



Veterans Benefits: Current Life Insurance Programs

Glenn L. Miles II
Analyst in Social Policy

Armaad R. Morman
Analyst in Social Policy

September 30, 2010

Congressional Research Service

7-5700

www.crs.gov

R41435

Summary

The Department of Veterans' Affairs (VA) administers and supervises several life insurance programs for active servicemembers and veterans. The VA supervises the Servicemembers' Group Life Insurance (SGLI) and Veterans Group Life Insurance (VGLI) programs, which are administered by the Office of Servicemembers' Group Life Insurance (OSGLI), a division of Prudential Financial. The Service-Disabled Veterans Insurance (S-DVI) program, on the other hand, is administered entirely by the VA. Access to VA-administered life insurance programs gives servicemembers and veterans, who may not be eligible for private life insurance policies, the opportunity to carry group life insurance. This provides for their families in the event of the servicemember's or veteran's death.

In September 1965, with the passage of P.L. 89-214, Congress established the Servicemembers' Group Life Insurance (SGLI) program, and mandated the VA to enter into an agreement with the private insurance industry to meet the insurance needs of Vietnam era servicemembers. As a result, VA established an agreement with Prudential Financial to administer its policies. When first enacted, the SGLI program provided up to \$10,000 in coverage for policyholders. Today, servicemembers can receive a maximum of \$400,000 insurance coverage under the program.

On August 1, 1974, with the enactment of P.L. 93-289, Veterans' Group Life Insurance (VGLI) became available to servicemembers. VGLI provides for the conversion of Service Group Life Insurance (SGLI) after separation from active military duty. VGLI is a five-year renewable term policy which, like SGLI, provides a maximum of \$400,000 of coverage.

Servicemembers may have their SGLI and VGLI proceeds paid either as a lump sum or over a period of 36 months. Since 1999, if the member chose to have his or her benefits paid as a lump sum without specifying that the payment be made via a single check, beneficiaries would have received payments via retained asset accounts called Alliance Accounts. However, in light of recent media coverage condemning this practice as a violation of contractual agreements, Prudential is to now send beneficiaries of VA life-insurance policies a check when they ask for a lump-sum benefit payment rather than keeping the money in an Alliance Account and mailing a draft book, unless an Alliance Account is specifically requested. Free financial counseling is available to SGLI and VGLI beneficiaries if the policyholder chooses to have payments made via an Alliance Account.

During the Korean War, before SGLI and VGLI were established, Congress passed the Insurance Act of 1951 (P.L. 82-23) and established the Service-Disabled Veterans Insurance (S-DVI) program. S-DVI was created to meet the insurance needs of certain veterans with service-connected disabilities, many of whom would not be eligible for private life insurance due to their service-connected disabilities. Currently, policies are issued for a maximum face value of \$10,000. Retained asset accounts are not offered under the S-DVI program.

Several bills have been introduced in the 111th Congress that would affect the VA's current life insurance programs: H.R. 5993, H.R. 2713, H.R. 1037, S. 3718, and S. 728.

This report provides information on the current VA life insurance programs available for servicemembers and veterans, management and administration issues, and associated policy issues and legislation.

Contents

Introduction	1
Servicemembers' Group Life Insurance Program (SGLI).....	1
Eligibility Requirements for SGLI.....	2
SGLI Coverage and Premium Rates	3
Full-time Coverage	3
Part-time Coverage	4
Beneficiaries.....	4
Premium Rates.....	5
Extra Hazard of Duty Cost	5
Family Servicemembers' Group Life Insurance Coverage.....	6
FSGLI Spousal Coverage.....	6
FSGLI Child Coverage	7
SGLI Traumatic Injury Protection Program	8
Eligibility.....	8
Benefit Amount.....	10
Veterans' Group Life Insurance Program.....	10
Eligibility Requirements for VGLI	10
VGLI Coverage and Premium Rates.....	11
VGLI Payment of Premiums	12
VGLI Coverage Reduction Schedule.....	13
Commercial Conversion Criteria	14
Service-Disabled Veterans Insurance Program.....	14
Eligibility Requirements for S-DVI ("RH").....	15
S-DVI Premiums and Disability Provisions	16
Eligibility Requirements for Supplemental S-DVI ("Supplemental RH").....	16
Gratuitous S-DVI ("ARH").....	17
Eligibility Requirements for Gratuitous S-DVI.....	17
Management and Administration.....	18
How Policy Proceeds are Paid Out: Alliance Account.....	19
Accelerated Benefit Option	19
Financial Counseling.....	20
Policy Issues	20
Lack of Transparency for SGLI and VGLI Policyholders.....	20
Coverage Limit for S-DVI.....	22

Tables

Table 1. Monthly SGLI Premiums	5
Table 2. Monthly Premium Rates for SGLI Spousal Coverage.....	7
Table 3. VGLI Monthly Premium Rates	12
Table 4. VGLI Premium Payment Options.....	13
Table 5. VGLI Coverage Reduction Schedule.....	13

Table 6. S-DVI Current Coverage Information 15

Contacts

Author Contact Information 23

Introduction

The Department of Veterans' Affairs (VA) has administered and supervised several life insurance programs for servicemembers and veterans since 1919. Currently, three VA life insurance programs that provide benefits to the families of servicemembers and veterans are still enrolling new policyholders. These programs are Servicemembers' Group Life Insurance (SGLI), Veterans Group Life Insurance (VGLI), and Service-Disabled Veterans Insurance (S-DVI). The VA's Regional Office and Insurance Center (VAROIC) in Philadelphia, PA, supervises SGLI and VGLI, but the day-to-day administration of the programs is handled by the Office of Servicemembers' Group Life Insurance (OSGLI), a division of the Prudential Insurance Company of America. The Service-Disabled Veterans Insurance (S-DVI) program, on the other hand, is administered entirely by the VA. Access to VA-administered life insurance programs gives servicemembers and veterans, who may not be eligible for private life insurance policies, the opportunity to carry group life insurance. This provides for their families in the event of the servicemember's or veteran's death.

The VA agreed in September 2009 to allow Prudential Financial to provide payments of lump-sum benefits through Prudential's Alliance Accounts (a retained asset account) unless the beneficiary elects a single check.¹ Recent media coverage on the issue has caused the VA to revamp its claims materials, to create more transparency for SGLI and VGLI beneficiaries and to require payments of lump-sum benefits through a single check unless the beneficiary elects to use an Alliance Account.² Additionally, concerns have been raised about the limited amount of coverage offered to S-DVI policyholders, which is capped at \$10,000.

This report is structured into three major areas. The first area of the report includes sections providing an overview of the VA's different life insurance programs, including eligibility requirements, premium rates, and benefits. The second area includes sections describing the VA's management and administrative structure as well as how policy proceeds to beneficiaries are currently paid out for SGLI, VGLI, and S-DVI. The third area of the report discusses major areas of congressional interest and policy issues as they pertain to SGLI, VGLI, and S-DVI.

Servicemembers' Group Life Insurance Program (SGLI)

In September 1965, Congress established the Servicemembers' Group Life Insurance (SGLI) program (P.L. 89-214) by mandating the VA to enter into an agreement with the private insurance industry to meet the insurance needs of Vietnam era servicemembers.³ Since 1965, Congress has amended SGLI to include all eligible servicemembers in the uniformed service.

