impacts Workers Compensation Industry, Marsh Risk Management Research Briefing, January 2014.

<sup>2</sup> Aon Risk Solutions 2014 Terrorism and Political Violence Map, January 28, 2014.

<sup>3</sup> *Assault on California Power Station Raises Alarm on Potential for Terrorism*, by Rebecca Smith, *The Wall Street Journal*, February 18, 2014.

Following 9/11, the 2002 Bali bombings, the 2004 Russian aircraft and Madrid train bombings, the London transportation bombings of 2005 and the Mumbai attacks of 2008 all had a profound influence on the 2001 to 2010 decade. Then came 2011, a landmark year, which simultaneously saw the death of al-Qaida founder Osama bin Laden and the 10-year anniversary of the September 11 attacks.

While the loss of bin Laden and other key al-Qaida figures put the network on a path of decline that is difficult to reverse, the State Department warned that al-Qaida, its affiliates and adherents remained adaptable and resilient, and constitute “an enduring and serious threat to our national security.”<sup>4</sup>

A recently published RAND study finds that terrorism remains a real—albeit uncertain—national security threat, with the most likely scenarios involving arson or explosives being used to damage property or conventional explosives or firearms used to kill and injure civilians.<sup>5</sup>

The Boston bombing serves as an important reminder that countries also face homegrown terrorist threats from radical individuals who may be inspired by al-Qaida and others, but have little or no actual connection to known militant groups.

In a recent briefing, catastrophe modeler RMS assesses that the U.S. terrorist threat will increasingly come predominantly from such homegrown extremists, who due to the highly decentralized structure of such “groups,” are difficult to identify and apprehend.<sup>6</sup>

Until the Boston bombing, many of these potential attacks had been thwarted, such as the 2010 attempted car bomb attack in New York City’s Times Square and the attempt by Najibullah Zazi to bomb the New York subway system (**Figure 1**).

Other thwarted attacks against passenger and cargo aircraft indicate the ongoing risk to aviation infrastructure. As this report was being published an investigation was ongoing into the March 7, 2014 disappearance of Malaysia Airlines flight 370 over the South China Sea. The Boeing 777-200 aircraft with 239 passengers and crew on board was en-route from Kuala Lumpur to Beijing when it lost contact with air traffic control. The aircraft’s mysterious disappearance raised many concerns over the vulnerability of aircraft to terrorism.

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<sup>4</sup> Country Reports on Terrorism 2011, U.S. Department of State, July 31, 2012.

<sup>5</sup> National Security Perspectives on Terrorism Risk in the United States, by Henry Willis and Omar Al-Shahery, March 2014.

<sup>6</sup> Terrorism Risk Briefing, RMS, May 2013.

**Figure 1**  
**RECENTLY THWARTED TERRORIST ATTACK ATTEMPTS IN THE U.S.**

Date	Location	Event
December, 2013	Wichita, KS	Avionics technician charged with plotting to detonate a car bomb at Mid-Continent airport, in Wichita, KS.
April, 2013	New York City, NY-Toronto	Two suspects with al-Qaida links arrested in Toronto, Canada for alleged plot to blow up Amtrak passenger train en route from New York City to Toronto
November, 2012	New York City, NY	Brothers Raees Alam Qazi and Sheheryar Alam Qazi arrested and charged with conspiring to detonate a weapon of mass destruction targeting a New York City landmark
October, 2012	New York City, NY	Quazi Mohammad Rezwani Ahsan Nafis arrested in plot to blow up Federal Reserve Bank in New York City
August, 2012	Ludowici, GA	Four U.S. soldiers charged in connection with murder and illegal gang activity, linked to foiled plot to commit domestic acts of terrorism, including overthrowing the government and assassinating the President
May, 2012	TBD	Foiled underwear bomb plot to bring down U.S.-bound commercial airliner around the anniversary of bin Laden's death
November, 2011	New York City, NY	Jose Pimentel, also known as Muhammad Yusuf, arrested in NYC pipe bomb plot.
July 27, 2011	Fort Hood, TX	U.S. Army Pfc Naser Jason Abdo arrested and charged with plotting bomb attack on fellow soldiers at Fort Hood
June 22, 2011	Seattle, WA	Two men arrested in plot to attack military recruiting station in Seattle
May 11, 2011	New York City, NY	Ahmed Ferhani and Mohamed Mamdouh arrested in plot to attack Manhattan synagogue.
February 23, 2011	Lubbock, TX	Foiled plot to bomb military and political targets, including former President George W. Bush in New York, Colorado and California
December 8, 2010	Baltimore, MD	Attempted bombing of Armed Forces recruiting center by U.S. citizen Antonio Martinez, aka Muhammad Hussain
November 26, 2010	Portland, OR	Attempted bombing at Christmas tree lighting ceremony in downtown Portland by naturalized U.S. citizen Mohamed Osman Mohamud
October, 2010	Washington, D.C.	Attempted plot to bomb D.C.-area metro stations
May 1, 2010	New York City, NY	Attempted SUV bombing in Times Square, New York City, by naturalized U.S. citizen Faisal Shahzad
December 25, 2009	Over Detroit, MI	Attempted bombing of Northwest Airlines passenger jet over Detroit by underwear bomber Umar Farouk Abdulmutallab
September, 2009	New York City, NY	U.S. resident Najibullah Zazi and others charged with conspiracy to use weapons of mass destruction in New York City
September, 2009	Springfield, IL	Attempted plot to detonate a vehicle bomb at the federal building in Springfield.
September, 2009	Dallas, TX	Attempted bombing of skyscraper in Dallas
May, 2009	New York City, NY	Foiled plot to bomb Jewish synagogue and shoot down military planes in New York City
May, 2009	Various U.S. targets	Conviction of Liberty City six for conspiring to plan attacks on U.S. targets, including Sears Tower, Chicago

Source: Federal Bureau of Investigation (FBI); various news reports; Insurance Information Institute.

Counterterrorism success in 2011 came as a number of countries across the Middle East and North Africa saw political demonstrations and social unrest. The movement known as the Arab Spring was triggered initially by an uprising in Tunisia that began back in December 2010. Unrest and instability in this region continues in 2014 and has spread to other parts of the world with violent protests seen most recently in Ukraine, Venezuela and Thailand.

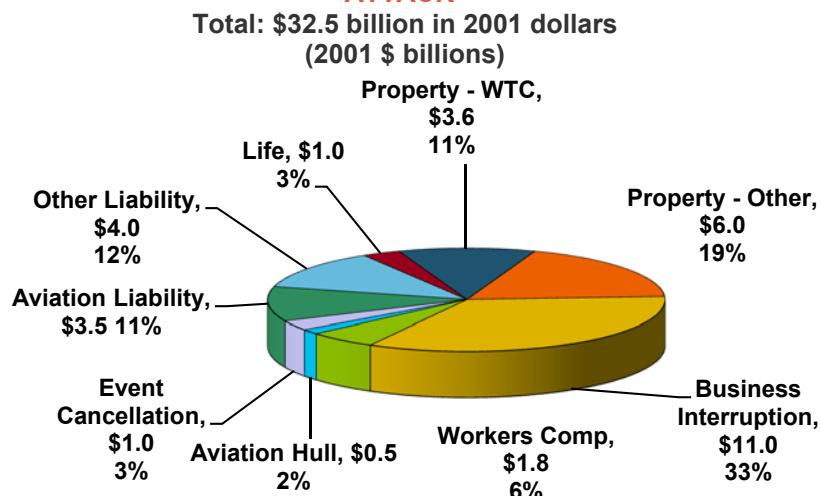
Another evolving threat is cyber terrorism. The threat both to national security and the economy posed by cyber terrorism is a growing concern for governments and businesses around the world, with critical infrastructure, such as nuclear power plants, transportation and utilities, at risk.

All these factors suggest that terrorism risk will be a constant, evolving and potentially expanding threat for the foreseeable future.

#### **THE IMPACT OF 9/11 ON INSURERS**

For property/casualty insurers and reinsurers, the impact of the terrorist attack of September 11, 2001, was substantial, producing insured losses of about \$32.5 billion, or \$42.9 billion in 2013 dollars. Losses were paid out across many different lines of insurance, including property, business interruption, aviation, workers compensation, life and liability (**Figures 2 and 3**). The loss total does not include the March 2010 settlement of up to \$657.5 million announced by New York City officials and plaintiffs' lawyers to compensate about 10,000 workers whose health was damaged during the rescue and cleanup at the World Trade Center, or any subsequent settlements (see section: Ground Zero Workers and Health Claims).

**Figure 2**  
**LOSS DISTRIBUTION BY TYPE OF INSURANCE FROM SEPT 11 TERRORIST ATTACK\***

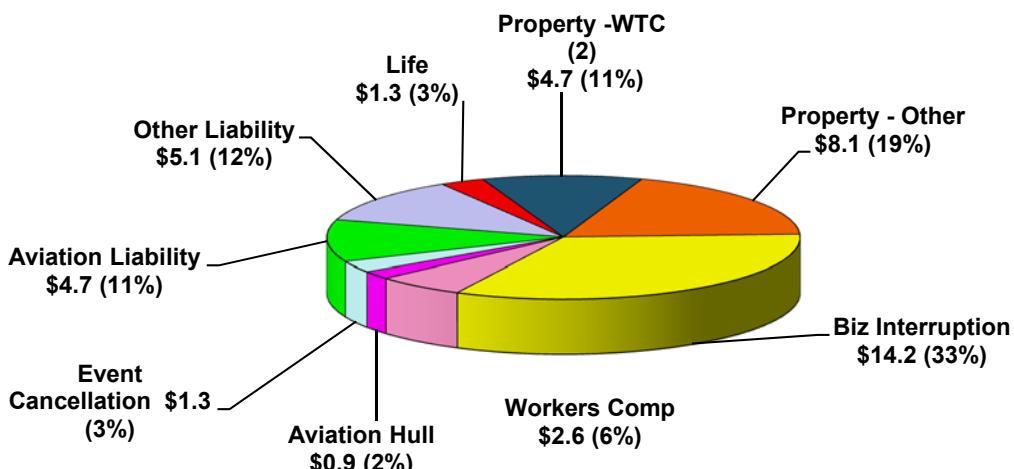


\*Loss total does not include NYC March 2010 settlement of up to \$657.5 million to compensate about 10,000 Ground Zero workers.

