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## The Commonwealth of Massachusetts

#### PRESENTED BY:

### Cheryl A. Coakley-Rivera

*To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:* 

The undersigned legislators and/or citizens respectfully petition for the passage of the accompanying bill:

An Act relative to the competitive determination of workers' compensation insurance rates.

#### PETITION OF:

NAME:	DISTRICT/ADDRESS:
Cheryl A. Coakley-Rivera	10th Hampden

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By Ms. Coakley-Rivera of Springfield, a petition (accompanied by bill, House, No. 1709) of Cheryl A. Coakley-Rivera relative to the competitive determination of workers compensation insurance rates. Labor and Workforce Development.

### [SIMILAR MATTER FILED IN PREVIOUS SESSION SEE D HOUSE , NO. 1408 OF 2011-2012.]

# The Commonwealth of Massachusetts

In the Year Two Thousand Thirteen

An Act relative to the competitive determination of workers' compensation insurance rates.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:* 

SECTION 1. Chapter 152 of the General Laws is hereby amended by striking out section
 53A, as appearing in the 2010 Official Edition, and inserting in place thereof the following
 section:-

4 Section 53A. (a) As used in this section, the following terms shall, unless the context 5 clearly requires otherwise, have the following meanings:-

6 "Commissioner", the commissioner of insurance established under chapter 26

7 "Division", the division of insurance.

8 "Loss cost modifier ("LCM")", shall mean that provision within the rates proposed or 9 approved for any insurer or pool writing workers' compensation and employers' liability 10 insurance, intended to account for such company's or pool's (i) projected expenses, other than 11 allocated loss adjustment expense; (ii) profit and contingency allowance; and (iii) expected 12 difference in loss experience or allocated loss adjustment expense from that of the loss and 13 allocated loss adjustment experience of the industry as a whole. Except for any expense constant 14 component, LCMs shall be expressed as decimals to be applied equally and uniformly to the 15 prospective loss costs approved by the commissioner for use by the filer across all hazard and

16 industry groups. The LCM shall not include any provision to account for assessments collected

17 on behalf of the residual market or to support any trust funds created pursuant to section 65.

18 "Pool", shall mean the reinsurance pool established pursuant to section 65C.

19 "Prospective loss cost", shall mean that portion of a workers' compensation and 20 employers' liability rate that does not include provisions for expenses (other than allocated loss 21 adjustment expenses), profit and contingency, or variations in company loss and allocated loss 22 adjustment expense experience as compared with the experience of the industry as a whole. Such 23 loss costs shall be based on historical aggregate losses and allocated loss adjustment expenses, 24 both reasonably adjusted through development to their ultimate value and projected through 25 trending to a future point in time.

"Rate", shall mean the cost of workers' compensation and employers' liability insurance
per exposure unit, which shall be derived from a prospective loss cost for such exposure adjusted
by a filed LCM.

(b) Any insurance company authorized to transact business in this commonwealth under subclause (b) or (e) of clause Sixth of section 47 of chapter 175 may, except as provided in clause (c) of section 54 of said chapter 175, insure the payment of the compensation provided for by this chapter, and when any such company insures such payment, it shall file with the commissioner, or, if it is a member of or subscriber to a rating organization under section 52C, authorize such rating organization to file with the commissioner on its behalf, its classification of risks and projected loss costs relating thereto.

36 (c)(1) The commissioner shall designate a rating organization, duly qualified under said 37 section 52C, to file with the commissioner proposed loss costs and classifications of risks 38 associated with writing workers' compensation and employers' liability insurance in the 39 commonwealth, for use in both the voluntary market and the pool. Said rating organization shall 40 annually file, on or before November 1 of the year such filing is made, industry-wide 41 classifications of risks, prospective loss costs, and minimum premium determination rules for use 42 throughout the entire market. Prospective loss costs and classifications of risk shall be developed 43 for the entire insured workers' compensation market utilizing loss experience without regard to whether such experience came from the voluntary market or the pool. 44

