

Actuarial Committee

Meeting Minutes

Date	Time	Location	Staff Contact
August 1, 2019	9:45 AM	WCIRB California 1221 Broadway, Suite 900 Oakland, CA	David M. Bellusci
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Zurich North America
Farmers Insurance Group of Companies
Berkshire Hathaway Homestate Companies
Liberty Mutual Group
Public Members of Governing Committee
State Compensation Insurance Fund
AmTrust
Travelers
Employers Insurance Group

California Department of Insurance

Giovanni Muzzarelli*

WCIRB

Bill Mudge
David Bellusci
Laura Carstensen
Tony Milano
Julia Zhang

* Participated via teleconference

The meeting of the Actuarial Committee was called to order at 9:45 AM following a reminder of applicable antitrust restrictions with Executive Vice President and Chief Actuary David Bellusci presiding.

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Approval of Minutes

The Minutes of the meeting held on June 14, 2019 were distributed to the Committee members in advance of the meeting for review. As there were no corrections to the Minutes, a motion was made, seconded and unanimously approved to adopt the Minutes as written.

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Item AC17-12-02

Legislative Cost Monitoring

The Committee was reminded that it had reviewed an initial analysis of the estimated overall impact of Senate Bill No. 863 (SB 863) on indemnity cost levels at the March 18, 2019 meeting and recommended that staff refine the estimates by reviewing recent changes in temporary disability (TD) duration and average permanent disability (PD) rating. Staff presented information from WCIRB PD claim survey data that suggested TD duration declined by an additional 5% following the implementation of SB 863. Staff also presented information from WCIRB unit statistical data that suggested a decline in average PD rating generally consistent with the declines in TD duration. As a result, staff recommended an adjustment to the indemnity on-level factors for the impact of SB 863 totaling -4.5%, which is based on the estimated decreases in TD and PD costs compared to all indemnity costs. Since the reductions in TD and PD costs appeared to have generally occurred steadily over the 2012 through 2015 accident year period, staff recommended distributing the -4.5% uniformly over 2012 through 2015 for on-leveling purposes. After a discussion, the consensus of the Committee was that this adjustment to indemnity on-level factors was appropriate.

Staff next presented an update on the impact of the provisions of Senate Bill No. 1160 (SB 1160) related to utilization review (UR) based on medical transaction information through December 31, 2018. The Committee was reminded that it had reviewed staff's six-month preliminary evaluation of the impact of the SB 1160 provisions related to UR on medical service utilization and costs at the December 5, 2018 meeting, and recommended examining the cost level and service utilization after the first 30 days of the date of injury in addition to that in the first 30 days. Staff presented the updated analysis and noted the following:

- Similar to the six-month review, the updated review shows indications of increased utilization of physical therapy (12%) in the first 30 days of the injury date in 2018, suggesting there was an impact of the SB 1160 UR provisions. Physical therapy services were also provided earlier; the median time to the first physical therapy decreased by 17% (or 2 days) in 2018 as compared to 2017.
- After the first 30 days, there was no indication of an increased number of transactions for physical therapy throughout 2018 compared to prior years. On the contrary, physical therapy was used less after the first 30 days in 2018. Similar patterns were observed during 1 month, 3 months and 6 months after the first 30 days. However, despite fewer transactions, the cost of physical therapy was up significantly in 2018 compared to 2017.
- The average medical cost containment program (MCCP) cost per claim (used as a proxy for UR costs) at 15 months increased significantly (8%) in 2018 compared to 2017 instead of decreasing as projected. Given that UR costs are only part of the total MCCP cost, it is not immediately clear if UR costs also increased in 2018 or if other components of MCCP costs contributed to the increase.

Given this information, staff recommended continuing to apply the modest on-level adjustment (0.3%) to medical, and not applying any on-level adjustments from SB 1160 UR-related provisions. After a discussion, the consensus of the Committee was that applying this modest on-level adjustment to medical was appropriate.