¹ A retained asset account is a bank account established in the beneficiary's name that provides the insurer with a means to retain (withhold) assets for investment purposes. Beneficiaries receive a personalized draft book which they can use to withdraw funds from the retained asset account for up to the full amount of benefits available.

² Department of Veterans Affairs, "VA Continues to Ensure and Protect Servicemembers', Survivors' Life Insurance Benefits," press release, September 14, 2010, <http://www1.va.gov/opa/pressrel/pressrelease.cfm?id=1956>.

³ The term "servicemember" refers to a person on active duty, active duty for training, or inactive duty training in the uniformed services in a commissioned, warrant, or enlisted rank, or grade, or as a cadet or midshipman of the United (continued...)

The SGLI program, through a group policy issued by the Prudential Insurance Company of America, provides low-cost term insurance protection to servicemembers. It is administered by the Department of Veterans Affairs Regional Office and Insurance Center's (VAROIC's) Office of Servicemembers' Group Life Insurance (OSGLI) located in Philadelphia, PA. When first enacted, the SGLI program provided up to \$10,000 coverage for members. Today, all servicemembers can receive a maximum of \$400,000 insurance coverage under the program. As of January 2010, about 2,402,500 members of the uniformed service were covered under the program.⁴

Under the Veterans' Survivor Benefits Improvement Act of 2001 (P.L. 107-14), Congress extended coverage to the spouses and children of servicemembers covered under the SGLI program. The FY2005 Emergency Supplemental Appropriations Act for Defense, the Global War on Terror, and Tsunami Relief (P.L. 109-13) added Traumatic Injury Protection Insurance to SGLI, which extended the program to provide short-term financial assistance to servicemembers suffering from traumatic injuries.⁵

Eligibility Requirements for SGLI

Full-time and part-time life insurance coverage are both provided through the SGLI program.⁶ According to the *Servicemembers' and Veterans' Group Life Insurance Handbook*, full-time coverage is provided to the following **active duty servicemembers** under calls or orders that exceed 30 days:

- Commissioned, warrant, and enlisted members of the Army, Navy, Air Force, Marine Corps, Coast Guard, National Oceanic and Atmospheric Administration (NOAA) Commissioned Corps, and Public Health Service (PHS) Commissioned Corps;
- Members of a uniformed service's Ready Reserve/National Guard that are assigned to a unit or position in which they may be required to perform active duty or active duty for training and are scheduled to perform at least 12 periods of inactive duty training annually that is creditable for retirement purpose under Title 10 of the *U.S. Code*;⁷
- Members of the Individual Ready Reserve (IRR) who volunteer for assignment to a "mobilization" category under Sec. 12304 (i)(1) of Title 10 of the *U.S. Code*;
- Cadets or midshipmen of the U.S. Military Academy, U.S. Naval Academy, U.S. Air Force Academy, and the U.S. Coast Guard Academy; and

(...continued)

States Military Academy, United States Naval Academy, United States Air Force Academy, or the United States Coast Guard Academy.

⁴ Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 31, <http://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

⁵ Traumatic Injuries are discussed further in the text under the heading "SGLI Traumatic Injury Protection Program." Also, see 38 C.F.R. § 9.20 for more information on Traumatic Injuries.

⁶ "Full-time" or "Part-time" coverage depends on level of active military service.

⁷ Title 10 of the *U.S. Code* includes laws relating to the U.S. Armed Forces.

- Reserve Officers' Training Corps (ROTC) members, cadets, or midshipmen while attending field training or practice cruises.⁸

The following members of the **Reserves** (who are ineligible for full-time coverage) are eligible for part-time coverage while on active duty under calls or orders that exceed 30 days:

- Commissioned, warrant, and enlisted members of the Army, Navy, Air Force, Marine Corps, and Coast Guard Reserves (except temporary members of the Coast Guard Reserve);
- Members of the Individual Ready Reserve (IRR) during one-day call-ups;
- PHS Reserve Corps;
- The Army National Guard and Air National Guard while performing duty under Sections 316, 502, 503, 504, or 505 of Title 32 of the *U.S. Code*;⁹ and
- ROTC members, cadets, and midshipmen while attending field training or practice cruises.¹⁰

SGLI Coverage and Premium Rates

Currently, the maximum SGLI coverage is \$400,000.¹¹ This coverage amount (\$400,000) is automatic when the servicemember enters into a period of active duty or reserve status and can be elected in \$50,000 decrements from the maximum amount. Members may elect to either decline coverage or reduce coverage by completing SGLI program Form SGLV-8286.¹² However, proof of good health is required¹³ if the member decides to obtain or increase coverage after he or she had previously chosen to reduce or decline coverage.¹⁴

This insurance is forfeited when an insured servicemember is found guilty of mutiny, treason, spying, desertion, or, as a conscientious objector, refuses to perform service or refuses to wear his or her uniform.¹⁵

Full-time Coverage

Servicemembers who are eligible for full-time SGLI coverage are covered through their period of active duty or qualifying reserve status. They are also covered for a period of 120 days (with no premium) after their separation or release from active duty or reserve status.¹⁶

⁸ Department of Veterans Affairs, *Servicemembers' and Veterans' Group Life Insurance Handbook*, H-29-98-1, Washington, DC, August 2009, p. 6, <http://www.insurance.va.gov/sgliSite/handbook/handbook.pdf>.

⁹ Title 32 of the *U.S. Code* includes laws relating to the National Guard.

¹⁰ Department of Veterans Affairs, *Servicemembers' and Veterans' Group Life Insurance Handbook*, H-29-98-1, Washington, DC, August 2009, pp. 6-7, <http://www.insurance.va.gov/sgliSite/handbook/handbook.pdf>.

¹¹ The most recent change to SGLI maximum coverage amount was made on September 1, 2005.

¹² This form can be found on the VA Website at <https://www.insurance.va.gov/sgliSite/converting/FSGLI.htm>.

¹³ "Proof of good health" shall be submitted at the applicant's own expense (38 U.S.C. § 1977(g)).

¹⁴ 38 U.S.C. § 1967(c).

¹⁵ 38 U.S.C. § 1973.

¹⁶ 38 U.S.C. § 1967, and § 1968.

The Veterans' Housing Opportunity and Benefits Improvement Act of 2006 (P.L. 109-233) extended the free 120-day coverage period to two years for certain disabled servicemembers and their dependents. This change allows SGLI policyholders that are totally disabled (unable to work) at the time of their separation or release from service to keep their SGLI coverage for up to two years. This coverage is classified as the SGLI Disability Extension, and the member is obligated to apply for the coverage after he or she has separated from service.¹⁷

When a servicemember with full-time SGLI coverage is released from active duty or the Reserves, he or she may convert his or her coverage to Veterans' Group Life Insurance (VGLI) or to a commercial life insurance policy with any of the 38 participating commercial insurance companies.¹⁸

Part-time Coverage

Servicemembers eligible for part-time SGLI coverage are only covered during the time in which they are on active duty or active duty for training, and the period in which they are traveling to and from such duty. Part-time coverage members are eligible for the free 120-day period of coverage only if they incur a disability or a preexisting disability is aggravated during a period of duty.¹⁹

Beneficiaries

Servicemembers can select anyone as the beneficiary of their insurance policies. If a member fails to name someone, the insurance proceeds, by law, must be distributed in the following order:

1. Widow or widower, or, if none,
2. Children (not including stepchildren), or, if none,
3. Parents, or, if none,
4. Executor of the estate, or, if none,
5. Other next of kin.²⁰

If the servicemember chooses not to be insured under the SGLI program, chooses to be insured for less than the SGLI maximum amount, or names someone other than his or her spouse or child as the beneficiary, the law requires that the spouse of the servicemember must be notified by the uniformed service.²¹

¹⁷ Department of Veterans Affairs, *Servicemembers' and Veterans' Group Life Insurance Handbook*, H-29-98-1, Washington, DC, August 2009, p. 8, <http://www.insurance.va.gov/sgliSite/handbook/handbook.pdf>.

