Health Insurance Rate Review Program, Cycle II FFY 2013, Quarter 4

Department of Insurance, State of Illinois

October 30, 2013

PART I

Introduction

During the 3rd quarter of 2013, the Illinois Department of Insurance ("the Department") reviewed QHP applications, submitted them to HHS and then worked with the carriers and HHS on issues that HHS has encountered with submissions. In addition, DOI is continuing the process of hiring new IT staff to assist with the Rate Review Report Card project, among other things, We continue to make extensive progress in expanding and improving the rate review enhancements proposed in its application for the Enhanced Premium Rate Review – Cycle II Grant ("the Grant") FFY13, Qtr 4. This funding opportunity enables the Department to continue its efforts to provide a more functional, transparent private health insurance marketplace. The Department will obtain the resources and staff to analyze data and enhance its ability to share that data in a meaningful and consumer- friendly format. The Department also will engage carriers directly on the reasonableness of proposed rate increases.

The Department continues to utilize the Grant to develop the infrastructure required for an effective rate review process, including new tools and procedures to collect, analyze, and publish premium information in order to inform consumers and State policymakers. Specifically, the Department is investing in technology necessary for enhanced collection and analysis of premium data; developing protocols for the collection, analysis, and publication of premium rates. The goals of the Department's Premium Review Program are (1) to provide a thorough review of premium rates and (2) significantly enhance consumer protections, including effective engagement and education of the public and policymakers on the issue of health insurance premium rates.

In addition, the Department has made significant progress in its effort to enhance the public's access to rate information through its website. The Department developed and continues to improve its new rate review page to provide information on current rate filings in a consumer-friendly format and allow consumers to comment on those filings. More information on these and other rate review activities appears below.

Program Implementation Status

Accomplishments to Date

The Department has laid out a framework for expanding and improving the current rate review program, categorizing milestones into three broad objective areas: 1) efforts to enhance the current review of private health insurance premium rate activities; 2) efforts to enhance consumer protections and marketplace efficiency; and 3) efforts to expand statewide

understanding of the Illinois health care economy, including where and how premiums pay for health care. A more detailed and narrative discussion of the work behind these milestones appears under the section "Significant Activities: Undertaken and Planned."

Objective: Effectively Enhance the Current Review of Private Health Insurance Premium Rate Activities

- The Department continues to collect rate filings through the System for Electronic Rate and Form Filing (SERFF)¹ and the Illinois-specific Premium Rate Review Web Portal ("portal"). Accompanying each filing is a Rate Data Collection Form that requires issuers to provide information on premium increases, loss ratios, earned premiums, paid claims, and incurred claims.
- Rate filings are also accompanied by an Actuarial Memorandum. The Actuarial Memorandum is required and is to contain the complete justification for the submitted rates, including background information, actuarial assumptions, and an explanation of the rationale for the requested rate action, as well as other relevant information.
- In addition, the Federal Unified Rate Review Template and Actuarial Certification must be included in each rate filing.
- The Department has been involved in weekly calls and webinars to understand the new system that HHS and NAIC have been working on to enable states to use the System for Electronic Rate and Form Filing (SERFF) as part of the QHP submission and certification process in a State Plan Management Partnership Exchange.
- With Cycle II grant funding, plans are ongoing to implement the Illinois Enhanced Premium Review Project and establish the Department infrastructure necessary to expand current rate review activities. Staffing will be increased to accommodate new demands and technological upgrades will streamline and expand the Department's existing electronic submission and analysis systems.
- The Department plans to expand the current scope of rate review activities by transitioning the review of rate filings from its actuarial consultants to permanent Department staff. The Department intends to hire two Health Actuaries and an Actuarial Assistant to assist with rate review. The Department has retained the services of its actuarial consulting firm to perform these duties in the interim.
- The Department intends to retain two contractual insurance analysts through FFY 2014 using Cycle II funds. There were three Insurance Analyst IIs, but one left at the end of December 2012. We hired another Rate Review Specialist (contractual) to replace the one that left in December 2012. She started on May 1, 2013.

Objective: Effectively Enhance Consumer Protections and Marketplace Efficiency

• The Department continues to compile and collect necessary data and utilize the process for reviewing rate filings developed and implemented with an actuarial consulting firm in 2011, and plans on retaining the actuarial consulting firm while seeking qualified applicants for Health Actuary positions.