Staff then presented an update on the impact of the drug formulary based on medical transaction information through December 31, 2018. The Committee was reminded that the drug formulary was estimated to result in an overall 0.5% reduction in the total losses and loss adjustment expenses in the

July 1, 2018 Pure Premium Rate Filing based primarily on a projected 10% reduction in pharmaceutical costs resulting from reduced use of opioids, compounds, physician dispensed drugs and brand name drugs with generic alternatives. The updated evaluation presented was based on the pharmaceutical transactions in the first year of implementation of the formulary (2018). Staff noted the following:

- The prescriptions of drugs not subject to prospective UR in accordance with the formulary increased by 43% compared to the pre-2018 level, while the prescriptions of drugs subject to UR declined by 18%. The changing mix of the prescription drugs indicates a shift toward prescribing drugs not subject to prospective UR, potentially reducing UR requests and resulting in lower drug costs.
- The use of opioids, compounds, physician dispensed drugs and brand name drugs with generic alternatives dropped sharply in 2018. While a number of these pharmaceutical components had been declining prior to the implementation of the formulary, the decline accelerated during 2018, suggestive of the effect of the drug formulary.
- Total pharmaceutical payments per claim decreased by 32% in 2018. Although pharmaceutical payments per claim had been decreasing sharply prior to the implementation of the drug formulary, the decrease in 2018 was greater than in recent prior years.

Staff recommended continuing to apply an on-level adjustment to medical based on a 10% reduction in pharmaceutical costs resulting from implementation of the drug formulary, and not applying any on-level adjustments to reflect reductions in UR costs (since MCCP costs increased rather than decreased in 2018). After a discussion, the consensus of the Committee was that this adjustment to medical on-level factors was appropriate.

Item AC19-06-01 3/31/2019 Experience – Review of Methodologies

The Agenda included an updated analysis of March 31, 2019 experience, which was first reviewed by the Committee at the June 14, 2019 meeting. The Committee was advised that the increase in the projected loss ratio included in the Agenda from that reviewed at the June 14, 2019 meeting was primarily attributable to the updates to the medical loss development methodology to reflect recent declines in pharmaceutical costs adopted by the Committee at the June 14, 2019 meeting.

The Committee reviewed loss development and noted that the paid and incurred loss development patterns reflected in the Agenda were consistent with those reviewed at the June 14, 2019 meeting. It was noted that the projected ultimate loss ratios based on March 31, 2019 experience are only slightly lower than those based on December 31, 2018 experience. It was also noted that this quarterly decrease is significantly lower in magnitude compared to the same period one year ago. The Committee also noted that indemnity claim settlement rates continue to accelerate for the 2017 and prior accident years.

The Committee reviewed the loss development projections, including the alternative loss development projections included in the Agenda (Item AC19-08-03). It was noted that the projections based on unadjusted incurred development continue to be significantly lower than the projections based on unadjusted paid development but the paid loss development projections with staff's recommended adjustments are approximately in the middle of the unadjusted methods. It was noted that incurred loss development has typically been more volatile and cyclical than paid loss development, has greater differential among insurers, and is difficult to adjust for reforms and other changes distorting loss development patterns. As a result, staff recommended continuing to base the loss development projection primarily on paid development. It was also noted that claim settlement rates continue to increase and the adjustment for changes in claim settlement rates improved the accuracy of the projection in prior periods of significant settlement rate change. Finally, staff suggested that the adjustments for the lien reforms of Senate Bill No. 1160 (SB 1160) and Assembly Bill No. 1244 (AB 1244) and recent pharmaceutical cost declines applied to paid medical development appear to continue to be appropriate.

After a discussion, a motion was made and seconded to recommend basing the projected policy year 2020 indemnity loss ratio on the latest year paid loss development methodology adjusted for changes in claim settlement rates. The motion passed unanimously. A second motion was made and seconded to recommend basing the projected policy year 2020 medical loss ratio on the latest year paid loss development methodology adjusted for SB 1160 and AB 1244, recent pharmaceutical cost declines and changes in claim settlement rates. The motion passed with seven in favor, one opposed and one abstention. The actuary representing the Public Members of the Governing Committee who opposed the motion believed averaging the projection based on the methodology recommended by the majority of the Committee members with the projection based on three-year average incurred medical loss development adjusted for changes in case reserve levels was appropriate. The Committee member abstaining from the motion agreed with the general medical loss development approach recommended by the majority of the Committee members, but expressed concern with the loss development tail factor that is based on incurred development (see Minutes for Item AC19-08-05).