Source: Insurance Information Institute.

**Figure 3**  
**LOSS DISTRIBUTION BY TYPE OF INSURANCE FROM SEPT 11 TERRORIST ATTACK (1)\***

Total: \$42.9 billion in 2013 dollars  
 (2013 \$ billions)



1. Adjusted to 2013 dollars by the Insurance Information Institute using the U.S. Department of Labor BLS Calculator.

2. Loss total does not include March 2010 New York City settlement of up to \$657.5 million to compensate approximately 10,000 Ground Zero workers or any subsequent settlements.

Source: Insurance Information Institute.

A total of 2,976 people lost their lives in the September 11, 2001, terrorist attacks in New York, Washington, D.C. and Pennsylvania, excluding the 19 hijackers. It remains the worst terrorist attack on record in terms of fatalities and insured property losses, which totaled about \$24.7 billion (in 2013 dollars) (**Figure 4**). In the more than 10 years since 9/11 insurers have paid out many billions of dollars for other catastrophes, but until Hurricane Katrina in 2005 when insurers paid claims totaling more than \$40 billion, 9/11 was the largest loss in the global history of insurance. By way of reference, superstorm Sandy, which impacted the Northeastern United States including the New York metropolitan area in 2012, produced \$18.6 billion in private insured losses.

The April 15, 2013 Boston Marathon bombing, which killed three people and injured 264, marked the first successful terrorist attack on U.S. soil since the September 11 tragedy. As of August 2013 insurers had paid out \$1.18 million in losses related to the incident, according to an analysis by the Massachusetts Division of Insurance based on the claims paid by the state's top 25 insurers and the Massachusetts FAIR Plan, the state's insurer of last resort.

**Figure 4**  
**THE TWENTY WORST TERRORIST ACTS, INSURED PROPERTY LOSSES**  
(2013 \$ millions)

Rank	Date	Country	Location	Event	Insured property loss (1)	Fatalities
1	September 11, 2001	United States	New York, Washington DC, Pennsylvania	Hijacked airliners crash into World Trade Center and Pentagon	\$24,721 (2)	2,982
2	April 24, 1993	United Kingdom	London	Bomb explodes near NatWest tower in the financial district	\$1,193	1
3	June 15, 1996	United Kingdom	Manchester	Irish Republican Army (IRA) car bomb explodes near shopping mall	\$980	0
4	April 10, 1992	United Kingdom	London	Bomb explodes in financial district	\$883	3
5	February 26, 1993	United States	New York	Bomb explodes in garage of World Trade Center	\$822	6
6	July 24, 2001	Sri Lanka	Colombo	Rebels destroy 3 airliners, 8 military aircraft and heavily damage 3 civilian aircraft	\$525	20
7	February 9, 1996	United Kingdom	London	IRA bomb explodes in South Key Docklands	\$341	2
8	June 23, 1985	North Atlantic	Irish Sea	Bomb explodes on board of an Air India Boeing 747	\$212	329
9	April 19, 1995	United States	OK, Oklahoma City	Truck bomb crashes into government building	\$192	166
10	September 12, 1970	Jordan	Zerqa, Dawson's Field (disused RAF airstrip in desert)	Hijacked Swissair DC-8, TWA Boeing 707, BOAC VC-10 dynamited on ground	\$167	0
11	September 6, 1970	Egypt	Cairo	Hijacked PanAm B-747 dynamited on ground	\$145	0

Rank	Date	Country	Location	Event	Insured property loss (1)	Fatalities
12	April 11, 1992	United Kingdom	London	Bomb explodes in financial district	\$127	0
13	November 26, 2008	India	Mumbai	Attack on two hotels; Jewish center	\$111	172
14	March 27, 1993	Germany	Weiterstadt	Bomb attack on a newly built, still unoccupied prison	\$93	0
15	December 30, 2006	Spain	Madrid	Bomb explodes in car garage at Barajas Airport	\$76	2
16	December 21, 1988	United Kingdom	Lockerbie	Bomb explodes on board of a PanAm Boeing 747	\$74	270
17	July 25, 1983	Sri Lanka		Riot	\$62	0
18	July 7, 2005	United Kingdom	London	Four bombs explode during rush hour in a tube and bus	\$62	52
19	November 23, 1996	Comoros	Indian Ocean	Hijacked Ethiopian Airlines Boeing 767-260 ditched at sea	\$60	127
20	March 17, 1992	Argentina	Buenos Aires	Bomb attack on Israel's embassy in Buenos Aires	\$50	24

(1) Includes bodily injury and aviation hull losses. Updated to 2013 dollars by the Insurance Information Institute using the U.S. Bureau of Labor Statistics' CPI Inflation Calculator.

(2) Differs from inflation-adjusted estimates made by other organizations due to the use of different deflators.

Source: Swiss Re.

As construction progresses on one World Trade Center (a.k.a. Freedom Tower) insurance claims dollars continue to play an essential and highly visible role in rebuilding lower Manhattan. The many billions of dollars in insurance payouts have also mitigated the overall economic impact of the 9/11 attack—estimated initially by the Milken Institute as approaching \$200 billion overall.

Before 9/11, terrorism exclusions were virtually nonexistent in commercial insurance contracts sold in the United States. Following the attack, insurers moved to exclude coverage. Only when the Terrorism Risk Insurance Act (TRIA) was enacted by Congress in November 2002 did coverage for terrorist attacks resume. TRIA established a public/private risk-sharing partnership that allows the federal government and the insurance industry to share losses in the event of a major terrorist attack. The program is designed to ensure that adequate resources are available for businesses to recover and rebuild if they are the victims of a terrorist attack.

Since its initial enactment in 2002 the terrorism risk insurance program has been revised and extended twice. The most recent extension—the Terrorism Risk Insurance Program Reauthorization Act of 2007 (TRIPRA)—ensures its continuation until December 31, 2014. However, the share of the loss insurers would pay in the event of a terrorist attack has increased significantly over the years. Insurers are also solely responsible for terrorism losses that impact non-TRIA lines,

such as private passenger auto and homeowners insurance and group life. Less than half of the property/casualty insurance premiums are written in lines of insurance backstopped by TRIPRA.<sup>7</sup>

By all accounts the terrorism risk insurance program is an unqualified success—a rarity among federal programs—that has achieved all its goals.<sup>8</sup> The program not only succeeded in restoring stability to the country's vital insurance and reinsurance markets in the wake of the unprecedented market dislocations associated with September 11, 2001, terrorist attack, but it continues to deliver substantive, direct benefits to businesses, workers, consumers and the economy overall—all at little or no cost to taxpayers.

More recently, provisions of the terrorism risk insurance program have again come under attack. For example, the Obama administration's 2011 budget plan included a proposal seeking to scale back federal support for the program, though the administration's latest 2014 budget proposal did not include a cut for the program.

#### FUTURE OF TRIPRA AND INSURANCE IMPLICATIONS

The government-backed Terrorism Risk Insurance Program Reauthorization Act (TRIPRA) is set to expire at the end of 2014. The imminent expiration of the program is prompting increased dialogue between industry and government, a discussion that has gained critical importance in the wake of the Boston bombing.

A February 2013 report for Congress by the Congressional Research Service (CRS) noted that since the passage of TRIA, the willingness and ability of private industry to cover terrorism risk has increased.<sup>9</sup> Prices for terrorism coverage have generally trended downward, and some 60 percent of commercial policyholders have purchased coverage over the past few years. However, since this relative market calm has been under the umbrella of TRIA coverage, CRS said it was unclear how the insurance market would react to the expiration of the federal program.

Reinsurance broker Guy Carpenter notes that should TRIPRA not be extended, it would expect terrorism insurance to be greatly reduced in areas of the United States that have the most need for coverage, such as central business districts and other

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<sup>7</sup> For additional information go to [www.marketstance.com](http://www.marketstance.com). Questions can be emailed to [info@marketstance.com](mailto:info@marketstance.com) or call (888) 777-2587.

<sup>8</sup> TRIA at Ten Years: The Future of the Terrorism Risk Insurance Program, Testimony of Robert P. Hartwig, Insurance Information Institute (I.I.I.) before the House Financial Services Subcommittee on Insurance, Housing, and Community Opportunity, September 11, 2012.

<sup>9</sup> Terrorism Risk Insurance: Issue Analysis and Overview of Current Program, Congressional Research Service (CRS), February 26, 2013.

high risk areas.<sup>10</sup> Even in workers compensation, where terrorism insurance is mandated whether or not the backstop is available, Guy Carpenter says it would expect insurers to severely curtail their writings of risks in areas that have the highest risk, and therefore the greatest need for coverage.

This indeed appears to be the case. In early 2014, the insurance broker Marsh reported that many organizations with large concentrations of employees are experiencing significant pressure on their workers compensation programs as uncertainty mounts over the future of TRIPRA. Issues range from price increases to the possibility that their insurer will not renew their coverage, Marsh notes.<sup>11</sup> Because insurers cannot exclude terrorism-related workers compensation losses and employers are required to buy it, Marsh says the options available to buyers have been reduced and rates have increased.