In any instance in which the most recent aggregated 3 years of calendar-accident year data of the loss- plus-all expense ratios of the top 15 insurers in voluntary and pool market share, with all the companies smaller than the fourteenth largest combined to make the fifteenth "company" in such list, contain any companies whose loss-plus-all expense ratios exceed 150% of the median combined ratio of such companies, the commissioner shall, when considering the appropriateness of filed loss costs at the next prospective loss cost proceeding, exclude the voluntary and residual market premiums, payrolls, losses and allocated loss adjustment expenses of such high-ratio companies. The designated rating organization shall also file all necessary parameters, rating and statistical reporting rules, and forms to be used by any company wishing to write retrospectively rated or large deductible policies. The designated rating organization may also file any desired changes to existing rating plans and other adjustments requested to be applied to the rates and classifications within the voluntary market or pool. Prospective loss costs and any additional requests made within prospective loss cost filings shall be approved by the commissioner only if it is determined after a hearing that their use will not, given reasonable LCMs, produce premiums that are inadequate, excessive, or unfairly discriminatory.

(2) Non-rating organization members making individual company prospective loss cost
filings must utilize only such classifications of risk and rating plans as are consistent with those
filed by the designated rating organization as set forth herein and approved by the commissioner.

(3) Within 30 days after the prospective loss cost filing under this section the
commissioner shall initiate a hearing to ensure that the proposed classifications are reasonable
and equitable and the proposed loss costs fall within a range of reasonableness and are not
excessive, inadequate, or unfairly discriminatory for the risks to which they apply.

Any hearing on projected industry loss costs shall be completed within 45 days of its commencement and a written decision thereon shall be issued within 30 days of the close of such hearing. If, after said hearing, the commissioner disapproves any part of the filing, the reasons for such disapproval shall be specified in the decision which shall also indicate what changes would be necessary to make any refiling approvable. Any projected loss cost filing shall be deemed approved if the commissioner does not commence the hearing within 30 days of receipt of the filing, complete the hearing within 45 days of its commencement, or issue a written decision within 30 days of its completion. The rating organization, non-member company that has made an individual prospective loss cost filing, or other aggrieved party to a proceeding may seek review of the commissioner's decision before the supreme judicial court.

(d) When a filing is not accompanied by the information upon which the insurer supports such filing, and the commissioner does not have sufficient information to determine whether such filing meets the requirements of this section, the commissioner may require such insurer to furnish the information upon which it supports such filing. Any filing may be supported by the experience or judgment of the insurer or rating organization making the filing, the experience of other insurers or rating organizations, and any other factors which the insurer or rating organization deems relevant.

(e)(1) Simultaneous with its annual filing of prospective industry-wide loss costs, the
rating organization designated by the commissioner to administer the pool pursuant to section
65C shall separately file LCMs to be used in the pool as of the effective date of such new loss
costs. Such LCMs shall be approved as adequate, not-excessive and not unfairly discriminatory
if and only if they reflect the following factors: (i) a loss and allocated loss adjustment expense

89 multiplier of 1.0; (ii) a multiplier reflecting a reasonable estimate of the general and unallocated 90 loss adjustment expenses in the overall workers' compensation market; (iii) any appropriate loss and expense constants; (iv) a reasonable profit- and-contingency multiplier; and (v) such tables 91 92 and parameters as are necessary for member companies to write retrospectively rated or 93 deductible policies. In reviewing the appropriateness of the rating organization's filed multipliers 94 for expense and for profit and contingency, the commissioner shall be guided by a review of the 95 most recent company LCM filings and shall endeavor to place such pool components within the 96 voluntary market range. The pool profit and contingency component shall reflect any data that 97 indicates that the risk of covering randomly assigned exposures may be slightly higher than that 98 of covering similar risks freely chosen by an insurer as well as any changes in the economic and company expense environments since the voluntary market LCMs reviewed were last placed on 99 100 file. The commissioner may find a pool profit and contingency multiplier unreasonable if such multiplier is deemed likely to contribute to the creation or sustainability of a pool size that 101 102 reflects unhealthy market conditions. Each industry-wide loss cost filing and pool LCM filing 103 shall, if not disapproved, be effective as of July 1 following completion of the hearing on 104 prospective loss costs. Decisions disapproving pool LCMs shall indicate what changes are 105 deemed necessary to make such LCMs acceptable to the division.