¹⁸ Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 33, <http://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>. Also, a list of participating companies is available at <http://www.insurance.va.gov/sgliSite/forms/sgl133ed07-10.pdf>.

¹⁹ 38 U.S.C. § 1967-1968.

²⁰ 38 U.S.C. § 1970(a).

²¹ 38 U.S.C. § 1967(f). Also 38 C.F.R. § 9.40

Premium Rates

The cost of SGLI is generally shared by the servicemember and the government. Each servicemember is responsible for paying a monthly premium (unless in a combat zone, in which case the government pays the full premium), and the government pays the cost of all death claims. The SGLI insurance premium is deducted from the servicemember's pay. The premium rates are mutually agreed upon by the VA and the contractor (Prudential Insurance Company of America).

Currently, the basic SGLI premium rate decreased from the 2007 rate of 7.0 cents per month per \$1,000 of coverage, to 6.5 cents per month per \$1,000 of coverage.²² **Table 1** shows premium rates for both full-time and part-time active duty servicemembers and reservists:²³

Table 1. Monthly SGLI Premiums

Amount of Insurance	Monthly SGLI Premium
\$50,000	\$3.25
\$100,000	\$6.50
\$150,000	\$9.75
\$200,000	\$13.00
\$250,000	\$16.25
\$300,000	\$19.50
\$350,000	\$22.75
\$400,000	\$26.00

Source: Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010.

Note: These premiums do not include the \$1.00 premium for Traumatic Servicemembers' Group Life Insurance (TSGLI) coverage. Full-time servicemembers are charged one of the above premiums once monthly. Part-time servicemembers are charged one of the above premiums once annually.

Extra Hazard of Duty Cost

Each branch of service is liable, under law, to pay the additional cost of claims due to the extra hazards of serving in the military.²⁴ In 2009, extra hazard costs amounted to \$213 million. This amount is determined by the VA and paid by the Department of Defense (DOD) on behalf of the uniformed service.²⁵

²² The most recent change to SGLI premium rates was made on July 1, 2008.

²³ Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 31, <http://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

²⁴ The term "extra hazards" refers to the amount of additional monies required to pay death claims that exceed those that would be incurred under normal peacetime conditions.

²⁵ Department of Veterans Affairs, Regional Office and Insurance Center, *Servicemembers' and Veterans' Group Life Insurance Programs: Forty-Fourth Annual Report*, Philadelphia, PA, June 2009, pp. 6-7, (continued...)

Each year the VA actuaries study the mortality rate of the most recent three years of servicemembers' claim experience. This allows them to develop the average death rate by age. The rate is used to determine the expected number of death claims. At the end of each policy year, the expected death claims are compared with the actual number of incurred death claims. If the actual death claims exceed the estimated death claims, the excess claims are multiplied by the average amount of insurance per member to determine the extra hazard cost for each uniformed service.

If the annual extra hazard cost paid is lower than the estimated amount, Prudential Insurance will refund the excess funds to the VA. Excess funds are deposited into the revolving fund. If the extra hazard cost paid exceeds the annual estimated amount, then the VA is responsible for reimbursing the insurance company (Prudential) from the revolving fund.²⁶

Family Servicemembers' Group Life Insurance Coverage

SGLI coverage was extended to the spouses and dependent children of insured servicemembers by the Veterans' Survivor Benefits Improvements Act of 2001 (P.L. 107-14).

Family Servicemembers' Group Life Insurance (FSGLI) coverage is automatically issued to the member's spouse and children, based on the information in the servicemember's personnel records. Members may decline family coverage or may elect reduced coverage by completing SGLI program Form SGLV-8286A, Family Coverage Election.²⁷ However, proof of good health of the spouse or child is required if the member decides to obtain or increase coverage for his or her spouse or child after he or she has previously chosen to reduce or decline coverage.²⁸

FSGLI Spousal Coverage

Spouses of servicemembers on active duty or reservists including National Guard members eligible for full-time SGLI coverage can be insured up to the maximum amount of \$100,000 in increments of \$10,000. However, spousal coverage cannot exceed the servicemember's SGLI coverage. Premiums for spousal coverage are deducted from the servicemember's or reservist's pay.²⁹ **Table 2** shows the premium rates for spouses based on age and amount of coverage.³⁰

(...continued)

<https://www.insurance.va.gov/sgliSite/miscellaneous/SGLI-Ann-Report-2009.pdf>.

²⁶ 38 U.S.C. § 1969.

²⁷ This form can be found on the VA Website at <https://www.insurance.va.gov/sgliSite/converting/FSGLI.htm>.

²⁸ Department of Veterans Affairs, *Servicemembers' and Veterans' Group Life Insurance Handbook*, H-29-98-1 Washington, DC, August 2009, p. 36, <http://www.insurance.va.gov/sgliSite/handbook/handbook.pdf>.

²⁹ Department of Veterans Affairs, *Servicemembers' and Veterans' Group Life Insurance Handbook*, H-29-98-1 Washington, DC, August 2009, pp. 34-37, <http://www.insurance.va.gov/sgliSite/handbook/handbook.pdf>.

³⁰ Department of Veterans Affairs, Regional Office and Insurance Center, *Servicemembers' and Veterans' Group Life Insurance Programs: Forty-Fourth Annual Report*, Philadelphia, PA, June 2009, p. 4, <https://www.insurance.va.gov/sgliSite/miscellaneous/SGLI-Ann-Report-2009.pdf>.

Table 2. Monthly Premium Rates for SGLI Spousal Coverage

Amount of Insurance	Age of Spouse						
	Under Age 35	Age 35 to 39	Age 40 to 44	Age 45 to 49	Age 50 to 54	Age 55 to 59	Age 60 and Over
\$100,000	5.50	7.00	9.00	14.00	27.00	40.00	52.00
\$90,000	4.95	6.30	8.10	12.60	24.30	36.00	46.80
\$80,000	4.40	5.60	7.20	11.20	21.60	32.00	41.60
\$70,000	3.85	4.90	6.30	9.80	18.90	28.00	36.40
\$60,000	3.30	4.20	5.40	8.40	16.20	24.00	31.40
\$50,000	2.75	3.50	4.50	7.00	13.50	20.00	26.00
\$40,000	2.20	2.80	3.60	5.60	10.80	16.00	20.80
\$30,000	1.65	2.10	2.70	4.20	8.10	12.00	15.60
\$20,000	1.10	1.40	1.80	2.80	5.40	8.00	10.40
\$10,000	0.55	0.70	0.90	1.40	2.70	4.00	5.20

Source: Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010.