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¹ Rates for HMO plans are not filed through SERFF

• The Department intends to significantly invest in expanding consumer protection standards through a more open and transparent process for review. This includes developing new interactive tools for consumers to navigate health insurance premium information and provide has been launched, and a more comprehensive system is in development. The Cycle II Grant Application, Quarterly Reports, and Annual Reports have been posted on the Department's website. In addition a Procedure Manual has been completed, and is assisting with staff training and reference. This manual has been posted on the internal webpage for internal staff use. The Procedure Manual has been updated to include new regulations and guidelines, and staff training will continue to reflect updates as they occur.

Objective: Effectively Expand Statewide Understanding of the Illinois Health Care Economy, Including Where and How Premiums Pay for Health Care

- The Department intends to enhance current rate review activities by conducting in-depth analysis of proposed rate increases and then compiling and publishing proposed rate increases in order to engage and educate the public and policymakers about the cost of health insurance, the cost of health care, and the impact of benefit design.
- As mentioned in our two previous reports, our Research Economist began working in May 2013 and has already completed his first reports that are based on loss ratios, rate increases, actuarial assumptions and some trend analysis on claims by company, aging by company, as well as lapse by company.
- Our initial intention was to have these reports posted on our website during this last quarter (July September 2013), but while the reports that were generated were being reviewed by senior staff, it was determined that there was a need to make some revisions to the way issuers are filing their rates. The information collected, while it was sufficient for rate review, it was not collected in a manner that allowed for the information in the reports to be clear enough to be posted for the public to view. Therefore, we are in the process of implementing some changes to the web portal to allow this information to be collected in a manner that would allow the Department to generate, analyze and provide this information to the public by way of our website.

Challenges and Responses

- The Department continues to experience delays in adding new staff due to State hiring requirements similar to those encountered during Cycle I. However, the Department continues to actively seek qualified applicants to carry out its rate review activities, and has retained the services of an actuarial consulting firm in the interim. The current contract is until February 2014 and the Department intends to proceed with the process to procure for these services per the Illinois procurement rules. The Department hopes to apply for a cost-extension of the current Cycle II funding when the current contract with the actuarial consulting firm ends in February 2014.
- As mentioned in the previous quarterly report, the Department hired an additional contractual actuarial consulting firm to assist the Department in performing the required actuarial reviews for the Exchange. This included the Certification Reviews for proposed QHPs, including metal levels, as well as the initial rate filings for the QHPs. There are

165 Illinois approved QHP plans that have been certified by HHS. The contractual actuarial firm assisted us with a relatively large number of QHPs that were submitted. DOI is current with the latest guidance from CCIIO concerning Exchange and Rate Review related issues, including the revisions to the Unified Rate Templates, and this has been incorporated into our review process. This contract is not being financed through the rate review grant.

 An additional challenge the Department continues to encounter is the lack of explicit statutory authority to approve or deny premium rate filings. The Department is planning on continuing its efforts in this regard during the next legislative session. See details in the Obtain Authority to Approve or Deny Premium Rate Increases section further down in this report.

Significant Activities: Undertaken and Planned

- On July 1, 2011, Illinois was found to have an Effective Rate Review Program as outlined in the Final Rule. The Department is committed to making substantial enhancements to its current rate review program. In order to improve the performance, transparency, and accountability of the private health insurance marketplace, the Department will continue to collect and publicly disclose health insurance rates. Health insurance consumers— families and small business in particular—will benefit from increased scrutiny of proposed rate increases. Carriers that pursue rate increases that the Department deems to be unreasonable will have to publicly disclose this information on their websites. The Department's current program will be expanded further to allow for the analysis of data provided by insurers to identify marketplace trends. The Department will continue to engage stakeholders and the people of Illinois in a collaborative effort to address the rising cost of health insurance coverage. The new reports submitted by the Research Economist will assist in these efforts.
- As noted above, the Department has categorized Grant implementation milestones into three broad areas: 1) efforts to enhance the current review of private health insurance premium rate activities; 2) efforts to enhance consumer protections and marketplace efficiency; and 3) efforts to expand statewide understanding of the Illinois health care economy, including where and how premiums pay for health care. Each of the three categories is further organized into multiple subcategories. Milestones implemented or initiated during the first quarter are divided by subcategory and described below.

1. Collection of Premium Rate Data

A. Technical Capacity for Data Collection

• In the first and second quarters of the Cycle I grant period, the Department determined that the SERFF system, as currently constituted, would be insufficient toward achieving the goals of the premium review program. In response, the Department developed and launched the Illinois Web Portal, which it has been using to collect and organize additional information from carriers (alongside the traditional SERFF process) since February 1, 2011.