106 (2) Except as provided below with respect to filings already on file that continue to be in 107 compliance with this section, each company that is a member of the bureau duly designated by 108 the commissioner to make such filings shall, subsequent to the annual approval of an industry-109 wide prospective loss cost filing and the placing on file of a pool LCM, submit to the division of insurance an LCM filing upon which it desires its rates to be based. Individual companies not 110 belonging to said rating bureau must also make separate filings of their LCMs subsequent to 111 112 approval of their estimate of prospective company loss costs. In making individual company loss cost and LCM filings, due consideration shall be given by an insurer to its past and prospective 113 114 loss and allocated loss adjustment expense experience within and outside the commonwealth, to catastrophe hazards, if any, to a reasonable margin for underwriting profit and contingencies, to 115 past and prospective expense both countrywide and those specially applicable to the 116 117 commonwealth, and to all other relevant factors within and outside the commonwealth, including the experience or judgment of the insurer. (3) In addition to its final proposed modifier, each 118 119 insurer's LCM filing shall set forth the following components of such modifier:

(i) A multiplier which shall reflect the filer's estimate of its loss and allocated loss
adjustment expenses. Each such factor to be applied to the industry loss and allocated loss
adjustment expense costs approved by the commissioner shall be at least .75, but no greater than
1.25. The commissioner may approve a filing that includes different multipliers for different
industrial classes under this paragraph but only if such differential multipliers are actuarially
supported by the filer and are not violative of subsection (f).

(ii) A multiplier which shall reflect the filer's estimate of its general and unallocated lossadjustment expense costs. Such factor to be applied to the industry loss and allocated loss

adjustment expense costs approved by the commissioner shall not be lower than 0.33 or higherthan 0.50.

(iii) A multiplier which shall reflect the filer's estimate of its profit and contingency
requirements. Such factor to be applied to the industry loss and allocated loss adjustment
expense costs approved by the commissioner shall be no less than the result of subtracting 1.025
from the average of 1.0 and the workers' compensation discount factor applicable to the earliest
tax year shown for countrywide flows on the most recent IRS publication regarding discount
factors for unpaid losses under Section 846, or any corresponding successor section of the
Internal Revenue Code, and shall be no greater than one thousand basis points (0.001) higher
than said result.

(iv) Any expense or loss constants the filer proposes to charge provided that no such
constants shall exceed those currently approved for use in the pool at the time of the company
LCM filing. The factor to be multiplied by the approved loss and allocated loss adjustment
expense cost by class shall be the sum of the multipliers described above in (i), (ii), and (iii). The
final company modifier shall also include any constants described in (iv).

143 (4) Both the pool and individual company insurers' final rates shall be determined by 144 applying filed loss cost modifiers to the most recently approved loss and allocated loss 145 adjustment expense costs for the industry as a whole. Rating plans for retrospectively rated or 146 deductible policies written by an insurer shall be consistent with and derivable from parameters approved in the industry-wide loss cost filing. Companies shall use the rates, rules, or amounts 147 approved for the pool for minimum premium determinations and for per capita and other non-148 149 payroll based class rates. The classification and experience rating systems approved for the industry as a whole, in accordance with this section, shall be adopted by every insurer without 150 151 modification.

152 (5) Except where company solvency or continuation is an issue, or where there has been a change in the law affecting company costs, individual company LCM filings shall be effective 153 no earlier than 30 days following their receipt by the division of insurance. No pool or individual 154 155 company filed LCM shall become effective if, within 21 days of its receipt by the division, the 156 state rating bureau asserts in writing to the filing company or bureau and the commissioner that there are one or more defects in the form or manner of any such filing, explaining the nature of 157 such alleged defects and recommending an acceptable manner of their removal. In such instances 158 the company or pool may not use its filed LCM and may either revise its filing in the manner 159 160 recommended by the state rating bureau or request a hearing to review the prohibition of its use. The state rating bureau shall disapprove an individual company's LCMs as defective only for the 161 162 following reasons: (i) such filing contains one or more LCM components that are violative of 163 this section; (ii) such filing would tend to impair or threaten the solvency of the filer; (iii) such filing would likely create a monopoly in the market; or (iv) such filing is expected to produce 164 165 one or more rates, classifications or premiums that are in any respect unfairly discriminatory. If

166 the company or the pool chooses to revise the filing based on the state rating bureau's objections,

- 167 the earliest date upon which the filing may be used, if no earlier date is agreed upon by the
- 168 company and the division, shall be 65 days from the division's receipt of the original filing.