The Committee was reminded that the on-level factors for indemnity included in the Agenda reflected updates for the impact of wage inflation on indemnity benefits which was based on the Committee's review of this approach at the March 18, 2019 meeting. The Committee was also advised that the medical on-level factors reflecting the decrease in medical utilization for Senate Bill No. 863 (SB 863) were updated to exclude the proportion related to pharmaceutical cost declines that are reflected in the adjustments to paid medical loss development. Staff advised the Committee that the process to estimate this impact was based on a review of recent pharmaceutical cost decreases in California compared to nationwide trends and resulted in excluding 4% of the decrease reflected in the January 1, 2019 Pure

Premium Rate Filing from the medical on-level factors (distributed across accident years 2011 through 2015). The consensus of the Committee was that these updates to the on-level factors were appropriate.

The Committee was advised that subsequent to the release of the Agenda, the WCIRB received corrections to the UCLA forecast wage growth used in the premium and indemnity on-level adjustments. In addition, due to an anomaly in the updated UCLA wage change for 2019, staff recommended basing the 2019 wage forecast reflected in the on-level adjustments solely on the California Department of Finance forecast. Staff noted that the impact of these changes on the projection were minimal.

The Committee next discussed the frequency projections reflected in the Agenda. It was noted that the modest declines projected by the frequency model forecasts were comparable to recent changes in indemnity claim frequency.

The Committee next discussed the severity trend projections. The Committee noted that on-level indemnity severities increased by 3% in 2018 after decreasing in each of the prior eight years, even after adjusting for the impact of SB 863 in overall indemnity costs (see Minutes for Item AC17-12-02). For on-level medical severities, it was noted that the 4% increase estimated for 2018 is higher than any of the prior 8 years. It was also noted that projections of severity at 15 months have lowered in recent years as the year matures, significantly moderating indicated severity increases, but other diagnostics suggest that the recent loss development declines are moderating. The Committee noted that medical severity growth has historically been significant following periods of reform, and the majority of medical payments on 2020 policies will be paid in 2023 and later. The Committee also noted that annual medical severity growth in NCCI states and for the medical Consumer Price Index has been modest over the last several years and the average of the 2017 and 2018 changes in other systems is consistent with the average for California.

The Committee reviewed the alternative trend projections included in the Agenda (Item AC19-08-03). It was noted that the projections based on short-term or long-term combined loss ratio trends were generally consistent with those based on separate frequency and severity projections for the comparable period. A motion was made and seconded to base the policy year 2020 trending projection on the frequency trends reflected in the Agenda. The motion passed with seven in favor, one opposed and one abstention. The actuary representing the Public Members of the Governing Committee who opposed the motion believed a combined loss ratio trend based on recent changes in on-level loss ratios applied to the latest two years was more appropriate than the separate frequency and severity trend projections given that frequency and severity are not entirely independent. The Committee member abstaining from the motion expressed concern with the declines projected by the frequency model given recent indemnity claim frequencies.

The Committee discussed the appropriate trending methodology to project the policy year 2020 loss ratio. For medical, the consensus of the Committee was that the 2.5% on-level medical severity trend reflected in the Agenda continues to balance the recent modest medical severity trends with the potential for significant growth in later calendar years and average medical severity growth in other systems. A motion was made and seconded to recommend basing the projected policy year 2020 medical loss ratio on the severity trending methodology reflected in the Agenda. The motion passed with eight in favor and one opposed. As with the frequency projection, the actuary representing the Public Members of the Governing Committee who opposed the motion continues to believe a combined loss ratio short-term trending approach is preferable.

The Committee discussed the indemnity trend projection. Some Committee members believed the -0.5% indemnity severity trend reflected in the Agenda balances the indicated 2018 increase with the recent period of sustained decline in on-level indemnity severities. Other Committee members recommended a flat indemnity severity trend given that a large part of the recent decrease is likely related to reforms and economic conditions and a flat trend is more indicative of a turning point in on-level indemnity severities.