Meanwhile, pricing for other areas of terrorism insurance could increase dramatically in a number of metropolitan areas and for numerous venues around the U.S. As a result, without the TRIPRA backstop, policyholder needs with regards to terrorism insurance would not be met and many would be left to self-insure the entire risk or portions of the risk, according to Guy Carpenter, meaning that any future terrorist acts could have a negative impact on U.S. economic activity. Ultimately, any dramatic change in TRIPRA could lead to contraction in the marketplace in both insurance and reinsurance, the report concluded. It is critical to note, however, that in the absence of the TRIPRA backstop infrastructure, commercial buildings, shopping malls and sporting venues outside of urban areas are also vulnerable.

A recently published study by RAND found that if the federal terrorism risk act is allowed to expire and the take-up rate for terrorism insurance falls, then the United States would be less resilient to future terrorist attacks.<sup>12</sup> Terrorism insurance can contribute to making communities more resilient to terrorism events, according to RAND. Access to appropriately priced terrorism insurance can promote economic growth, making resources available to address national security threats or other social problems. Recovery and rebuilding will be more rapid and efficient if the take-up rate for terrorism insurance is high, RAND noted.

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<sup>10</sup> Tensions Building: The Changing Nature of Terrorism Risk and Coverage, Guy Carpenter, December 2012, and Future of TRIPRA and Implications on the (Re)Insurance Market, GCapitalideas.com, December 24, 2012.

<sup>11</sup> Pending TRIPRA Expiration Impacts Workers Compensation Industry, Marsh Risk Management Research Briefing, January 2014.

<sup>12</sup> National Security Perspectives on Terrorism Risk in the United States, by Henry Willis and Omar Al-Shahery, March 2014.

Ratings agency A.M. Best has warned that in the event TRIPRA is not extended, insurer ratings could potentially suffer.<sup>13</sup> Specifically, the agency said insurers that currently would be materially affected by the absence of TRIPRA and that cannot provide a sufficient action plan to reduce exposures to terrorism risks, likely will face rating pressure as the expiration date approaches. Initially, this pressure may result in the assignment of a negative outlook during the latter part of 2013.

Similarly, ratings agency Fitch has said failure by Congress to extend the Terrorism Risk Insurance Act could induce commercial insurers to retreat from larger metropolitan areas, reducing the availability of terrorism insurance and potentially raising premium rates.<sup>14</sup> “Insurers’ sophistication regarding terrorism risk has evolved significantly since 2001, with a heightened focus on managing risk aggregations in larger metropolitan areas. Still, the industry remains in a challenging position in terms of modeling and underwriting terrorism-related risk,” Fitch said.

In its 2010 report on terrorism risk insurance market conditions, the President’s Working Group on Financial Markets noted that the program provides incentive to property/casualty insurers and reinsurers who might not otherwise provide terrorism insurance at current capacity levels or prices.<sup>15</sup> A 2009 report by insurance broker Aon estimated that some 70 percent to 80 percent of the commercial property insurance market would revert to absolute exclusions for terrorism if TRIA is changed.<sup>16</sup>

#### HOW INSURERS TREAT TERRORISM RISK TODAY

In the immediate aftermath of 9/11 the ability of commercial policyholders to purchase adequate limits of terrorism coverage at affordable prices was severely constrained. Commercial property owners and businesses were faced with substantially reduced protection for terrorism related risks, in addition to higher property/casualty rates overall. The situation was particularly acute for owners of high profile “trophy” buildings located in major metropolitan areas. As a result, many were forced to go without coverage or to only partly insure their assets.

Prior to the Boston Marathon bombing, reports of property owners, retail outlets or sporting events having problems securing terrorism coverage due to a lack of capacity in the market were no longer making headline news. However, in the wake of the event, catastrophe modeler RMS said that the insurance of sports events was likely to be impacted.<sup>17</sup>

<sup>13</sup> As Expiration of TRIPRA Approaches, Rating Pressure Increases, Best’s Briefing, April 1, 2013.

<sup>14</sup> Higher Premiums if Terror Insurance Act Not Renewed, Fitch Wire, Fitch Ratings, May 6, 2013.

<sup>15</sup> *Market Conditions for Terrorism Risk Insurance 2010*, Report of the President’s Working Group on Financial Markets.

<sup>16</sup> *Terrorism Update and Key Metrics Report* – May 2009, Aon Risk Services.

<sup>17</sup> Boston Marathon Bombing: Running Fear, RMS press release, April 17, 2013.

In general, insurance capacity may be more limited in certain high-risk cities for terrorism. In their 2010 report, the President's Working Group on Financial Markets noted that while the availability and affordability of terrorism risk insurance provided by private insurers has improved since 2006, insurance capacity remains constrained for certain high-risk locations and properties. Some commercial insurance policyholders in high-risk urban areas also have difficulty obtaining coverage at sufficient limits, it said.

The PWG analysis followed a July 2008 report from the U.S. Government Accountability Office (GAO) on the availability and affordability of terrorism coverage in large metropolitan areas.<sup>18</sup> It found that while commercial property terrorism insurance appears to be available nationwide at rates policyholders believe are reasonable, certain types of policyholders may have more difficulty obtaining the coverage amounts they need at prices they view as acceptable. These policyholders are typically owners of high-value properties in urban areas such as Manhattan where there is a high concentration of large buildings that are seen as potential terrorism targets.

A 2012 report from reinsurance broker Guy Carpenter noted that unrest around the world, including the Arab Spring protests, as well as widespread protests in Europe and other regions, had begun to impact the terrorism (re)insurance market, not only in terms of supply and demand, but also in terms of how risks and coverages are defined.<sup>19</sup> Although it described capacity in the market as abundant, Guy Carpenter noted that civil unrest and/or riot coverages in some international terrorism programs were impacting several reinsurance carriers. The dramatic increase in global unrest had caused an increased frequency of localized or territory-specific losses in the facultative reinsurance market, Guy Carpenter said.

Industry data shows that the proportion of businesses buying property terrorism insurance—i.e. the take-up rate for terrorism coverage—has generally increased since the enactment of TRIA in 2002, as businesses across the United States had the opportunity to purchase terrorism coverage, usually at a reasonable cost. Take-up rates for workers compensation terrorism coverage are effectively 100 percent as this is a compulsory line of insurance for all businesses.

A May 2013 report from insurance broker Marsh found that the demand for terrorism insurance remains and the existence of TRIA plays a major role in the availability and affordability of coverage.<sup>20</sup> The terrorism take-up rate has remained

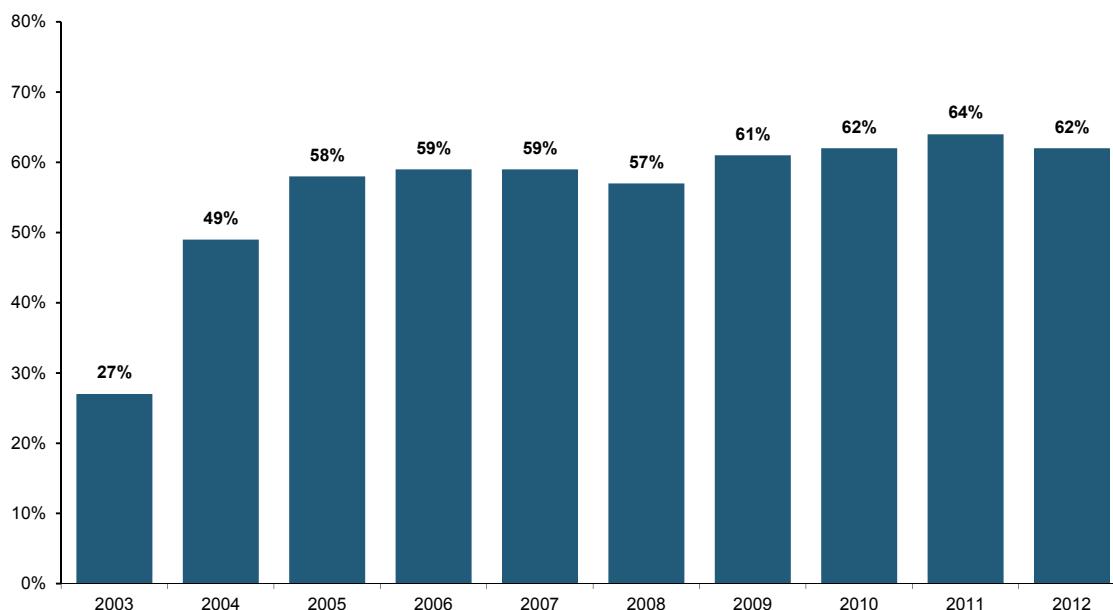
<sup>18</sup> Initial Results on Availability of Terrorism Insurance in Specific Geographic Markets, GAO-08-919R, July 2008.

<sup>19</sup> Tensions Building: The Changing Nature of Terrorism Risk and Coverage, Guy Carpenter, December 2012.

<sup>20</sup> Marsh Market Update: 2013 Terrorism Risk Insurance Report, May 2013.

fairly constant since 2005. In 2003, the first full year TRIA was in effect, the take-up rate was 27 percent, but has since increased steadily, remaining in the low 60 percent range since 2009 (**Figure 5**).

**Figure 5**  
**TERRORISM INSURANCE TAKE-UP RATES BY YEAR**



Source: Marsh Global Analytics

The companies surveyed by Marsh that bought terrorism coverage came from every industry sector. Of the 17 segments surveyed, media companies were most likely to include terrorism coverage as part of their property insurance in 2012, with the highest take-up rate, 81 percent, of any industry segment. Companies in the health care, financial, education and public entity sectors also had high take-up rates, of above 70 percent, Marsh said.

Property terrorism insurance rates typically decrease as the size of the company increases, Marsh noted. Since 2010, companies with total insured value (TIV) of less than \$100 million experienced moderate median rate decreases, from \$54 per million in 2010 to \$49 per million in 2012. However, their terrorism premium rates remained significantly higher than those of larger companies.

Median rates for the largest companies stood at \$19 per million in 2012. According to Marsh, this is generally in keeping with overall insurance pricing patterns. Larger

companies typically purchase more insurance, which leads to lower rates compared to those for smaller companies.