Notes: Spouses of servicemembers can receive coverage up to \$100,000. However, the spouse's coverage amount can never exceed that of the servicemember's coverage amount. For example, if the servicemember has \$70,000 of SGLI coverage, the spouse's coverage can be a maximum of \$70,000 (Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 36, <http://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>).

A spouse of a servicemember or active duty reservist may convert his or her coverage to a commercial life insurance policy with any of 38 participating commercial insurance companies. Coverage for a spouse will end 120 days after any of the following events:

- The date the servicemember elects (in writing) to terminate his or her spouse's coverage;
- The date the servicemember elects (in writing) to terminate his or her own SGLI coverage;
- The date of the servicemember's death;
- The date the servicemember separates from service; or
- The date of the servicemember's divorce from his or her spouse.³¹

FSGLI Child Coverage

A child is considered to be a dependent of a servicemember if the child is unmarried and under the age of 18, or became permanently incapable of self-support before the age of 18. Dependent children include all natural born children, legally adopted children, and stepchildren who are under the care of the servicemember. A child is also considered to be a dependent if he or she is between the ages of 18 and 22 and is enrolled in an approved educational institution. Dependent

³¹ Ibid., p. 38.

children covered under an active duty servicemember's or reservist's SGLI policy are insured at the maximum amount of \$10,000 each (at no cost to the servicemember). The child is covered up to 120 days after the servicemember has separated from service.³²

The Veterans' Benefits Improvement Act of 2008 (P.L. 110-389) added benefits for families of stillborn children born on or after October 10, 2008, under the FSGLI program. Previously, stillborn children were excluded from coverage. Servicemembers who experience the death of such a dependent child are eligible to receive a \$10,000 payment (the maximum amount under FSGLI child coverage).

According to the *Servicemembers' and Veterans' Group Life Insurance Handbook*, coverage for a child will end 120 days after any of the following events:

- The date the servicemember elects (in writing) to terminate his or her own SGLI coverage;
- The date the servicemember separates from service;
- The date of the servicemember's death; or
- The date the servicemember's child is no longer his or her dependent.³³

There are currently no conversion options for children.

SGLI Traumatic Injury Protection Program

Since its inception in 2005, the Traumatic Servicemembers' Group Life Insurance (TSGLI) program has provided short-term financial assistance to servicemembers who suffer from traumatic injuries while on active duty.³⁴ TSGLI is an automatic coverage program under the SGLI program, and its purpose is to ease the burden for servicemembers and their families during times of extensive recovery and rehabilitation. In 2008, after an extensive "TSGLI Year-One Review," the VA increased the number of traumatic injuries covered under this program and relaxed the criteria for other injuries.³⁵

Eligibility

Servicemembers who are covered under the SGLI program are automatically covered by the TSGLI program. However, TSGLI does not cover spouses and children who are covered under the SGLI program, nor does it cover those under the VGLI program. Eligibility and certification for payment are determined and provided by each member's uniformed service.³⁶

³² Ibid., pp. 36-38.

³³ Department of Veterans Affairs, *Servicemembers' and Veterans' Group Life Insurance Handbook*, H-29-98-1 Washington, DC, August 2009, p. 38, <http://www.insurance.va.gov/sgliSite/handbook/handbook.pdf>.

³⁴ Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, pp. 34-35, <http://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>. Also 38 U.S.C. § 9.20.

³⁵ Ibid., p. 34.

³⁶ Department of Veterans Affairs, *Servicemembers' and Veterans' Group Life Insurance Handbook*, H-29-98-1 Washington, DC, August 2009, pp. 42-43, <http://www.insurance.va.gov/sgliSite/handbook/handbook.pdf>.

Losses covered by TSGLI include the following conditions:

- Total and permanent loss of sight, speech, or hearing;
- Amputation of hand or the loss of four fingers on the same hand or loss of a thumb;
- Amputation of foot or loss of all toes;
- Loss of four toes on the same foot or the loss of the big toe;
- Limb salvage;
- Quadriplegia, paraplegia, hemiplegia, or uniplegia;
- Burns (2nd degree or more covering 20% or more of the body or 20% or more of the face);
- Facial reconstruction;
- Coma resulting from traumatic injury;
- Inability to perform two activities of daily living due to traumatic brain injury;³⁷
- Inability to perform two activities of daily living due to other traumatic injury; and/or
- Continuous 15-day inpatient hospital care due to traumatic injury.³⁸

Losses Excluded From TSGLI Payment

Injuries sustained while committing or attempting to commit a felony and losses caused by the following are excluded from TSGLI payment:

- Mental disorder;
- Mental or physical illness or disease, unless the illness or disease is caused by a pyogenic (pus forming, often from a wound) infection, biological, chemical, or radiological weapon, or accidental ingestion of a contaminated substance;
- Attempted suicide;
- Self-inflicted wounds;
- Diagnostic procedures, preventive medical procedures (i.e., inoculations), medical or surgical treatment for an illness or disease, or any complications arising from such procedures or treatment; or
- The member's willful use of illegal or controlled substances, unless they are administered or taken on the advice of medical professionals.³⁹

³⁷ The phrase "inability to perform two activities of daily living" means the inability to independently perform two or more of the following six functions: Bathing, continence, dressing, eating, toileting, or transferring.

³⁸ Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 35, <http://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

³⁹ *Ibid.*

Benefit Amount

TSGLI benefit amounts depend on the type and severity of a servicemember's injury and range from \$25,000 to a maximum of \$100,000. Servicemembers who suffered injuries between October 7, 2001, and December 1, 2005, as a result of serving in Operation Enduring Freedom or Operation Iraqi Freedom (whether insured by SGLI or not) may receive retroactive TSGLI benefits.⁴⁰

TSGLI premiums are \$1.00 per month and are deducted from the servicemember's pay.⁴¹

Veterans' Group Life Insurance Program

On August 1, 1974, Veterans' Group Life Insurance (VGLI) became available to former servicemembers (P.L. 93-289). VGLI provides for the conversion of Servicemembers' Group Life Insurance (SGLI) after separation from active duty. The administration of the VGLI program is handled by the Office of Servicemembers' Group Life Insurance (OSGLI), a division of the Prudential Insurance Company of America. VGLI is a five-year renewable term policy which provides a maximum of \$400,000 of coverage. VGLI policyholders have the right to renew their coverage at the end of each five-year term period. Policyholders may also convert VGLI to an individual commercial policy at any time with any of the 38 participating private companies without proof of insurability.⁴² VGLI has no cash, loan, paid up, or extended values and does not pay dividends.

Eligibility Requirements for VGLI

Veterans eligible for the VGLI program are:

- Ready Reserves/National Guard SGLI policyholders who are separated, retired, or released from assignment;
- Insured SGLI members who are being released from active duty or active duty for training under a call or order to duty that does not specify a period of less than 31 days;
- Ready Reservists who have part-time SGLI coverage and who, while performing duty (or traveling directly to or from duty), suffer an injury or disability that causes them to be uninsurable at standard premium rates;⁴³ and
- People assigned to the Individual Ready Reserve (IRR) of a military service or to the Inactive National Guard (ING). This includes members of the Public Health Service Inactive Reserve Corps (IRC).⁴⁴

⁴⁰ Ibid., p. 34.

⁴¹ TSGLI is not an optional program.