A motion was made and seconded to recommend a -0.5% indemnity severity trend, which failed with four in favor and five opposed. A second motion was made and seconded to recommend a 0% indemnity severity trend, which also failed with four in favor and five opposed. After further discussion, the earlier motion was remade and seconded to recommend a -0.5% indemnity severity trend, which passed with seven in favor and two opposed. As with the frequency and medical severity projections, the actuary representing the Public Members of the Governing Committee who opposed the motion continues to believe a combined loss ratio short-term trending approach is preferable. The other Committee member opposing the motion believed a slightly higher indemnity severity trend was appropriate given how the accident year 2018 indemnity severity was emerging. The Committee was advised that the Governing Committee would be apprised on the differences of opinion regarding the indemnity severity trend projection as well as other differences.

Item AC19-08-01 Third Quarter 2019 Review of Diagnostics

The Agenda included the WCIRB's standard set of diagnostics that are reviewed by the Actuarial Committee and Claims Working Group (CWG) on a semi-annual basis. Among the diagnostics discussed by the Committee were the following:

1. Claim settlement rates continue to increase for both permanent partial disability and temporary disability only claims. The Committee was advised that the CWG suggested that factors driving this acceleration include: (a) a reduction in the number of liens filed as outstanding liens often result in claims remaining open, (b) a shift in claims handling by both insurers and applicant's attorneys with an increased focus on settling claims, (c) continued reductions in opioid use and (d) a general speed-up at Workers' Compensation Appeals Board (WCAB) offices with emphasis on moving claims more quickly through the process and fewer hearings needed for liens. It was noted that the CWG also indicated that these trends are impacting both cumulative trauma (CT) claims and non-CT claims.
2. The median and mean duration of temporary disability on permanent disability claims peaked during 2008 and has continually decreased since that time. The Committee noted that the peak corresponds with the height of the Great Recession. The Committee was advised that the CWG suggested that with the current tight labor market there is increased emphasis by employers on getting injured workers back to work.
3. Retrospective evaluations of the performance of alternative loss development methodologies indicate that paid development methodologies generally continue to outperform the other methods reviewed. Staff noted that the evaluations show that claim settlement adjustments are improving the accuracy of the paid projections.
4. Lien filings continue to decrease since the enactment of Senate Bill No. 1160 (SB 1160) and Assembly Bill No. 1244 (AB 1244) effective in 2017. It was noted that a CWG member noted that the number of lien filings may continue to decrease as fewer physicians appear to be willing to provide out-of-network treatment on a lien basis, particularly with respect to surgeries.
5. WCIRB survey data shows that the rate of claims involving Medicare set-asides (MSAs) may be decreasing. The Committee was advised that the CWG noted that there appears to be a growing trend by which insurers are establishing MSAs but not submitting them to Medicare for approval. Staff agreed to review its survey question related to MSAs to be sure that information is being reported both on claims involving MSAs being submitted to Medicare and those that are not.
6. Average severity measures for accident year 2018 are consistently well above those for 2017. The Committee also noted that the pattern of increasing medical incremental paid severity amounts that was noted earlier this year continued in the first quarter data. Given this and other indicators, staff suggested that early measures of medical severity growth for accident year 2018 may not moderate as the year matures to the same extent as have prior year estimates.
7. Average permanent disability ratings continue to decline. Staff noted that the recent WCAB Decision in Kris Wilson v. Cal Fire & State Fund (Wilson) could impact future ratings. The Committee was advised that the CWG was concerned that this broad interpretation of the "catastrophe" exception to the Senate Bill No. 863 (SB 863) elimination of permanent disability add-ons for psychiatric conditions could erode much of the SB 863 savings related to this provision. Staff suggested that the WCIRB's estimated overall cost savings of about 0.5%

resulting from these SB 863 provisions could be an upper limit estimate of the potential impact of Wilson assuming that permanent disability add-ons for psychiatric injuries were to return to the pre-SB 863 level. It was also noted that there could also be an impact on allocated loss adjustment expenses.

Item AC19-08-02

1/1/2020 Filing – Loss Adjustment Expense Experience Review

The Agenda included an analysis of the projected policy year 2020 ratio of loss adjustment expense (LAE) to loss based on calendar year unallocated loss adjustment expense (ULAE) experience through calendar year 2018 and accident year allocated loss adjustment expense (ALAE) and medical cost containment program (MCCP) experience as of March 31, 2019.