### **Stand-alone Terrorism Insurance Market**

A stand-alone market for terrorism insurance coverage also exists. The stand-alone market is an important alternative and/or supplement to TRIA coverage for some companies.

In an October 2013 report, the broker Willis anticipated that attention would turn to alternative market solutions, including stand-alone terrorism options, due to uncertainty over the renewal of TRIPRA.<sup>21</sup>

Willis noted that new entrants into the stand-alone terrorism insurance market have increased terrorism capacity to an estimated maximum of \$3 billion per risk, except in highly concentrated areas—New York, Chicago and San Francisco, in particular.

In its earlier May 2013 report, Marsh noted that demand for terrorism and political violence insurance coverage has grown in the Middle East, Asia and North Africa following the so-called Arab Spring.

The stand-alone property terrorism insurance market offers coverage for both TRIA-certified and noncertified risks and enables companies to tailor capacity to their coverage needs.

The primary industry segments purchasing stand-alone policies are the hospitality sector, large real estate firms and financial institutions. Lesser, but still significant, amounts are purchased in the retail, media, transportation, public entity and utilities segments.

Companies with overseas exposures often look to the stand-alone market to provide solutions not satisfied by local government terrorism insurance schemes.

Capacity in the stand-alone terrorism insurance market has increased considerably for exposures outside central business districts, according to Marsh.

Marsh estimates approximately \$750 million to \$2 billion per risk in stand-alone capacity is available to companies that do not have sizeable exposures in locations where insurers have aggregation problems. Capacity excess of \$2 billion is also available but is more costly.

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<sup>21</sup> Marketplace Realities 2014, Willis, October 2013.

For locations where stand-alone insurers have aggregation issues, the estimated market capacity is approximately \$850 million or lower in some cases. Additional capacity can be accessed, but typically at significantly higher rates.

The latest extension to the terrorism risk insurance program, which eliminates any distinction between domestic or foreign acts of terrorism in the definition of a certified act of terrorism, has also acted as an impetus for stand-alone markets to offer more competitive terms and conditions to insureds.

It is important to note, however, that only a very limited number of insurers have the capacity to offer large limits of coverage in the stand-alone market. Moreover, the capacity that exists in the market today exists, in large part *because* of the existence of TRIA. In the absence of TRIA, the aggregate amount of coverage would fall dramatically. Finally, the stand-alone coverage available in the market today is generally confined to property risks and does not include workers compensation exposure.

#### **ESTIMATING POTENTIAL TERRORISM LOSSES**

The fact that acts of terrorism are intentional and that the frequency and severity of attacks cannot be reliably assessed makes terrorism risk extremely problematic from the insurance standpoint. Many insurers continue to question whether terrorism risk is insurable. Large segments of the economy and millions of workers are exposed to significant terrorism risk, but the ability to determine precisely where or when the next attack may occur is limited, as is the ability to predict the type of attack.

At any given time, there is a range of viewpoints among industry analysts and national security experts on where the terrorist threat is highest and which country or location is most at risk. When it comes to estimating losses from potential terrorist attacks there also appears to be significant variability in outcomes, underscoring the degree of uncertainty associated with potential terrorist attacks.

Despite the differing viewpoints, the overall consensus appears to be that terrorism risk is an ongoing, and in some cases growing, threat. Here are some of the most recent projections and predictions on the terrorism threat:

- **Unrest in Middle East and Beyond:** Since the end of 2010, political demonstrations and unrest have swept across more than a dozen countries in the Middle East and North Africa (MENA) region, including Algeria, Bahrain, Egypt, Iran, Iraq, Jordan, Kuwait, Libya, Morocco, Oman, Saudi Arabia, Syria, Tunisia and Yemen. The movement known as the Arab Spring was initially sparked by an uprising in Tunisia that began in December 2010, and ultimately led to the resignation of the country's president just three months later. The

protests then spread to other countries, challenging numerous political regimes and leaderships, and leading to increased tensions in a potentially volatile region of the world. Unrest and instability in this region continues in 2014 and has spread to other parts of the world with violent protests seen most recently in Ukraine, Venezuela and Thailand.

- **Country Risk:** Aon's 2014 Terrorism and Political Violence Map shows the Middle East is the region most afflicted by terrorism, with a 28 percent share of all terrorist attacks recorded worldwide in 2013. Aon notes that a new strain of Salafi Jihadism has emerged in the Middle East and North Africa (MENA) region, a cause and effect of the limited political recovery of post-Arab Spring countries, and has contributed to widespread high-to-severe risk ratings across the region. Analyzing attacks by business sector, Aon reports that the retail and transportation sectors were significantly affected in 2013, with 33 percent of terrorism attacks affecting retail and 18 percent of attacks targeting the transportation sector. The map shows 34 countries attained reduced country risk scores, while four countries saw increased risk scores—Brazil, Japan, Mozambique and Bangladesh. Brazil was the only Latin American country to receive an increased risk rating, due to widespread and large-scale violent anti-government protests during 2013. Aon's analysis points to continuing unrest in Brazil, particularly ahead of the 2014 FIFA World Cup and October general elections. It is also worth noting that as the U.S. military winds down operations in Afghanistan by year-end 2014, there are mounting concerns that the country could once again become a safe harbor and training ground for terrorists.
- **Homegrown Terrorist Threat:** Catastrophe modeler RMS notes that the Boston bombing is a strong reminder of the homegrown terrorism threat in the United States.<sup>22</sup> While the two brothers allegedly behind the attack are of Chechen descent and one of them had in recent years visited Chechnya, both had been living in the United States for almost a decade and follow a pattern of homegrown jihadi terrorism. RMS assesses that the U.S. terrorist threat will increasingly come predominantly from such homegrown extremists and notes that due to the highly decentralized structure of such "groups", they are difficult to identify and apprehend. RMS also states that the technical expertise of such operatives will be limited, so simple conventional attacks such as IEDs will remain the preferred weapon of choice. While such weapons have limited range, they potentially can cause significant property damage and inflict numerous casualties. The attacks will likely occur in densely populated areas, at a time of day selected to cause the most damage and fatalities, RMS predicts.

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<sup>22</sup> Terrorism Risk Briefing, RMS, May 2013.

Also in April and May 2013, a spate of letters laced with ricin, one of which was addressed to President Barack Obama, were intercepted at mail facilities in Washington, D.C., and New York City.

- **Transit System Threat:** An alleged terrorist plot to blow up a New York to Toronto passenger train was recently foiled by Canadian law enforcement officials and two suspects with links to al-Qaeda were arrested. The planned attack has renewed concerns over the potential terrorist threat to mass transit systems. Aon's 2014 Terrorism and Political Violence Map identifies transportation as one of two sectors facing the highest risk of terrorism in 2014. The 2014 Winter Olympics in Russia, which involved significant mass transportation moves, was widely seen as a potential terrorist target, according to Aon. Following the March 29, 2010, attacks by suicide bombers on the Moscow subway that killed 39 people, New York City Mayor Michael Bloomberg announced that the New York City Police Department (NYPD) had stepped up its patrol of the subways.
- **Maritime Threat:** Experts warn that threats to maritime security from terrorism and piracy continue to pose a formidable threat. On February 9, 2011, the Irene SL, a Greek-flagged very large crude carrier (VLCC) bound for the United States and carrying about two million barrels of crude oil worth an estimated \$200 million was hijacked by Somali pirates off the coast of Oman in the northern part of the Arabian Sea. INTERTANKO managing director Joe Angelo said the hijacking marked a significant shift in the impact of the piracy crisis in the Indian Ocean: "The piracy situation is now spinning out of control into the entire Indian Ocean right to the top of the Arabian Sea over 1,000 miles from the coast of Somalia.... If piracy in the Indian Ocean is left unabated, it will strangle these crucial shipping lanes with the potential to severely disrupt oil flows to the U.S. and to the rest of the world." There is also concern that the communication and navigation systems used in marine transport are vulnerable, leading to potential collisions at sea.

#### **THE CYBER TERRORISM THREAT**

The threat both to national security and the economy posed by cyber terrorism is a growing concern for governments and businesses around the world, with critical infrastructure, such as nuclear power plants, transportation and utilities, at risk.<sup>23</sup>

In February 2014, President Barack Obama said that cyber threats pose one of the gravest national security dangers that the United States faces. The President's

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<sup>23</sup> *Cyber Risks: The Growing Threat*, March 2013, Robert P. Hartwig and Claire Wilkinson, Insurance Information Institute (I.I.I.)

comments came as his administration released a voluntary framework that provides a road map to help companies in critical infrastructure industries better understand, communicate and manage their cyber risks.

Former U.S. Homeland Security Secretary Janet Napolitano warned in January 2013 that a major cyber attack could have the same type of impact as superstorm Sandy, knocking out power to a large swathe of the Northeast.

Napolitano said a “cyber 9/11” could happen imminently and noted that critical infrastructure—including water, electricity and gas—is very vulnerable to such a strike.<sup>24</sup>

Earlier, in an October 2012 speech then-U.S. Defense Secretary Leon Panetta warned that the United States was facing a possible “cyber Pearl Harbor” scenario, and is increasingly vulnerable to foreign cyber attacks on its critical infrastructure networks.

Such attacks are targeting the computer control systems that operate chemical, electricity and water plants and transportation networks, Panetta said:

“An aggressor nation or extremist group could use these kinds of cyber tools to gain control of critical switches. They could, for example, derail passenger trains or, even more dangerous, derail trains loaded with lethal chemicals.

They could contaminate the water supply in major cities or shutdown the power grid across large parts of the country.”

Panetta’s speech came in the wake of a cyber attack in August 2012 on state oil company Saudi Aramco, which infected and rendered useless more than 30,000 computers.