169 The commissioner shall commence any hearing pursuant to this subsection within 21

170 days of the division's receipt of the filer's request for a review of the state rating bureau's written 171 reasons for disapproval of the filing. In the case of an individual company filing, the

172 commissioner shall, by written decision, disapprove the filed LCM after the hearing if, and only

173 if, it is found that the filed LCM contains one or more of the substantive or formal failures set

174 forth in the disapproval by the state rating bureau.

Decisions on LCM hearings shall be issued no later than 21 days following commencement of such hearings. In any instance in which either the hearing is not commenced within 21 days of receipt of the filer's request or the decision is not issued within 21 days of the hearing's commencement, the LCM filing shall be deemed approved and become effective no sooner than 65 days from the division's receipt of the company's request for a hearing or the effective date proposed by such company, whichever is the later date.

181 (6) Whenever the commissioner disapproves an individual company LCM filing in 182 accordance with this section, the commissioner may, by sole discretion, authorize the insurer to 183 use either that LCM in effect for such entity prior to the disapproved filing or that LCM most 184 recently placed on file for the pool. Effective LCMs, whether placed on file by the division as 185 submitted or authorized for use by the commissioner pursuant to a hearing as set forth above, 186 shall remain in effect at least until July 1 of the following year. Companies need not refile and 187 may continue to use any effective LCMs subsequent to approved changes in prospective loss 188 costs when all the components of such LCMs continue to comply with every provision of this 189 section. The commissioner may at any time after any company's LCM has been in effect for a 190 year, require such company to file a new LCM, indicating what changes are deemed to be 191 required to make such LCM comply with this section.

(7) Both the pool and individual insurers shall have the right to appeal any decision of the
commissioner regarding LCMs pursuant to section 14 of chapter 30A, except that all such
appeals shall be filed with the Supreme Judicial Court.

(f) Insurers' LCM filings shall be in such form and manner as will enable the
commissioner to ensure that all filed LCM components are within the constraints provided by
subsection (e) and to determine both the filer's basis for its proposed LCM and the premiums
such insurer would charge its insureds if such filing were to be approved. When any filing is not
accompanied by the information upon which the insurer supports such filing, or the
commissioner does not have sufficient information to determine whether such filing meets the
requirements of this section, she may require the filer to furnish the information upon which it

203 Each company group having more than one company writing workers' compensation

- 204 insurance within the commonwealth shall make a single filing containing all the LCMs such
- 205 group proposes to employ within its entire group, and its filing shall provide objective and not
- 206 unlawfully discriminatory criteria for placing risks in particular companies within such group.
- 207 For purposes of this section, a company group's LCMs shall be considered unfairly
- 208 discriminatory if (i) they include 1 or more LCMs that are deemed to violate any anti-
- 209 discrimination statute; (ii) they include one or more LCMs that could produce rates that are not
- 210 uniform within any classification of risk written within any company; or (iii) they could produce
- 211 disparate rates within the same industrial classification as between 2 or more companies within
- 212 the same company group, and such differences are not entirely a function of objective and not 213 unlawfully discriminatory criteria filed along with such group's LCMs. Nothing in this paragraph
- 213 that while a shall be construed to prohibit companies from utilizing policyholder dividend plans that return
- 215 diverse dividends within any class at the close of a policy period based on company or individual
- 216 risk performance; provided, however, that no specified dividend amounts may be promised or
- 217 paid to policyholders in advance of annual declarations.

The commissioner may promulgate rules or regulations as deemed necessary to carry out the provisions of this section.

(g) Where a claim against an insured that has affected the insured's experience rating has
been found non-compensable, or where an insurer recovers previously paid workers'
compensation benefits from a negligent third party, or where an insurer has been reimbursed by
the insured or the Workers' Compensation Trust Fund for payments made pursuant to subsection
2 of section 65, the insurer shall submit a revised statistical unit report to the appropriate rating
bureau within 65 days of such finding, recovery or reimbursement.

(h) The commissioner shall, by the use of experience rating credits, the institution of a
 payroll cap on premium computation, or other method, provide for equitable distribution of
 premiums among employers paying higher than average wages and those paying lower than
 average wages.