⁴² A list of participating companies is available at <http://www.insurance.va.gov/sgliSite/forms/sgl133ed07-10.pdf>.

⁴³ Members who join the Ready Reserves/National Guard after release from active duty are eligible to continue their SGLI coverage for as long as they remain in the Ready Reserves/National Guard. They are also eligible to convert their active duty SGLI coverage to VGLI coverage.

⁴⁴ Department of Veterans Affairs, *Servicemembers and Veterans Group Life Insurance Handbook*, H-29-98-1, (continued...)

After separation from service, members have 120 days to apply for VGLI without providing evidence of insurability (good health). Members who do not apply for VGLI within 120 days of separation from service have an additional year in which to apply for VGLI. During this additional year members are required to submit the initial premium and provide evidence of insurability (good health) in addition to the application for VGLI. If a member does not apply for VGLI within the one year and 120 days allotted following separation from service, he or she becomes ineligible for coverage under VGLI.

Members who are totally disabled⁴⁵ at the time of separation from active duty and are granted a free two-year extended SGLI coverage period are automatically enrolled in VGLI at the end of the two-year extension period.

VGLI Coverage and Premium Rates

The maximum amount of coverage for VGLI is \$400,000 if the member separated from service after September 1, 2005. If the member separated from service prior to September 1, 2005, his or her maximum coverage is \$250,000 (P.L. 109-80). VGLI coverage is issued in multiples of \$10,000 up to the maximum amount of coverage. However, VGLI coverage may not exceed the amount of SGLI coverage that the member had at the time he or she was released from active duty or the reserves. To be covered under VGLI, members must pay premiums. VGLI premium rates are determined by age and amount of insurance. For example, a member who is age 29 or younger would pay \$32 per month for the maximum \$400,000 coverage, while a member who is age 75 or older would pay \$1,800 per month for the same \$400,000 coverage.⁴⁶ **Table 3** lists monthly premium rates per age group per coverage amount.

(...continued)

Washington, DC, August 2009, p. 47, <http://www.insurance.va.gov/sgliSite/handbook/handbook.pdf>.

⁴⁵ Any impairment of mind or body which continuously renders it impossible for the insured to follow any substantially gainful occupation; the permanent loss or loss of use of both feet, or both hands, or both eyes, or one foot and one hand, or one hand and one eye; the total loss of hearing in both ears; or the organic loss of speech. Veterans having any of the before mentioned disabilities are considered totally disabled regardless of employment. Members having other disabilities are considered totally disabled only when the disability would prevent the member from engaging in substantially gainful employment.

⁴⁶ Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 42, <https://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

Table 3. VGLI Monthly Premium Rates

Age	Amount of Insurance					
	\$400,000	\$300,000	\$200,000	\$100,000	\$50,000	\$10,000
Thru 29	\$32.00	\$24.00	\$16.00	\$8.00	\$4.00	\$0.80
30 thru 34	40.00	30.00	20.00	10.00	5.00	1.00
35 thru 39	52.00	39.00	26.00	13.00	6.50	1.30
40 thru 44	68.00	51.00	34.00	17.00	8.50	1.70
45 thru 49	88.00	66.00	44.00	22.00	11.00	2.20
50 thru 54	144.00	108.00	72.00	36.00	18.00	3.60
55 thru 59	268.00	201.00	134.00	67.00	33.50	6.70
60 thru 64	432.00	324.00	216.00	108.00	54.00	10.80
65 thru 69	600.00	450.00	300.00	150.00	75.00	15.00
70 thru 74	900.00	675.00	450.00	225.00	112.50	22.50
75 & Over	1,800.00	1,350.00	900.00	450.00	225.00	45.00

Source: Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 42, <https://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

VGLI Payment of Premiums

The VGLI program offers various options for paying premiums. Policyholders may choose to pay the premiums on a monthly, quarterly, semi-annual, or annual basis. Discounted premiums are available for some of these options. **Table 4** shows the different payment options available under VGLI and their associated discounts.

Table 4.VGLI Premium Payment Options

Frequency of Premium Payment	Methods of Premium Payment Available	Annual Premium Discount Rate
Monthly	Allotment from military pay	No Discount
	Deduction from VA compensation payments	
	Check	
Quarterly	On-demand deduction from checking account or credit card account	2.50% Discount
	Check	
Semi-annually	On-demand deduction from checking account or credit card account	3.75% Discount
	Check	
Annually	On-demand deduction from checking account or credit card account	5.00% Discount
	Check	

Source: Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 42, <https://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

VGLI Coverage Reduction Schedule

As members age, they incur higher premium rates for insurance coverage, as shown in **Table 5**. To lessen or maintain cost at older ages, members may gradually reduce the amount of their VGLI coverage. VA recommends the following schedule that will allow veterans to maintain level premiums (\$225 per month) while reducing coverage at ages 65 and older:

Table 5.VGLI Coverage Reduction Schedule

Age Group	Coverage Level	Monthly Premium
65-69	\$150,000	\$225
70-74	\$100,000	\$225
75 & over	\$50,000	\$225

Source: Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 43, <https://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

Commercial Conversion Criteria

VGLI policyholders may convert to individual commercial policies at any time with a commercial company that participates in the program without proof of insurability so long as VGLI premiums are paid up to the date of the conversion.⁴⁷ However, once a member converts his or her coverage to a commercial policy he or she may no longer renew his or her VGLI coverage. Veterans that convert to commercial policies are issued standard premium rates regardless of their health, but coverage may not exceed the amount of VGLI coverage that the members had at the time of conversion. Additionally, the conversion policy must be a permanent policy, such as a whole life policy. Other types of policies, such as term, variable life, or universal life insurance, are not allowed as conversion policies. Spouses and children may not be covered under VGLI.

In order to convert a VGLI policy, the veteran must:

- Select a company from the participating companies listing;
- Submit an application to the local sales office of the company selected;
- Obtain a letter from the Office of Servicemembers' Group Life Insurance (OSGLI) verifying coverage; and
- Give a copy of that notice to the agent who takes the application.

Service-Disabled Veterans Insurance Program

During the Korean War, Congress passed the Insurance Act of 1951 (P.L. 82-23) and established the Service-Disabled Veterans Insurance (S-DVI) program, which is administered entirely by the VA. S-DVI was created to meet the insurance needs of certain veterans with service-connected disabilities, many of whom would not be eligible for private life insurance due to their service-connected disabilities.⁴⁸ S-DVI is available as a permanent plan or as a five-year term policy for disabled veterans, and policyholders can apply for up to \$10,000 in coverage. Policies for this insurance are issued with the letters "RH" in front of the policy number. RH insurance is considered nonparticipating, which means that no dividends are paid to policyholders. S-DVI is still being issued to new policyholders, and it is currently the only issue of direct VA life insurance for veterans that is open to new policyholders.⁴⁹ **Table 6** shows basic statistics related to S-DVI, including the current number of veterans covered and the average age of covered veterans.

⁴⁷ A list of participating companies is available at <http://www.insurance.va.gov/sgliSite/forms/sgl133ed07-10.pdf>.

⁴⁸ 38 U.S.C. § 101.

⁴⁹ Barry A. Searle, "VA Service-Disabled Veterans Insurance," *American Legion Bulletin*, Washington, DC, December 3, 2009, p. 1, [http://www.missourilegion.org/30-09%20sdvi%20bulletin%20dec%2009%20\(2\).pdf](http://www.missourilegion.org/30-09%20sdvi%20bulletin%20dec%2009%20(2).pdf).