The Department of Homeland Security received reports of some 198 attacks on critical infrastructure systems in the U.S. in 2012, a 52 percent increase over 2011.<sup>25</sup>

In 2011, a report from the Pentagon concluded that computer sabotage coming from another country can constitute an act of war.<sup>26</sup> It noted that the Laws of Armed Conflict—which guide traditional wars and are derived from various international

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<sup>24</sup> Napolitano warns of risk of major cyber attack, Newsday, January 24, 2013.

<sup>25</sup> As Hacking Against U.S. Rises, Experts Try to Pin Down Motive, the New York Times, March 3, 2013

<sup>26</sup> Cyber Combat: Act of War, by Siobhan Gorman and Julian E. Barnes, the Wall Street Journal, May 30, 2011.

treaties such as the Geneva Convention—apply in cyberspace as in traditional warfare.

A recent survey conducted by Tenable Network Security found that the majority of Americans fear that cyber warfare is imminent and that the country will attack or be attacked in the next decade.<sup>27</sup>

An overwhelming 93 percent of respondents to the survey believe that U.S. corporations and businesses are at least somewhat vulnerable to state-sponsored attacks. And 95 percent believe U.S. government agencies themselves are at least somewhat to very vulnerable to cyber attacks.

Some 94 percent of survey respondents say they support the President having the same level of authority to react to cyber attacks as he has to respond to physical attacks on the country.

The survey also revealed conflicting results about whether the public or private sector should be held accountable for protecting corporate networks.

Some 66 percent of respondents believe corporations should be held responsible for cyber breaches when they occur. But an almost equal number of Americans—62 percent—say government should be responsible for protecting U.S. businesses from cyber attacks.

Recent high profile attacks, such as the sabotaging of Iran's nuclear program via the Stuxnet computer worm, malicious infiltration attempts by China and the reported targeting of an Illinois water utility by a remote cyber attack from Russia, highlight the capability and breadth of the cyber risk (**Figure 6**).

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<sup>27</sup> Tenable Network Security survey, February 2013.

**Figure 6**  
**CYBER RISK THREAT SPECTRUM: TERRORISM IS A CONCERN**

Threat	Resources	Methods	Objectives	Examples
Nation-state, sleeper insiders	High	Highly targeted	Strategic sabotage	Stuxnet
Advanced persistent threat	High	Targeted, manual remote control	IP theft	Aurora, Ghostnet
Persistent threat	Medium	Targeted, manual remote control	IP theft, defacement	Night Dragon, “Anonymous”
Disgruntled insider with access to ICS	Low	Targeted: social engineering	Sabotage	Maroochy
Insider with access to IT network	Low	Targeted: social engineering	Sabotage	IT examples
Organized crime	Medium	Highly volume, automated	Identity theft	Zeus, Conficker

Source: Waterfall Security Systems

A recent study by the Ponemon Institute in collaboration with Bloomberg Government estimated private sector spending on cyber security at roughly \$80 billion in 2011, but noted that this was not nearly enough.

The study found that “utilities, banks and phone carriers would have to spend almost nine times more on cyber security to prevent a digital Pearl Harbor from plunging millions into darkness, paralyzing the financial system or cutting communications,” according to a report by Bloomberg News.<sup>28</sup> Its findings were based on interviews with technology managers from 172 U.S. organizations in six industries and government.

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<sup>28</sup> *Cybersecurity Disaster Seen in the U.S. Survey Citing Spending Gaps*, by Eric Engleman and Chris Strohm, Bloomberg News, January 31, 2012.

## TAXPAYER PROTECTION FEATURES OF THE TERRORISM RISK INSURANCE PROGRAM<sup>29</sup>

TRIA from its inception was designed as a terrorism risk sharing mechanism between the public and private sector—with an overwhelming share of the risk being borne by private insurers, a share which has increased steadily over time. Today, all but the very largest (and least likely) terrorist attacks would be financed entirely within the private sector. In the event of a truly catastrophic attack, TRIA provides the government with the ability to fully recoup any and all federal monies paid. In other words, there would be *no cost* to the taxpayer.

From the date of TRIA's enactment in November 2002 through today, a span of more than 11 years, the federal government and therefore taxpayers have paid nothing (apart from negligible administrative expenses) under the program. The recent Boston Marathon bombings provide an illustrative example. All of the 207 property/casualty claims filed in the wake of that event were handled by private insurers who have made payments to policyholders totaling at least \$1.18 million.<sup>30</sup> Not one taxpayer dollar was used to pay any of these claims.

TRIA's structure actually provides at least eight distinct layers of taxpayer protection. Each of those layers is discussed in turn below.

### Summary of 8 Key Taxpayer Protection Features Under TRIA

#### 1. CERTIFICATION DEFINITION: *Criteria Must Be Met*<sup>31</sup>

- **Definition of a Certified Act of Terrorism:** The 2007 extension of TRIA, like its predecessors, requires that a detailed set of criteria be met before an act of terror can be “certified.” Specifically, the term “act of terrorism” refers only to an act that is certified by the [Treasury] Secretary, in concurrence with the Secretary of State and the Attorney General of the United States:
  - i. to be an act of terrorism;
  - ii. to be a violent act or an act that is dangerous to human life, property or infrastructure;

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<sup>29</sup> Excerpt from *Reauthorizing TRIA: The State of the Terrorism Risk Insurance Market*, Testimony of Dr. Robert Hartwig, I.I.I. president & economist, before the United States Senate Committee on Banking, Housing and Urban Affairs, September 25, 2013.

<sup>30</sup> As of July 26 (latest available). P/C insurers also held \$1.41 million in reserves for claims associated with the bombings. Figures are from the Massachusetts Division of Insurance as reported in BestWire Services, *P/C Insurers Have Paid \$1.18 Million in Boston Marathon Bombing Related Claims*, September 3, 2013.

<sup>31</sup> United States Treasury accessed as of 9/22/13 at <http://www.treasury.gov/resource-center/fmkts/Documents/TRIAasamended-CompositeTextPost.pdf>.

- iii. to have resulted in damage within the United States, or outside of the United States in the case US air carriers, vessels and/or missions;
- iv. to have been committed by and individuals as part of an effort to coerce the civilian population of the United States or to influence the policy or affect the conduct of the US government by coercion.

## **2. CERTIFICATION THRESHOLD (TRIGGER): *\$5 Million***

- **\$5 Million Minimum:** Under the 2007 reauthorization of TRIA, no act shall be certified by the Secretary as an act of terrorism if property and casualty losses, in the aggregate, do not exceed \$5 million.
- **Acts of War Exclusion:** TRIA further stipulates that no act may be certified as an act of terrorism if the act is committed as part of the course of a war declared by Congress (this provision does not apply to workers compensation).

## **3. TRIGGERING EVENT THRESHOLD: *\$100 Million***

- Under the 2007 reauthorization of TRIA the triggering event threshold was set at \$100 million, up from \$5 million in the original act and \$50 million in 2006. This means that Federal funds will be paid out *only* in the event of a terrorist act that produces total insurance industry losses above this threshold (even if the event is certified by the Treasury Secretary as a terrorist act).

## **4. INDIVIDUAL INSURER DEDUCTIBLES: *20 percent of Premiums***

- The amount of terrorism losses that an individual insurer must pay before federal assistance becomes available. The level rose to 20 percent of an insurer's direct earned premiums for commercial property/casualty insurance in 2007 where it currently remains (up from 17.5 percent in 2006, 15 percent in 2005, 10 percent in 2004 and 7 percent in 2003).

## **5. INSURER CO-PAYMENT IN EXCESS OF RETENTION: *15 percent of Loss***

- The share of losses that insurers pay above their individual retentions rose to 15 percent in 2007 where it remains today, up from 10 percent in 2006 and prior years.

## **6. INDUSTRY AGGREGATE RETENTION: *\$27.5 Billion***

- Under the 2007 reauthorization, the industry as a whole must ultimately cover a total of \$27.5 billion of the losses through deductibles and copayments (assuming an event of \$27.5 billion or greater). This amount was increased to \$27.5 billion in 2007, up from \$25 billion in 2006, \$15

billion in 2005, \$12.5 billion 2004 and \$10 billion in 2003 (**Figure 7**). Government expenditure above this amount can be recouped.

## **7. GOVERNMENT RECOUPMENT: *Full Taxpayer Protection***

- **Mandatory Recoupment:** TRIA mandates that the government recoup *133 percent* of the difference between the actual amount it has paid and the required retention.
- **Discretionary Recoupment:** If the insured loss exceeds the \$27.5 billion threshold, federal expenditures may be recouped for amounts in excess of the threshold at the discretion of the Secretary of the Treasury. This recoupment comes via a surcharge on commercial insurance policyholders not to exceed 3 percent of premium for insurance coverages that fall under the program.

## **8. HARD CAP: *\$100 Billion***

- **Program Limit:** Losses within a program year are capped at \$100 billion, inclusive of both insurer and government participation. Neither the government nor insurers would be required to pay losses for certified acts beyond this amount.

### **Additional Taxpayer Protection Features of TRIA**

Several other features of TRIA serve as additional protections to taxpayers.

**Commercial Lines Only:** Only claims occurring in certain property/casualty commercial lines of insurance are included in the calculations of insured losses under TRIA (auto and homeowners insurance, life insurance and health insurance have always been excluded). In addition, the number of lines covered under TRIA has been narrowed over time. At TRIA's inception in 2002 approximately 44 percent of property/casualty insurance industry premiums were covered under the Act. By 2012 that figure had dropped to approximately 35 percent. Excluded commercial lines of coverage under the Act today include: mortgage and title insurance, financial guaranty, medical malpractice, reinsurance, commercial auto, burglary and theft, surety, professional liability (except directors and officers coverage) and farmowners multiperil.