The Committee was reminded of the 2015 and 2017 changes to the WCIRB's Expense Call to collect countrywide information related to ULAE and open indemnity claim counts to adjust reported ULAE amounts to a basis appropriate for pure premium ratemaking in California. It was noted that countrywide ULAE amounts for calendar years 2016 through 2018 were adjusted based on this information using the same process as reflected in the January 1, 2019 Pure Premium Rate Filing and that calendar years 2013 through 2015 ULAE amounts were partially adjusted for this information. The Committee noted that the paid ULAE to paid loss ratios for the national insurers after fully reflecting these adjustments are much more consistent with those of California-focused private insurers.

The Committee was reminded that the ULAE projection included in the Agenda was based on the average of (a) a projection based on the relationship of paid ULAE to open indemnity claims and (b) a projection based on the relationship of paid ULAE to paid losses. Staff noted that, as in the last several pure premium rate filings, average ULAE amounts were based on private insurer experience while all other information was on a statewide basis. Staff noted that given only 2016 through 2018 ULAE amounts fully reflect the recent Expense Call changes, the projected average ULAE per open indemnity claim trend was based on the average wage trends from the UCLA Anderson School of Business and California Department of Finance forecasts, consistent with the January 1, 2019 Pure Premium Rate Filing. After discussion, a motion was made and seconded to base the policy year 2020 ULAE projection on the methodology reflected in the Agenda. The motion passed with eight in favor and one abstention.

The Committee next discussed the projection of ALAE (excluding MCCP costs). It was noted that paid ALAE development continued its steady decline through the first quarter of 2019 and average ALAE amounts continue to moderate from those projected based on December 31, 2018 experience. The Committee was reminded that the ALAE projection included in the Agenda was based on the relationship between projected ultimate ALAE for private insurers and statewide ultimate indemnity claim counts. The Committee was advised that the projected ALAE severity trend reflected in the Agenda of 2.5% was based on the average of the longer-term and shorter-term average rates of growth in (a) calendar year ALAE per open indemnity claim and (b) accident year ultimate ALAE per indemnity claim for private insurers. Staff noted that the 2.5% ALAE severity trend is lower than the ALAE severity trend reflected in the January 1, 2019 Pure Premium Rate Filing of 3.5% which reflects the continued moderation in paid ALAE development.

Staff noted that based on recent decreases in indemnity claim settlement rates and the adjustment for the impact of claim settlement rate changes on paid ALAE development adopted earlier by the Committee (see Minutes for Item AC19-08-04), the 27-to-ultimate paid ALAE development factor for accident year 2017 is recommended to be adjusted by -2.8% based on the estimated 2.8 point increase in indemnity claim settlement rates for 2017 at 27 months. The Committee noted that a similar adjustment is not recommended for accident year 2018 since indemnity claim settlement rates for 2018 at 15 months increased only modestly (by 0.6 points). After discussion, a motion was made and seconded to base the policy year 2020 ALAE excluding MCCP costs projection on the methodology reflected in the Agenda and including the adjustment for changes in claim settlement rates. The motion passed with eight in favor and one abstention.

The Committee reviewed the projection of M CCP costs. It was noted that average M CCP cost per indemnity claim for 2018 increased sharply rather than declining as projected based on the reforms of Senate Bill No. 1160 related to utilization review and the new drug formulary. It was noted that it was unclear to what extent the sharp 2018 increase was due to transitional impacts of the recent reforms and to what extent it represents a return to a period of growing M CCP costs. The Committee was reminded that the M CCP cost projection included in the Agenda was based on a similar method to that used to project ALAE excluding M CCP costs and is based on statewide data. It was noted that the projected M CCP severity trend based on the average rates of growth in calendar year M CCP cost paid per open indemnity claim and accident year ultimate M CCP per indemnity claim was approximately 0%. After a discussion, a motion was made and seconded to base the policy year 2020 M CCP cost projection on the methodology reflected in the Agenda. The motion passed with eight in favor and one abstention.