Table 6. S-DVI Current Coverage Information

Number of veterans with 5-year term policies	59,183
Number of veterans with permanent plan policies	115,718
Total amount of insurance in force	\$2,053,528,077 ^a
Average coverage per veteran	\$11,741
Average age of covered veteran	60.5
Average annual death rate	35.5 per 1,000
Total disbursements FY2009	125,321,271
Percentage of policies on premium waivers	46%

Source: Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 26, <https://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

Note: Veterans may choose either a five-year term policy or a permanent plan policy when applying for S-DVI.

- a. This number includes both S-DVI policies with coverage of \$10,000 and S-DVI policies with coverage of \$30,000 (S-DVI coverage of \$10,000 plus Supplemental S-DVI coverage of \$20,000).

Eligibility Requirements for S-DVI (“RH”)

To be eligible for S-DVI, a veteran must have:

- Been released from military service for reasons other than dishonorable discharge or bad conduct discharge awarded at General Court-Martial;⁵⁰
- Been released from active duty on or after April 25, 1951;
- Been rated for a service-connected disability or disabilities (even if only 0%), but is otherwise in good health; and
- Applied within two years of receiving a rating for a new service-connected disability.⁵¹

Ratings for service-connected disabilities are determined by the severity of the veteran’s disability on a scale from 0% to 100%. 0% is a valid rating and is different from no rating at all. A 0% rating means that a service-connected disability exists, but it is not so disabling that it entitles the veteran to compensation payments. Under S-DVI, all veterans with a service-connected disability are eligible for coverage, no matter the rating. However, the veteran must submit an insurance application within two years from the date that he or she is notified about the disability rating. If the veteran does not apply within that time but service connection is later established for some new condition, the veteran will then have two years from the date of notice of that new condition to apply.

⁵⁰ If the veteran has been released for bad conduct discharge awarded at Special Court-Martial he or she may be eligible if the administering agency determines that, for its purposes, the discharge was not under dishonorable conditions.

⁵¹ Service-connected disabilities are evaluated according to the VA Schedule for Rating Disabilities in Title 38, *Code of Federal Regulations*, Part 4.

S-DVI Premiums and Disability Provisions

Premiums charged for S-DVI coverage are:

- Based on the rates that healthy people would have been charged when the program started in 1951, and based on 1941 mortality tables; and
- Waived for veterans who are totally disabled.

Because the program insures many veterans who have severe disabilities, premium payments are insufficient to pay all claims and are supplemented yearly by congressional appropriations.

Premiums paid for S-DVI coverage increase as policyholders get older. On November 1, 2000, to provide financial relief from high premium rates for veterans at advanced ages, “RH” term premiums were “capped” at the age 70 renewal rate. Therefore, annual premiums for policyholders were “capped” at \$69.73 per \$1,000 of coverage.⁵²

A major issue for “RH” policyholders is that “RH” premiums are much higher than standard commercial rates because they are based on outdated mortality (1941) tables. The following statement was issued by Representative Joe Donnelly, concerning the VA’s current use of 1941 mortality tables to determine S-DVI premium rates:

the current mortality tables are almost 70 years old. Tables now are based on the assumption that disabled vets die at an average age of 58, which is no longer true given today’s record. As life expectancy has significantly improved over the past 60 years, commercial insurance companies have used up-to-date mortality tables. The newest table in general used by the insurance industry has premium rates roughly 50 percent lower than S-DVI rates.⁵³

Because life expectancy has improved since the adoption of the S-DVI program, premiums based on the higher mortality rates of 1941 no longer fulfill congressional intent to provide life insurance to service-connected disabled veterans at standard rates. To address these concerns, it has been recommended that legislation be introduced to lower S-DVI premiums by basing them on the 2001 CSO Mortality Table (the table currently used by the National Association of Insurance Commissioners).

Some S-DVI policyholders are eligible for premium waivers at no extra cost. To be eligible for a premium waiver, an insured person must have a total disability that lasts six months or longer and that starts before age 65. Even if the total disability started before the effective date of the policy, a waiver can still be obtained as long as the total disability is service-connected.

Eligibility Requirements for Supplemental S-DVI (“Supplemental RH”)

The Veterans’ Benefits Act of 1992 (P.L. 102-568) made supplemental coverage accessible to S-DVI policyholders. Veterans who are totally disabled may apply for a waiver of premiums and

⁵² Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 24, <http://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

⁵³ U.S. Congress, House Committee on Veterans’ Affairs, Subcommittee on Disability Assistance and Memorial Affairs, *Legislative Hearing on H.R. 2379, H.R. 2713, H.R. 2774, and H.R. 2968*, 111th Cong., 1st sess., June 24, 2009, Serial No. 111-31 (Washington: GPO, 2010), p. 2.

additional supplemental coverage of up to \$20,000. However, premiums cannot be waived on the additional supplemental coverage. To be eligible for Supplemental RH, policyholders must meet the following eligibility requirements:

- They are eligible for a waiver of premiums on their basic S-DVI policy due to total disability;⁵⁴
- They apply for this coverage within one year from notice of the grant of the waiver; and
- They are under age 65.⁵⁵

In the 17-year period from December 1992 to September 2009, VA approved 36,200 applications for Supplemental RH.⁵⁶

Gratuitous S-DVI (“ARH”)

In 1959, Congress passed legislation to protect veterans who became incompetent due to a service-connected disability while eligible to apply for S-DVI, but who died before filing an application. This program is known as Gratuitous S-DVI (or ARH). Gratuitous S-DVI differs from S-DVI because it is:

- Issued posthumously;⁵⁷
- Payable to a preferred class of a veteran’s relatives; and
- Payable in a lump sum.⁵⁸

Eligibility Requirements for Gratuitous S-DVI

Gratuitous S-DVI is granted posthumously to veterans who:

- Met the basic eligibility requirements for S-DVI;
- Did not apply for S-DVI because of continued mental incompetence due to a service-connected disability; and
- Died before a guardian was appointed or within two years of such appointment.⁵⁹

Applicants must submit their applications for Gratuitous S-DVI payment within two years from the date of the veteran’s death. But if the person making the claim is mentally or legally

⁵⁴ Total disability means the veteran is unable to work on his or her own at any occupation for which he or she is suited by training, education, or experience.

⁵⁵ Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 23, <http://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

⁵⁶ *Ibid.*

⁵⁷ After death.

⁵⁸ Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 24, <http://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

⁵⁹ *Ibid.*, p. 75.

incompetent when the right to apply for the benefit expires, he or she may apply within one year after his or her incompetency ends.

Gratuitous S-DVI lets veterans' families obtain lump-sum payments of \$10,000 after the veterans' deaths as long as the previously mentioned eligibility requirements have been met. Gratuitous S-DVI is only payable as a lump sum and may not be paid as an annuity.