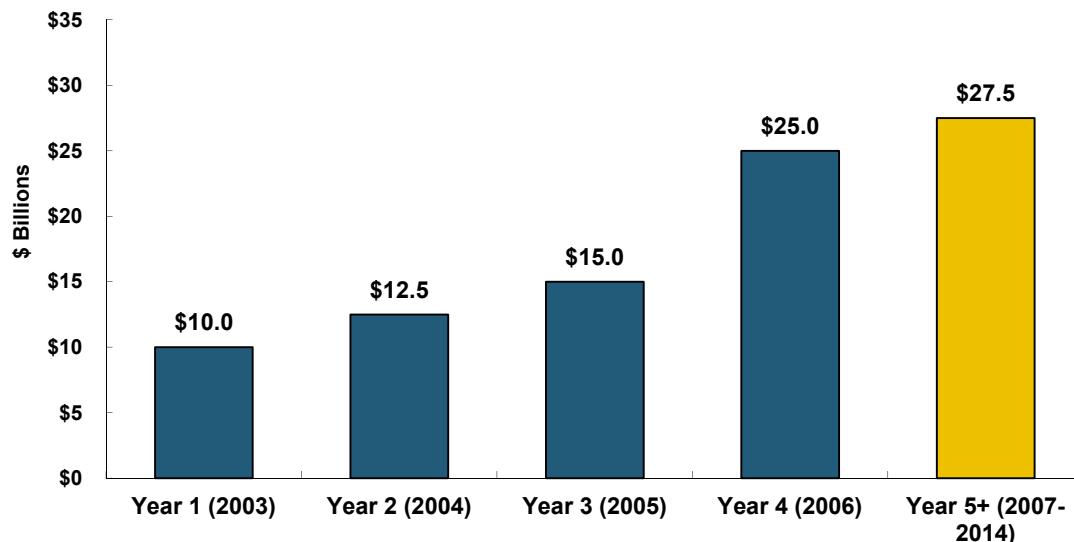
**State Guaranty Funds:** In the unlikely event that an insurer becomes severely impaired or insolvent as a consequence of a terrorist attack, state insurance regulators will take corrective action. If the insurer's assets are insufficient to meet its liabilities, the resources of the appropriate state guaranty fund(s) could be called upon to satisfy those liabilities. Guaranty associations obtain funds for their operations and payment of claims through assessments against the solvent insurance companies licensed to do business in the state and from the recovery of amounts paid on claims from the insolvent estate.<sup>32</sup> All guaranty fund resources are

<sup>32</sup> National Conference of Insurance Guaranty Funds accessed September 22, 2013 at:  
<http://www.ncigf.org/media/files/Primer-2012.pdf>

therefore ultimately derived from the industry itself. *No taxpayer dollars are ever involved.*

**Make Available Requirement (Mandatory Offer of Coverage):** Commercial insurers are required to offer coverage against terrorist acts and, by law, workers compensation must include coverage against such acts. These requirements have led to widespread participation in the program. The take-up rate for terrorism coverage in 2012 was 62 percent, according to a recent study by insurance broker Marsh.<sup>33</sup> The take-up rate for workers compensation is effectively 100 percent, meaning that every worker in America is protected against injuries suffered as the result of a terrorist attack.

**Figure 7**  
**INSURANCE INDUSTRY RETENTIONS UNDER TRIA AND ITS SUCCESSORS**  
(\$ Billions)



Source: Insurance Information Institute.

#### FEDERAL ROLE IN TERRORISM INSURANCE

The Obama administration's 2011 budget plan had included a proposal seeking to scale back federal support for the terrorism risk insurance program. Its justification was that this would "encourage the private sector to better mitigate terrorism risk through other means, such as developing alternative reinsurance options and building safer buildings." The proposal projected savings of \$249 million in the

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<sup>33</sup> Marsh, 2013 Terrorism Risk Insurance Report, May 2013.

course of the following 10 years as a result of the reduction in federal support. However, no planned cuts to the program were included in the administration's 2014 budget plan.

Industry observers noted that any attempts to modify the program would have a detrimental effect on the availability and affordability of terrorism insurance—problems that the program was designed to end.

Studies by various organizations, including the University of Pennsylvania's Wharton School Risk Center, the RAND Corporation and the Organization for Economic Co-operation and Development (OECD), have supported the idea of a substantive federal role in terrorism insurance. In particular, the Wharton School found that TRIA has had a positive effect on availability of terrorism coverage and also has significantly contributed to reducing insurance premiums.<sup>34</sup> The OECD notes that thus far the financial markets have shown little appetite for terrorism risk.

### Terrorism Risk Insurance Programs in Other Countries

A number of countries have established their own terrorism risk insurance programs and these have operated successfully, often for many years. Australia, Austria, Belgium, France, Germany, the Netherlands, Spain, Switzerland and the United Kingdom have all created programs to cover terrorism in the event of an attack on their own soil (**Figure 8**).

In 1993, the British government formed a mutual reinsurance pool for terrorist coverage following acts of terrorism by the Irish Republican Army. Insurance companies pay premiums at rates set by the pool. The primary insurer pays the entire claim for terrorist damage but is reimbursed by the pool for losses in excess of a certain amount per event and per year. This is based on its share of the total market. The maximum industry retention increases annually per event and per year. Following 9/11, coverage was extended to cover all risks, except war, including nuclear and biological contamination, aircraft impact and flooding, if caused by terrorist attacks. The British government acts as the reinsurer of last resort, guaranteeing payments above the industry retention.

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<sup>34</sup> *Evaluating the Effectiveness of Terrorism Risk Financing Solutions*, Howard C. Kunreuther and Erwann O. Michel-Kerjan, September 2007, National Bureau of Economic Research.

**Figure 8**  
**COUNTRIES OPERATING COMPULSORY OR OPTIONAL TERRORISM POOLS**

Country	Compulsory Pool (Y/N)	Names of Terror Pool or Reinsurance Mechanism
Australia	N	Australian Reinsurance Pool Corporation (ARPC)
Austria	N	Österreichischer Versicherungspool zur Deckung von Terrorisiken (The Austrian Terrorpool)
Bahrain	N	The Arab War Risks Insurance Syndicate (AWRIS)
Belgium	N	Terrorism Reinsurance & Insurance Pool (TRIP)
Denmark	N	Danish Terrorism Insurance Scheme
Finland	N	Finnish Terrorism Pool
France	Y	Gestion de l'Assurance et de la Réassurance des Risques d'Attentats et Terrorisme (GAREAT)
Germany	N	EXTREMUS Versicherungs-AG
Hong Kong - China	N	The Motor Insurance Bureau (MIB)
India	N	The General Insurance Corporation of India
Indonesia	N	Indonesian Terrorism Insurance Pool
Israel	Y	Terrorism (Intifada Risks) – The Victims of Hostile Actions (Pensions) Law and the Property Tax and Compensation Fund Law
Namibia	N	Namibia Special Risks Insurance Association (NASRIA)
Netherlands	N	Nederlandse Herverzekeringsmaatschappij voor Terrorismeschaden (NHT)
Northern Ireland	N	Criminal Damage Compensation Scheme Northern Ireland
Russia	N	Russian Anti-terrorism Insurance Pool (RATIP)
South Africa	N	South African Special Risks Insurance Association (SASRIA)
Spain	Y	Consorcio de Compensacion de Seguros (CCS)
Sri Lanka	N	SRCC/Terrorism Fund - Government
Switzerland	N	Terrorism Reinsurance Facility
Taiwan	N	Taiwan Terrorism Insurance Pool
United Kingdom	N	Pool Reinsurance Company Limited (Pool Re)
United States	N	Terrorism Risk Insurance Reauthorization Act of 2007 (TRIPRA)

Source: Guy Carpenter & Co, LLC

## Fire Following

State law has also addressed the issue of terrorism cover. Before 9/11, 31 jurisdictions had laws that required that property policies be based on the 1943 New York Standard Fire Policy (SFP). The SFP does not exclude fire following terrorism and, prior to 2003, the SFP did not permit this exclusion with the result that a policyholder who had rejected terrorism coverage under TRIA would still have coverage for fire following an act of terrorism. Currently, this is still the case in just a handful of states.

However, since 2003, some states have revised their SFP statutes to permit exclusions of fire following terrorism under certain circumstances. Thus, for a policyholder who has rejected terrorism coverage under TRIA, in these states there might be no coverage or limited coverage for fire resulting from an act of terrorism. Many states do not have a standard fire policy statute or have SFPs that unconditionally exclude fire following terrorism. In these states there is no stipulated coverage for fire following terrorism.

## NUCLEAR, BIOLOGICAL, CHEMICAL AND RADIOLOGICAL (NBCR) THREAT

Acts of terrorism have the potential to be large, destabilizing events, giving rise to losses of an unquantifiable size and severity. Potential terrorism scenarios often include the likely impact of an incident involving weapons of mass destruction (WMD).

As recently as January 2010 the U.S. Government Accountability Office (GAO) stated that a terrorist's use of either a radiological dispersal device (RDD)—frequently referred to as a “dirty bomb”—or an improvised nuclear device (IND) to release radioactive materials into the environment could have devastating consequences.<sup>35</sup> It noted that the consequences of a terrorist attack using an RDD or IND would include not only loss of life but also enormous psychological and economic impacts.

An April 2006 study by the American Academy of Actuaries explored the insured losses that nuclear, biological, chemical and radiological (NBCR) incidents might give rise to in four U.S. cities. It estimated that in New York a large NBCR event could cost as much as \$778.1 billion, with insured losses for commercial property at \$158.3 billion and for workers compensation at \$483.7 billion. A loss of this magnitude is more than three times the size of the commercial P/C insurance industry's claims-paying capacity. The three other U.S. cities included in the analysis were Washington, DC; San Francisco, CA; and Des Moines, IA.

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<sup>35</sup> Combating Nuclear Terrorism: Actions Needed to Better Prepare to Recover from Possible Attacks Using Radiological or Nuclear Materials, Government Accountability Office (GAO), January 2010, GAO-10-204.