Item AC19-08-03
1/1/2020 Filing – Review of Alternative Loss Projection Methodologies

The Agenda included a number of alternative loss development and trending methodologies that had been reflected in prior WCIRB pure premium rate filings or discussed at prior Actuarial Committee meetings. The Committee reviewed summaries of the alternative loss projection methodologies during the discussion of loss development and trending methodologies in the context of its review of March 31, 2019 experience. (Please refer to the August 1, 2019 Actuarial Minutes for Item AC19-06-01.)

Item AC19-08-04 Impact of Claim Settlement Rate Changes on ALAE Development

The Agenda included a staff analysis of the impact of changes in claim settlement rates on allocated loss adjustment expense (ALAE) development. Staff noted that based on the analysis changes in claim settlement rates are not highly correlated with either (a) changes in paid ALAE per closed claim or (b) changes in paid ALAE age-to-age development during the period of claim settlement rate change. The Committee noted that, since these are fundamental assumptions of the standard Berquist-Sherman adjustment for changes in claim settlement rates as applied to loss development, a similar adjustment applied to ALAE development may not be appropriate.

Staff noted that changing claim settlement rates may also impact future ALAE development. Staff's review showed a significant negative correlation between changes in claim settlement rates and the difference in the actual paid ALAE development for the accident year from that projected based on the latest calendar year. Staff summarized an approach to adjust future paid ALAE development during a period of significant claim settlement rate change using a linear regression model. Given that the regression model fits were modest (though not insignificant), staff recommended tempering the regression model results by the average adjusted R-squared. Staff noted that this would result in an estimated 2.4% decline in 15-to-ultimate paid ALAE development for a 1 point increase in claim settlement rates at 15 months and a 1% decline in 27-to-ultimate paid ALAE development for a 1 point increase in claim settlement rates at 27 months. Staff recommended applying this adjustment only during a period of significant claim settlement rate change (of 1.5 points or greater). The Committee discussed this approach and noted that while the model fits were modest, the tempered approach does provide some adjustment based on the historical relationship of claim settlement rate change and future paid ALAE development. As a result, the consensus of the Committee was that staff's recommended approach of applying the tempered regression model adjustments should be applied to paid ALAE development during a period of significant claim settlement rate change.

Staff then summarized the current adjustments to the ALAE projection for the lien reforms of Senate Bill No. 1160 (SB 1160) and Assembly Bill No. 1244 (AB 1244). It was noted that the current adjustment unwinds the total impact from the reforms (of 9.6%) each quarter based on the estimated percentage of ultimate ALAE paid to date for accident years 2017 and 2018. The Committee noted that although the reforms likely have an impact on paid ALAE development, none of the approaches reviewed to adjust for this impact in the ALAE development factors were particularly viable. As a result, the consensus of the Committee was that the current approach continues to be appropriate.

Item AC19-08-05 Review of Loss Development Tail Methodology

The Committee was reminded that, at the March 18, 2019 meeting, the Committee requested staff review the loss development tail methodology given the recent anomalous incurred loss development which forms the basis of the tail factor projection. The Agenda included staff's analysis of alternative approaches to base the loss development tail. It was noted that an approach based on an inverse power curve fit to paid loss development using a four-year average fit well to the inverse power curve and minimized the variance in the loss development tail factor.

The Committee was reminded of the factors that led to the WCIRB to adopt incurred loss development for selected development from accident years 1998 and prior based on a comprehensive study conducted in 2014. Staff noted that in order to utilize a paid loss development tail, paid loss development would also need to be used for this period. The Committee reviewed updated information on incurred-to-paid ratios that was the basis of the 2014 study. The Committee noted that, although the incurred-to-paid ratios for later accident years have declined in recent calendar years, they are still below the early 1990s level.

After a discussion, the consensus of the Committee was that, given the factors discussed at the meeting, it is premature at this time to utilize paid loss development from accident years 1998 prior in projecting post-accident year 1998 development. The Committee recommended staff continue to review this issue in the near future.

The meeting was adjourned at 2:00 PM.

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Note to Committee Members: These Minutes, as written, have not been approved. Please refer to the meeting scheduled for September 3, 2019 for approval and/or modification.