Payment of Gratuitous S-DVI is made to the following family members in the order listed below:

1. To the widow or widower of the insured, if living; if not
2. To the insured's child or children, if living, in equal shares; if not
3. To the insured's parents, if living, in equal shares.⁶⁰

Management and Administration

In 1919, the VA began oversight of all servicemember life insurance programs. The VA issued United States Government Life Insurance to WWI servicemembers (1919-1951), National Service Life Insurance for WWII servicemembers (1940-1951), Veterans' Special Life Insurance for Korean War servicemembers (1951-1956), and Veterans' Reopened Life Insurance for disabled WWII and Korean War servicemembers (1965-1966). All of these life insurance programs are currently closed to new issues. The only three VA life insurance programs that provide benefits to the families of servicemembers and veterans, and that are still allowing new issues of life insurance, are S-DVI, SGLI, and VGLI. Congress passed the Insurance Act of 1951 (P.L. 82-23) and established the S-DVI program. S-DVI was created to meet the insurance needs of certain veterans with service-connected disabilities, many of whom would not be eligible for private life insurance due to their service-connected disabilities. Following S-DVI, in 1965, with the authorization of Congress (as part of establishing SGLI), the VA Administrator purchased group life insurance and selected the Prudential Insurance Company of America to cover its policies. In 1974, VGLI became available to former servicemembers (P.L. 93-289). VGLI provides for the conversion of SGLI after separation from active duty.

In 1965, the Advisory Council on Servicemembers' Group Life Insurance was established.⁶¹ Initially, the Advisory Council is responsible for reviewing the SGLI programs and advising the Secretary of Veterans Affairs on policy matters concerning SGLI. However, in 1974, the Advisory Council became responsible for reviewing the VGLI program as well. The Advisory Council consists of the following six members according to current law:

- the Secretary of the Treasury as chairperson;
- the Secretary of Defense;
- the Secretary of Commerce;
- the Secretary of Health and Human Services;

⁶⁰ Ibid.

⁶¹ 38 U.S.C. § 1974.

- the Secretary of Homeland Security; and
- the Director of the Office of Management and Budget.

The VA Regional Office and Insurance Center (VAROIC) in Philadelphia, PA, supervises the SGLI and VGLI programs. However, the Office of Servicemembers' Group Life Insurance (OSGLI) in Roseland, NJ, a division of Prudential, administers the day-to-day operations of SGLI and VGLI.

How Policy Proceeds are Paid Out: Alliance Account

SGLI and VGLI policyholders may choose to have their benefits paid via Alliance Accounts. The Alliance Account is an interest-bearing retained asset account administered through the Prudential Insurance Company of America that is similar to a checking account. Like a checking account, proceeds are deposited in the beneficiary's name and he or she is given a draft book, which the beneficiary may use to write drafts for any amount up to the full amount of the proceeds. However, unlike checks, drafts may not be used to make purchases at the point of sale. Instead, the beneficiary must write the draft and deposit it into his or her checking account where the money will be transferred from the beneficiary's Alliance Account.⁶² According to the VA, more than 60,000 Alliance Accounts have been opened and successfully managed since 1999.⁶³

Servicemembers may have their SGLI and VGLI proceeds paid either as a lump sum or over a period of 36 months. The pay-out decision can only be made by the member at the time that he or she fills out the Servicemembers' Group Life Insurance Election and Certificate (SGLI 8286) Form. Since 1999, if the member chose to have his or her benefits paid as a lump sum without specifying that the payment be made via a single check, beneficiaries would have automatically received payments via Alliance Accounts. However, in light of recent media coverage condemning this practice as a violation of contractual agreements, Prudential now plans to send beneficiaries of VA life-insurance policies a check when they ask for a lump-sum benefit payment rather than keeping the money in an Alliance Account and mailing a checkbook, unless the policyholder specifically requests an Alliance Account.

Alliance Accounts are not offered under the S-DVI program, which is administered entirely by the VA. S-DVI beneficiaries may receive a lump-sum check payment or monthly payments, as predetermined by the veteran at the time that he or she fills out the application.

Accelerated Benefit Option

SGLI or VGLI policyholders may have access to the death benefits of their policies before they die if they exercise the Accelerated Benefit Option (ABO). This is a one-time benefit, available only if the policyholder is deemed terminally ill. If exercised, the ABO allows the member to receive a lump-sum payment of the insurance subject to the following:

⁶² Beneficiaries cannot deposit additional funds into an Alliance Account.

⁶³ U.S. Department of Veterans Affairs, *Fact Sheet: Servicemembers' Group Life Insurance (SGLI) and Veterans Group Life Insurance (VGLI) Programs and the Alliance Accounts Operated by the Prudential Insurance Company of America*, August 4, 2010, p. 2.

- Terminally ill policyholders will have access of up to 50% of the face amount of their coverage during their lifetime.
- This money will be available in increments of \$5,000.
- The insured must have a medical prognosis of life expectancy of nine months or less.⁶⁴

The S-DVI program does not have an ABO.

Financial Counseling

Since October 1, 1999, the Free Financial Counseling Service (FFCS) has been available to VA insurance program beneficiaries. FFCS is a benefit that provides personalized objective financial counseling to SGLI, VGLI, and Traumatic Servicemembers' Group Life Insurance (TSGLI)⁶⁵ beneficiaries at no additional charge. VA reports that the average participation rate for FFCS is approximately 9%.

FFCS is provided by ComPsych, an outside vendor that offers financial counseling to beneficiaries under the product name FinancialPoint. Prudential contracts with FinancialPoint, and all counseling expenses concerning SGLI beneficiaries are charged to the SGLI program. According to the VA, expense charges for Policy Year 2009 were approximately \$249,000.⁶⁶

Financial counseling is available to beneficiaries under FinancialPoint as long as they have an Alliance Account. Beneficiaries may contact financial advisors to answer financial questions 24 hours a day, seven days a week, by calling FinancialPoint's toll free number or by e-mail.⁶⁷ According to ComPsych, FinancialPoint advisors do not sell any products to beneficiaries and receive no commissions for their services. Beneficiaries may request targeted assistance; for instance, help with estate planning or saving for retirement. Beneficiaries may also request a comprehensive personalized financial plan by submitting a detailed financial questionnaire or having a face-to-face meeting with an advisor.

Policy Issues

Lack of Transparency for SGLI and VGLI Policyholders

The VA agreed in September 2009 to allow Prudential Financial to provide payments of lump-sum benefits through Prudential's Alliance Accounts (a retained asset account) unless the beneficiary elects a single check. These funds were withheld in Alliance Accounts and invested by Prudential Financial for a profit. Recent media coverage has condemned this practice as

⁶⁴ Department of Veterans Affairs, Regional Office and Insurance Center, *VA Life Insurance Programs for Veterans and Servicemembers*, Philadelphia, PA, January 2010, p. 33, <https://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

⁶⁵ The TSGLI program is administered under SGLI program and provides short-term financial assistance to servicemembers who suffer from traumatic injuries.

⁶⁶ July 1, 2008 through June 30, 2009.

⁶⁷ 1-888-243-7351 (SGLI or VGLI) or 1-800-428-3416 (TSGLI) or fcs@FinancialPoint.com

deceptive and a violation of contractual agreements established by the VA. Another concern about Alliance Accounts is that they are not insured by the Federal Deposit Insurance Corporation (FDIC). This may put beneficiaries at risk of losing their benefits in the event that Prudential's financial investments fail. Legislation has been introduced in the 111th Congress concerning this issue. H.R. 5993 and S. 3718 were introduced to ensure that beneficiaries of Servicemembers' Group Life Insurance receive financial counseling and disclosure information regarding life insurance payments, and for other purposes. H.R. 5993 was reported on September 28, 2010 (H.Rept. 111-628).