Nuclear, biological, chemical and radiological attacks are another example of catastrophic events that are fundamentally uninsurable due to the nature of the risk. The Terrorism Risk Insurance Program Reauthorization Act of 2007 (TRIPRA) did not include an earlier controversial provision that would have required insurers to make available coverage for NBCR attacks. There are long-standing restrictions regarding war coverage and NBCR events in both personal and commercial insurance policies.

However, a June 2010 report by Guy Carpenter noted that some two-thirds of reinsurance markets surveyed are now offering coverage for NBCR events, reflecting a true evolution in underwriting appetite since 9/11.<sup>36</sup> An increasing number of reinsurers have entered the market over the last few years, offering new solutions for various large-scale risks such as airports, industrial plants, sports stadiums and shopping centers, Guy Carpenter said. It noted that costs of coverage vary depending on a number of factors, including geographical spread of risk, the location and type of exposure, proximity to other risks and the program's structure (e.g. limit and deductibles).

The reauthorization of the terrorism risk insurance program in 2007 directed GAO to review: the extent to which insurers offer NBCR coverage; factors that contribute to the willingness of insurers to provide NBCR coverage; and policy options for expanding coverage for NBCR risks. In its report, GAO said that commercial property/casualty insurers generally still seek to exclude NBCR coverage per long-standing exclusions for nuclear and pollution risks, although such exclusions may be subject to challenges in court because they were not specifically drafted to address terrorist attacks.<sup>37</sup>

GAO noted that commercial property/casualty policyholders, including companies that own high-value properties in large cities, generally reported that they could not obtain NBCR coverage. Unlike commercial P/C insurers, workers compensation, group life and health insurers reported providing NBCR coverage because states generally do not allow them to exclude these risks. GAO reviewed several proposals but made no recommendations on the NBCR issue.

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<sup>36</sup> *Terrorism: Reinsurers Standing By*, Guy Carpenter, June 2010.

<sup>37</sup> *Terrorism Insurance: Status of Coverage Availability for Attacks Involving Nuclear, Biological, Chemical or Radiological Weapons*, U.S. Government Accountability Office (GAO), December 2008.

### **AVIATION INSURANCE FOR TERRORISM RISKS**

Aviation insurance for terrorism risks continues to be an issue of concern for countries around the world. Most recently in February 2014 the Department of Homeland Security alerted airlines to a potential new shoe bomb threat on international flights heading to the United States. The attempted Christmas Day 2009 attack on a Northwest Airlines flight from Amsterdam to the United States by Umar Farouk Abdulmutallab, who allegedly tried to detonate plastic explosives hidden in his underwear, is one of the latest reminders that terrorists continue to look for opportunities to target international aviation.

As this report was being published an investigation was ongoing into the March 7, 2014, disappearance of Malaysia Airlines flight 370 over the South China Sea. The Boeing 777-200 aircraft with 239 passengers and crew on board was en route from Kuala Lumpur to Beijing when it lost contact with air traffic control. Speculation over a potential link to terrorism has been downplayed by officials.

Airlines are required to have passenger and third-party liability insurance coverage in order to receive landing rights and as a condition for leases, so the cancellation of insurance cover could affect the industry's ability to operate.<sup>38</sup> In the wake of 9/11, there was a complete withdrawal of coverage for acts of war, terrorism and related perils. As a result a number of governments stepped in and established schemes to temporarily fill the coverage gap. Since then, the private market has partially reinstated coverage, though at a significantly higher cost.

Some countries, like the United States, assist airlines in insuring war risks. The Federal Aviation Administration (FAA) began issuing premium third party liability war risk insurance to U.S. air carriers in the wake of 9/11. The Homeland Security Act of 2002 (HAS) and subsequent legislation mandated the expansion of war risk insurance coverage to include hull loss and passenger liability and required continued provision of the insurance.

The program has been extended several times. As of October 1, 2013, the FAA Aviation Insurance Program Office is providing war risk hull loss, as well as passenger and third party liability insurance to regularly scheduled U.S. air carriers for the period January 20, 2014 through September 30, 2014.

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<sup>38</sup> Global Terror Update 2009, Guy Carpenter.

### THE LIABILITY FACTOR

Another distinguishing feature of terrorist attacks is their ability to generate enormous liability losses in addition to physical losses. In the immediate aftermath of 9/11 it became clear that thousands of victims and their families were prepared to litigate to recover economic and non-economic (e.g., pain and suffering, emotional distress, etc.) damages.

To minimize the likelihood of a wave of liability claims against the airlines and other likely litigants in the days following 9/11, Congress established the Victims Compensation Fund (VCF). The program was designed to provide a no-fault alternative to tort litigation for these individuals or relatives and provided compensation for losses due to personal physical injuries or death.

By the time the VCF ceased operations on June 15, 2004, it had processed nearly 7,400 claims for death and physical injury and provided around \$7 billion in payments to families of 9/11 victims. In return, victims' families were required to give up the right to sue the airlines, government agencies or other entities they perceived as responsible parties.

TRIA and its extension contain no provision for handling liability claims in the future. As a result, the impact of tort claims following another major terrorist attack on U.S. soil has the potential to be enormous. It is worth noting that even with the VCF a substantial number of lawsuits were filed in the wake of 9/11. For example, recent media reports suggest that settlements have been reached in 93 of 96 wrongful death and injury lawsuits related to 9/11 and submitted to Federal District Court in Manhattan. Although the amounts are confidential, reports cite a document showing that the defendants have paid out a total of \$500 million.<sup>39</sup>

A \$1.2 billion settlement was also approved in June 2011, resolving claims brought by several commercial property insurers who insured the World Trade Center complex and its tenants against airlines, airline security companies, and others allegedly responsible for the 9/11 attack.

More recently, in December 2013, financial services firm Cantor Fitzgerald agreed to settle for \$135 million a 2004 lawsuit brought against American Airlines and its insurers over Cantor's business and property losses resulting from the 9/11 attack. Cantor lost 658 of its nearly 1,000 New York employees when American Airlines Flight 11 crashed into the World Trade Center's north tower.<sup>40</sup>

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<sup>39</sup> *Judge's Approval Sought in 2 Lawsuits from 9/11*, by Benjamin Weiser, the New York Times, 02/05/2010

<sup>40</sup> *Cantor Fitzgerald to Settle 9/11 Lawsuit Against American Airlines*, by Benjamin Weiser, the New York Times, 12/13/2013

### **Ground Zero Workers and Health Claims**

In addition to the direct liability costs associated with terrorist attacks, ailments and illnesses contracted by workers involved in post-attack rescue and clean-up activities can increase liability losses by hundreds of millions of dollars. These types of suits will add hundreds of millions of dollars to the final cost of a major terrorist attack.

In November 2010, more than 10,000 workers whose health was damaged during the rescue and cleanup at the World Trade Center approved a settlement of at least \$625 million with New York City officials. For the settlement to take effect at least 95 percent of the plaintiffs had to agree to its terms. The settlement would have paid out \$712.5 million if all of the plaintiffs had opted in. According to reports, the final acceptance rate was 95.1 percent.<sup>41</sup>

The plaintiffs will be compensated according to the severity of their illnesses and the extent of their exposure to contaminants at the site. Under the terms of the settlement, individual payments will range from \$3,250 to \$1.8 million or more for the worst injuries, according to estimates from lawyers. Payouts to the plaintiffs will come from a federally financed insurance company called the WTC Captive Insurance Company with approximately \$1.1 billion in funds to provide coverage to the city.

### **CONCLUSION**

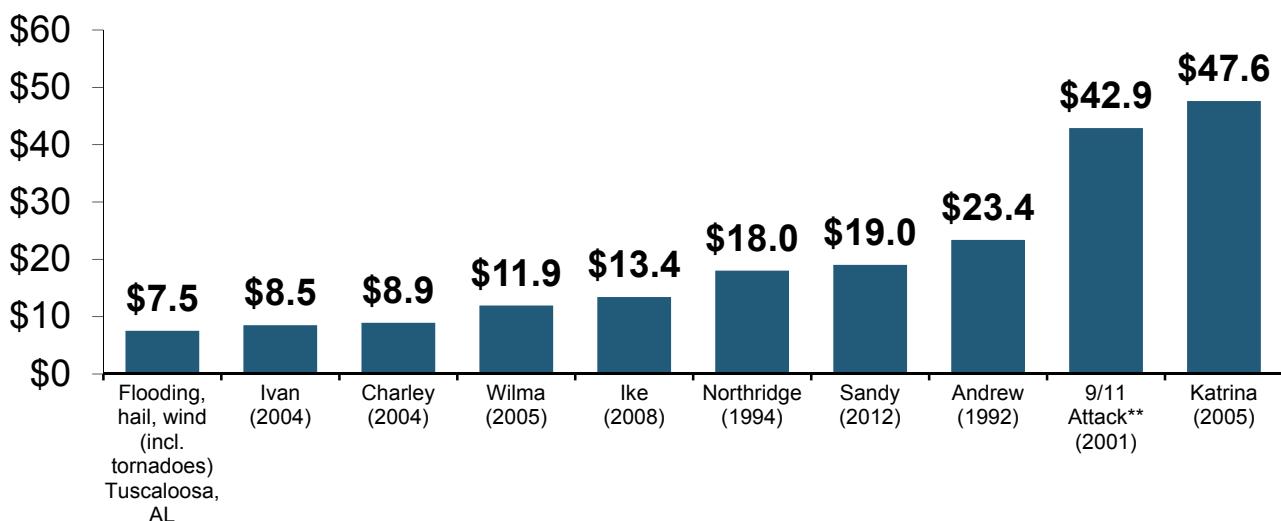
The cost of terrorism still looms large in United States history. The \$32.5 billion in losses (\$42.9 billion in 2013 dollars) paid out by insurers for the terrorist attack of September 11, 2001, places second in an Insurance Information Institute (I.I.I.) ranking of the most costly U.S. catastrophes—just after Hurricane Katrina (2005) (**Figure 9**).