230 (i) The advisory council established pursuant to section 15 of chapter 23E may request 231 loss data from any insurance company or rating organization. Any insurance company or rating organization that is the recipient of such a request may, if it believes that the request is unduly 232 233 burdensome or unreasonable, file a motion to be heard by the commissioner concerning whether 234 all or part of the request requires response. The commissioner may, if the commissioner finds the 235 request is unduly burdensome or unreasonable, deny the request in whole or in part. At any 236 prospective loss cost or pool LCM hearing conducted pursuant to this section, the advisory 237 council may present a written statement and oral testimony relating to any issues that may arise 238 during the course of such hearing. Said advisory council may not cross-examine witnesses

239 produced by other parties or appeal any decision of the commissioner.

240 (i)(1) The commissioner shall make a finding on the basis of information submitted in any prospective loss cost filing made pursuant to this section that the insurer or insurers employ 241 cost control programs and techniques acceptable to the commissioner which have had or are 242 expected to have a substantial impact on fraudulent claim costs, unnecessary health care costs, 243 244 and any other unreasonable loss costs, as well as on the efficient and adequate collection of the 245 appropriate premium charges owed the insurer or insurers. If the commissioner does not find such cost control programs and techniques, the commissioner may disapprove such filing. The 246 commissioner shall also have authority to make findings, after a hearing on any prospective loss 247 248 cost filing made pursuant to this section, that the proposed loss costs are excessive due to the 249 failure of the insurer or insurers to utilize adequate programs to control loss costs or to collect the appropriate premium charges. If the commissioner so finds, the commissioner shall disapprove 250 251 such a filing or, in the alternative, shall limit in any manner determined to be appropriate the 252 amount of any adjustment in premium charges based upon changes in loss costs and premium 253 collections. The commissioner may issue regulations designed to further achievement by insurers 254 of adequate controls on loss costs and of adequate collection of the appropriate premium charges owed to the insurers. 255

256 (2) The commissioner shall promulgate rules and statistical plans, which may be 257 modified from time to time and which shall be used thereafter by each insurer in the recording and reporting of its loss and expense experience, in order that the experience of all insurers may 258 259 be made available, at least annually, in such form and detail as may be necessary to aid the 260 commissioner in the performance of the commissioner's duties. In promulgating such rules and 261 plans, the commissioner shall give due consideration to the rating systems on file with the division and to the rules and to the form of the plans used for statistical reporting in other states. 262 263 The commissioner may designate one or more rating organizations or other agencies to assist in gathering such experience and making compilations thereof. 264

Such compilations shall be made available, subject to rules promulgated by the commissioner, to insurers and rating organizations. Any such statistical agent appointed by the commissioner pursuant to this section to assist in the gathering, compilation and dissemination of statistical data shall be authorized to assess reporting companies for the reasonable costs of such services, as approved by the commissioner.

270 Every statistical agent and rating organization designated by the commissioner and every insurer that is not a member of any such rating organization shall share the information and 271 experience necessary for the calculation of experience modifications and other derivable 272 elements from approved rating plans with every other non-member insurer, approved statistical 273 274 agent, and rating organization requiring such information and experience in order to estimate loss costs or LCMs for its own insureds or those of its members or subscribers. Any statistical plan 275 276 promulgated by the commissioner pursuant to this section may include provisions for reasonable fines or other penalties for late or inaccurate reporting, and shall provide for a process by which 277 278 insurers may appeal any such penalties. Failure to cooperate with the commissioner's statistical

agent or to pay any penalties levied pursuant to this section may subject insurers to suspension,

- 280 revocation, or other limitation of the right to offer insurance in the commonwealth, subject to the
- 281 provisions of section 4 of chapter 175.

282 SECTION 2. Subsection (5) of section 65 of chapter 152 of the General Laws, as
283 appearing in the 2010 Official Edition, is hereby amended by adding the following paragraph:-

284 For purposes of making assessments pursuant to this section, each company's standard premium shall be put at pool level. "Standard premium" as used in this section, and as it is used 285 286 as a basis for the equitable distribution of losses or other costs associated with the assigned risk pool under section 65C, shall be as defined by the Massachusetts workers' compensation 287 statistical plan, approved by the commissioner; provided, however, that any such definition shall 288 289 require that standard premium shall be subsequent to the application of experience modification 290 and any credits applied under the Massachusetts construction credit program, but shall be prior to 291 the application of any large deductible credits or all risk adjustment program charges.