Due to the recent media coverage, the VA has been proactive, taking action to revamp its claims materials, to create more transparency for SGLI and VGLI beneficiaries, and to require payments of lump-sum benefits through a single check unless the beneficiary elects to use an Alliance Account.⁶⁸ To improve its existing claim forms, the VA plans to add new documents that give beneficiaries the opportunity to choose their payment option, including a lump-sum check, a lump-sum Alliance Account, or 36 monthly installments.⁶⁹ The VA also plans to continue to provide a full explanation of its terms up front and begin highlighting that the Alliance Accounts are not covered by the FDIC.

Prudential has agreed to implement these adjustments, and the department plans to continue to carefully monitor this program to ensure that Servicemembers' and Veterans' beneficiaries are well-protected.⁷⁰

Other actions that the VA is planning to take are:

- Modifications to all SGLI and VGLI related information, including frequently asked questions, website information, and handbooks in order to clearly and completely explain all aspects of the Alliance Account and all options available to the beneficiary;
- Establishing requirements for Prudential to conduct a follow-up contact with beneficiaries whose accounts remain open after six months to confirm the beneficiary understands the terms of the account;
- Clearly designating the source of correspondence by removing the SGLI seal from all checks, forms, and correspondence and replacing it to show that it is from Prudential, with the subtitle of "Office of Servicemembers' Group Life Insurance";
- Begin identifying additional opportunities to encourage beneficiaries to use the free financial counseling service; and
- Improving support to Casualty Assistant Officers and Transition Assistance Program (TAP) Personnel by helping to prepare additional training materials and instruction in coordination with the Department of Defense (DoD).

⁶⁸ Department of Veterans Affairs, "VA Continues to Ensure and Protect Servicemembers', Survivors' Life Insurance Benefits," press release, September 14, 2010, <http://www1.va.gov/opa/pressrel/pressrelease.cfm?id=1956>.

⁶⁹ Under the existing setup, the option to request a check in the mail is not on the claims form.

⁷⁰ Statement by Veterans Affairs Chief of Staff John R. Gingrich, Department of Veterans Affairs, "VA Continues to Ensure and Protect Servicemembers', Survivors' Life Insurance Benefits," press release, September 14, 2010, <http://www1.va.gov/opa/pressrel/pressrelease.cfm?id=1956>.

Coverage Limit for S-DVI

Currently, S-DVI policies are issued for a maximum face value of \$10,000. This amount has not been increased in almost six decades. The \$10,000 maximum coverage was part of the S-DVI program at its inception in 1951.⁷¹ By comparison, \$10,000 in 1951 would be worth nearly \$84,000 in 2010 after adjusting for inflation. Also, policyholders are denied the opportunity to buy additional coverage under the program.⁷²

As of June 24, 2009, less than 4% of veterans who were eligible to participate in the program were insured under S-DVI.⁷³ According to a recent congressionally mandated study, the lowest area of veteran satisfaction was “the maximum amount of S-DVI insurance coverage that veterans were authorized to purchase.”⁷⁴ Some critics say the program falls far short of delivering the protection it was originally designed to provide. For example, Brian E. Lawrence, assistant national legislative director of the Disabled American Veterans, said:

Government life insurance programs have limited basic coverage to \$10,000 since their inception under the War Risk Insurance Act in 1917. Then, they were an excellent benefit. More than 93 percent of military members adopted the maximum coverage of \$10,000 because they knew that in the event of their death, their family members would have the financial resources available to pay for the cost of a home and also to cover the cost of living for a considerable amount of time. For example, Sears, Roebuck and Co. sold prefabricated houses in the early 1900’s. Its 1920 catalogue featured 80 models, ranging in price from \$4,900 to \$6,000. Obviously, \$10,000 went much further in 1917 than it does in 2003.⁷⁵

According to the VA, 46% of the veterans enrolled in the S-DVI program are considered totally disabled and are eligible for a premium waiver for their basic coverage.⁷⁶ Of those who are eligible, only 27% currently have a Supplemental S-DVI policy, which provides an additional \$20,000 in coverage.⁷⁷ This means that about 12% of all S-DVI policyholders have \$30,000 in total coverage, while the remaining 88% of participants have \$10,000 in total coverage. Put in perspective, the Veterans’ Group Life Insurance program offers maximum coverage of \$400,000. Legislation has been introduced in the 111th Congress to change the amounts of coverage for which S-DVI participants are eligible. S. 728, H.R. 2713, and H.R. 1037 as amended by the Senate are examples of legislation that primarily focus on increasing the amount of coverage

⁷¹ U.S. Congress, House Committee on Veterans’ Affairs, Subcommittee on Disability Assistance and Memorial Affairs, *Legislative Hearing on H.R. 2379, H.R. 2713, H.R. 2774, and H.R. 2968*, 111th Cong., 1st sess., June 24, 2009, Serial No. 111-31 (Washington: GPO, 2010), p. 5.

⁷² *Ibid.*, p. 2.

⁷³ U.S. Congress, House Committee on Veterans Affairs, Subcommittee on Disability Assistance and Memorial Affairs, *Legislative Hearing on H.R. 2379, H.R. 2713, H.R. 2774, and H.R. 2968*, 111th Cong., 1st sess., June 24, 2009, Serial No. 111-31 (Washington: GPO, 2009), p. 2.

⁷⁴ Department of Veterans Affairs, *Program Evaluation of Benefits for Survivors of Veterans with Service-Connected Disabilities*.

⁷⁵ U.S. Congress, House Committee on Veterans’ Affairs, Subcommittee on Benefits, *Oversight Hearing on the Department of Veterans Affairs Life Insurance Program*, 108th Cong., 1st sess., September 25, 2003, Serial No. 108-23 (Washington: GPO, 2004), p. 10, <http://veterans.house.gov/hearings/schedule108/sep03/9-25-03/9-25b-03.pdf>.

⁷⁶ Department of Veterans Affairs, *VA Life Insurance Programs for Veterans and Servicemen*, Philadelphia, PA, January 2010, p. 26, <http://www.insurance.va.gov/gli/glihandbook/glibooklet2010.pdf>.

⁷⁷ U.S. Congress, Senate Committee on Veterans’ Affairs, *Veterans Benefits Enhancement Act of 2009*, report to accompany S. 728, 111th Cong., 1st sess., September 2, 2009, S.Rept. 111-71 (Washington: GPO, 2009), p. 3.

available to disabled veterans and replacing the use of the outdated (1941) mortality table when determining the premium amounts for veterans.

Additionally, since coverage for S-DVI is not wholly funded by the premiums paid by policyholders, Congress appropriates funds to subsidize the program. These appropriations are necessary to support veterans who are waived from paying premiums because they are totally disabled from service-connected disabilities. Therefore, if the amount of coverage available to veterans were to increase the appropriation allocated for the S-DVI program would also have to increase in order to avoid facing a short fall. In FY2010, Congress appropriated approximately \$40.1 million for veterans covered under the S-DVI program.

Author Contact Information

Glenn L. Miles II
Analyst in Social Policy
gmiles@crs.loc.gov, 7-0569

Armaad R. Morman
Analyst in Social Policy
amorman@crs.loc.gov, 7-0383