More than a decade later, 9/11 remains the worst terrorist act in terms of fatalities and insured property losses.

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<sup>41</sup> Sept. 11 Workers Agree To Settle Health Lawsuits, by Mireya Navarro, the New York Times, 11/19/2010

**Figure 9**  
**THE TEN MOST COSTLY CATASTROPHES, UNITED STATES (1)**  
 (Insured Losses, 2013 dollars, \$ billions)<sup>2</sup>



1. Property coverage only. Does not include flood damage covered by the federally administered National Flood Insurance Program.

2. Adjusted for inflation through 2013 by ISO using the GDP implicit price deflator.

\*\* Insured loss estimate for Sep. 11 terrorist attack includes property, business interruption, workers comp, aviation hull, liability, event cancellation and life insurance losses.

Source: ISO's Property Claim Services unit (PCS).

The April 2013 Boston bombing—the first successful terror attack on U.S. soil since 9/11—underscores the fact that, while the risk is changing, terrorism is a constant threat for the foreseeable future.

Failure to focus on and prepare for this threat will come at an enormous cost to the millions of individuals and businesses who rely on insurance contracts to offset the overall economic impact of a terrorist attack.

Meanwhile, the imminent expiration at the end of 2014 of the Terrorism Risk Insurance Program Reauthorization Act (TRIPRA), brings to a head the question of whether terrorism risk now, or ever, will be one that can be managed entirely within the private sector.

Industry research suggests that market stability in terms of both the pricing and availability of terrorism coverage, as well as the ability to maintain adequate and expanding levels of capacity over time, is contingent on the continued existence of the Terrorism Risk Insurance Program.

For property/casualty insurers, the increasing share of losses that they would have to fund in the event of a major terrorist attack on U.S. soil suggests that now is the time to take stock of their terrorism exposures.

## Appendix I

### **FAQ: TERRORISM INSURANCE—WHAT IT IS AND WHAT IT COVERS**

Terrorism insurance provides coverage to individuals and businesses for potential losses due to acts of terrorism.

#### ***Businesses***

Prior to 9/11, standard commercial insurance policies included terrorism coverage as part of the package, effectively free of charge. Today, terrorism coverage is generally offered separately at a price that more adequately reflects the current risk.

Insurance losses attributable to terrorist acts under these commercial policies are insured by private insurers and reinsured or “backstopped” by the federal government pursuant to the Terrorism Risk and Insurance Act of 2002 (TRIA). TRIA has been renewed twice, and the current law, known as the Terrorism Risk Insurance Program Reauthorization Act of 2007 (TRIPRA) runs until December 2014. Under the program, owners of commercial property, such as office buildings, factories, shopping malls and apartment buildings, must be offered the opportunity to purchase terrorism coverage.

#### ***Individuals***

Standard homeowners insurance policies include coverage for damage to property and personal possessions resulting from acts of terrorism. Terrorism is not specifically referenced in homeowners policies. However, the policy does cover the homeowner for damage due to explosion, fire and smoke—the likely causes of damage in a terrorist attack.

Condominium or co-op owner policies also provide coverage for damage to personal possessions resulting from acts of terrorism. Damage to the common areas of a building like the roof, basement, elevator, boiler and walkways would only be covered if the condo/co-op board has purchased terrorism coverage.

Standard renters policies include coverage for damage to personal possessions due to a terrorist attack. Again, coverage for the apartment complex itself must be purchased by the property owner or landlord.

Auto insurance policies will cover a car that is damaged or destroyed in a terrorist attack only if the policyholder has purchased “comprehensive” coverage. Most people who have loans on their cars or lease are required by lenders and leasing companies to carry this optional form of coverage. People who buy liability coverage only are not covered in the event their vehicle is damaged or destroyed as the result of a terrorist attack.

Life insurance policies do not contain terrorism exclusions. Proceeds will be paid to the beneficiary as designated on the policy.

***Under What Circumstances Is There Coverage?***

For the terrorism coverage to be triggered under TRIPRA for commercial policies, a terrorist attack has to be declared a “certified act” by the Secretary of the Treasury.

No such declaration is needed to trigger coverage under homeowners and auto policies because there are no exclusions for terrorism.

In some states a doctrine known as “fire following” applies. This means that in the event of a terrorist-caused explosion followed by fire, insurers could be liable to pay out losses attributable to the fire (but not the explosion) even if a commercial property owner had not purchased terrorism coverage. Insurers have sought to limit fire coverage resulting from a terrorist attack, because commercial policyholders that choose to reject TRIPRA or other terrorism coverage are effectively paying no premium for the protection offered by fire-following coverage. Currently, there is coverage for fire following an act of terrorism in just a handful of states.

***What Is Not Covered?***

There are long-standing restrictions regarding war coverage and nuclear, biological, chemical and radiological (NBCR) events in both personal and commercial insurance policies.

War-risk exclusions reflect the realization that damage from acts of war is fundamentally uninsurable. No formal declaration of war by Congress is required for the war risk exclusion to apply. Nuclear, biological, chemical and radiological attacks are another example of catastrophic events that are fundamentally uninsurable due to the nature of the risk.

Under the terrorism risk insurance program, if some NBCR exclusions are permitted by a state, an insurer does not have to make available the excluded coverage.

***Business Interruption Insurance***

Property damage to commercial buildings from a terrorist attack also may include claims for business interruption. Business interruption insurance (sometimes referred to as business income coverage) covers financial losses that occur when a firm is forced to suspend business operations either due to direct damage to its premises or because civil authorities limit access to an area after the attack and those actions prevent entry to the business premises. Coverage depends on the individual

policy, but typically begins after a waiting period or “time deductible” of two to three days and lasts for a period of two weeks to several months.

Business interruption losses associated with acts of civil authority (e.g., closure of certain area around the disaster) can only be triggered when there is physical loss or damage arising from a covered peril (e.g., explosion, fire, smoke, etc.) within the area affected by the declaration. The loss/damage need not occur to the insured premises specifically. Reductions in business income associated with fear of traveling to a location, in addition to closure to areas by authorities because of a heightened state of alert, would not be covered by business interruption policies.

***Workers Compensation and Other Coverages***

Workers compensation—a compulsory line of insurance for all businesses—covers employees injured or killed on the job and therefore automatically includes coverage for acts of terrorism. Workers compensation is also the only line of insurance that does not exclude coverage for acts of war. Coverage for terrorist acts cannot be excluded from workers compensation policies in any state.

There are essentially three types of workers compensation benefits. The first reimburses workers for lost wages while they recover from their injuries. The second covers workers for all medical expenses incurred as a result of the injuries they sustain. The third type of benefit provides payments to the families of workers killed on the job.

Life/health and disability insurance policies may provide coverage for loss of life, injury or sickness to individuals in the event of a terrorist attack.

***What Is the Terrorism Risk Insurance Act (TRIA)/Terrorism Risk Insurance Program Reauthorization Act (TRIPRA)?***

TRIA is a public/private risk-sharing partnership between the federal government and the insurance industry. The program is designed to ensure that adequate resources are available for businesses to recover and rebuild if they become the victims of a terrorist attack.

TRIA was extended for another two years in December 2005 and for another seven years to 2014 in December 2007. The new law is known as the Terrorism Risk Insurance Program Reauthorization Act (TRIPRA) of 2007.

Specific provisions of the legislation are:

- An event must cause at least \$100 million in aggregate property and casualty insurance losses to be certified by the Secretary of the Treasury as an act of terrorism.
- The definition of a certified act of terrorism has been expanded to cover both domestic and foreign acts of terrorism.
- Each participating insurer is responsible for paying out a certain amount in claims (a deductible) before federal assistance becomes available.
- For losses above a company's deductible, the federal government will cover 85 percent, while the insurer contributes 15 percent.
- The aggregate insurance industry retention in 2007 was \$27.5 billion, up from \$25 billion in 2006 and \$15 billion in 2005.
- Losses covered by the program are capped at \$100 billion.
- Lines originally excluded from the program are: personal lines (auto and home), reinsurance, federal crop, mortgage guaranty, financial guaranty, medical malpractice, flood insurance provided under the NFIP and life and health. Additional lines now excluded are: commercial auto, professional liability except for directors and officers liability, surety, burglary and theft, and farmowners multi-peril insurance.
- The Terrorism Risk Insurance Program Reauthorization Act (TRIPRA) of 2007 is due to sunset on December 31, 2014.

***Does the Terrorism Risk Insurance Program Affect the Availability and Price of Coverage?***

Yes, by sharing potential losses from terrorist attacks between private insurers and the government, the terrorism risk insurance program has brought much needed additional capacity to the terrorism market. Before the program existed, businesses were left with little or no terrorism coverage, but since it came into effect they are able to purchase the cover they need.

Terrorism coverage is very difficult to price because the frequency and severity of an attack is so unpredictable. Pricing of terrorism coverage varies according to the individual risk (based on factors such as location and industry, for example), but it is clear that the terrorism risk insurance program has had a stabilizing influence on the market.

***Does an Insurer Have to Make Terrorism Coverage Available?***

Yes. Under TRIPRA, all property/ casualty insurers in the U.S. are required to make terrorism coverage available. The “make available” provision applies to commercial lines of P/C insurance. Insurers are required to make an offer of coverage for “certified acts” to policyholders. If the insured rejects an offer, the insurer may then reinstate a terrorism exclusion.

***What if Terrorism Coverage Is Not Purchased and a Loss Occurs?***

A business that has not purchased TRIPRA or other terrorism coverage will not be covered for damage caused to their property by a terrorist attack. An individual who has homeowners or renters coverage may be covered, according to the individual terms of their policy.