SECTION 3. Section 65A of chapter 152 of the General Laws, as appearing in the 2010
 Official Edition, is hereby amended by striking out the first two sentences and inserting in place
 thereof the following:-

Any employer whose application for voluntary workers' compensation insurance is rejected or not accepted by at least 2 company groups within 5 days may make application to the duly appointed assigned risk pool administrator for admission to the pool. In order for such an employer to be eligible for such admission, the employer shall have complied substantially with this section, as well as with all laws, orders, rules and regulations in force and effect relating to the welfare, health and safety of his employees and shall not be in default of payment of any premium for workers' compensation insurance.

302 Upon receipt of a completed application accompanied by evidence of the company group 303 declinations of coverage referenced above from an employer otherwise meeting the requirements of this section, said administrator shall designate an insurer who shall forthwith, upon receipt of 304 payment for the premium therefor, issue to such employer a guaranteed cost policy of insurance 305 306 at rates calculated in the manner set forth in section 53A to provide all compensation required by this chapter. Nothing in this chapter shall be construed to require any employer written through 307 308 the pool to accept a voluntary offer of coverage at a cost in excess of the cost of continued or 309 renewed residual market coverage or to require the pool to non- renew any pool risk that has 310 received a voluntary offer at premiums that are either higher than those in the pool or that require 311 the payment of premiums or loss-reimbursements that may be affected by losses occurring 312 during the same policy period for which coverage is being offered. The commissioner may order occasional mandatory non-renewals of policies written through the pool, require new pool 313 applicants to provide affirmations or other evidence of their inability to obtain voluntary market 314 315 coverage, or undertake other such depopulation initiatives deemed to be appropriate. To assist

316 both new businesses seeking coverage in the voluntary market and currently insured employers

317 seeking the lowest premiums available, the division shall annually post on its website the

318 percentage differences between the pool rates and the rates at which workers' compensation is

319 being sold pursuant to the most recently filed individual company LCMs.

320 SECTION 4. In August of any year in which either the Herfindahl-Hirschman Index of 321 market concentration for the Massachusetts workers' compensation market rose above 1,500 322 during the prior year, or the commissioner, for any other reasons, believes either that competition may have been insufficient to protect consumer interests or may have been conducted in a 323 324 manner that was either detrimental to a healthy competitive market or to quality workers' 325 compensation insurance products being widely offered in a non-discriminatory manner at 326 reasonable prices, may hold a hearing on the state of competition in the workers' compensation 327 market. If the primary reason for the commissioner's belief that the workers' compensation 328 market is insufficiently competitive is a function of either (i) the residual market pool's 329 contribution to the Herfindahl-Hirschman Index of more than 30% or (ii) a significant change in 330 the residual market load borne by voluntary market carriers, the commissioner may make an 331 adjustment to the pool profit and contingency multiplier at the next loss cost proceeding without 332 holding a hearing on the state of competition in the workers' compensation market. 333 Decisions on any market competition hearing held pursuant to this section shall be issued

no later than September 15th of the year in which such hearing is held. If the commissioner 334 finds, based on clear and convincing evidence produced at such hearing, that competition as 335 336 allowed by this section has not sufficiently protected either broad consumer or industry interests 337 during the prior year and administered pricing would better serve such interests, the 338 commissioner shall order the rating bureau designated to file industry loss costs under this 339 section to instead file overall rates on behalf of the entire industry on each of the next 2 filing 340 dates. In such instances, all companies shall be required to utilize only approved industry-wide 341 rates during each of the next 2 rate years. The hearings on such bureau rate filings shall be 342 conducted within the same time frames as those set forth in this chapter for prospective loss cost 343 filings.

After such 2 year period, prices shall again be determined through the use of prospective loss cost filings and residual market and company LCMs as set forth herein. Market competition hearings under this section shall not be held during any year following the issuance of an industry-wide rate approval.

348 SECTION 5. This act shall take effect 90 days after enactment. Rates and classifications 349 in effect prior to that date shall remain in effect thereafter until new rates and classifications 350 become effective pursuant to the provisions of this act.