- The Department continues to collect rate filings through the System for Electronic Rate and Form Filing (SERFF)2 and the Illinois-specific Premium Rate Review Web Portal ("portal"). Accompanying each filing is a Rate Data Collection Form that requires issuers to provide information on premium increases, loss ratios, earned premiums, paid claims, and incurred claims.
- Rate filings are also accompanied by an actuarial memorandum. The Actuarial Memorandum is required and is to contain the complete justification for the submitted rates, including background information, actuarial assumptions, and an explanation of the rationale for the requested rate action, as well as other relevant information.
- In addition, the Federal Unified Rate Review Template and Actuarial Certification must be included in each rate filing.
- The Department has been involved in weekly calls and webinars to understand the new system that HHS and NAIC have been working on to enable states to use the System for Electronic Rate and Form Filing (SERFF) as part of the QHP submission and certification process in a State Plan Management Partnership Exchange.
- With Cycle II grant funding, plans are ongoing to implement the Illinois Enhanced Premium Review Project and establish the Department infrastructure necessary to expand current rate review activities. Staffing will be increased to accommodate new demands and technological upgrades will streamline and expand the Department's existing electronic submission and analysis systems.
- The Department plans to expand the current scope of rate review activities by transitioning the review of rate filings from its actuarial consultants to permanent Department staff. The Department intends to hire two Health Actuaries and an Actuarial Assistant to assist with rate review. The Department has retained the services of its actuarial consulting firm to perform these duties in the interim.
- The Department intends to retain two contractual insurance analysts through FFY 2014 using Cycle II funds.. The Department initially hired three contractual insurance analysts, but one left the Department at the end of December 2012. The Department successfully hired another Rate Review Specialist (contractual) to replace the one that left in December 2012. She started on May 1, 2013.
- In addition, the Department initiated the process during Cycle I of bringing an IT consultant on staff to assist the Department in upgrading and maintaining the internal Rates for HMO plans are not filed through SERFF portal. Many improvements have been made to the internal portal since the IT consultant began working at DOI in January 2012.
 - We have added features to the Web Portal which enables filers to give a more accurate report of their rate changes. The features added include selecting if the block of business is "Open" or "Closed" as well as if the filing is for a "Grandfathered" or "non-Grandfathered" policy. Also, an option for an extra decimal place in the "Rate Change %" section has been added. (These features added were in part in regard to the "Report Card" as well as the trend analysis reporting)
 - We have made additions to the Web Portal that pertain to ACA filings, as well as keeping the option for pre-ACA products to file as before. The features added include Interrogatory items that give more helpful information for ACA products than the previous items would have given

DOI created and released the Health Rate Review Checklist for insurers to use to make complete and accurate rate filings for Qualified Health Plans with the Department of Insurance. The checklist was compiled based on both DOI and insurer comments.

B. Staffing Capacity for Data Collection

With the use of Cycle I grant funds, the Department was able to hire three full-time insurance analysts (contractual) to assist with data collection for the rate review program. The Department intends to retain two of the three contractual insurance analysts through FFY 2014 using Cycle II funds. The Department initially hired three contractual insurance analysts, but one left the Department at the end of December 2012. The Department was successful in hiring another Rate Review Specialist (contractual) to replace the one that left in December 2012. She started on May 1, 2013.

C. Collection of Data

- Pursuant to Company Bulletins <u>2010-08</u> and <u>2011-02</u>, the Department has received 32 rate filings in the Cycle II FFY13 Qtr. 4 grant period, and of those, 5 requested rate increases and were subject to review.
- Of these 32 filings, 30 are pending review, 0 were filed, and 2 were withdrawn per company request.

2. Analysis of Premium Rate Data

A. Identifying Analytics Goals

The Department reviewed the final HHS rules issued in May and identified all rate information necessary to compile from filings. This information has been incorporated into the analysis process described under the "Operational/Policy Developments" section.

B. Technical Capacity for Data Analysis

The Department launched the Rate Review Project on June 21, 2011, and continues to work with its actuarial consulting firm to enhance its processes for the review of premium filings. This process is described in detail under the "Operational/Policy Developments" section of this report.

C. Staffing Capacity for Data Analysis

As detailed above in the "Challenges and Responses" section, the Department continues efforts to find qualified applicants for these positions, and will also move ahead with the hiring of an Actuarial Assistant on a contractual basis to help ease the burden of new program requirements on existing staff. In the interim, these services are being performed by outside actuarial consultants.

The Department has recently been successful in moving forward with the process of hiring one Health Actuary II and a Health Actuarial Assistant.

The Department intends to retain the actuarial consulting firm until the Health Actuaries can be brought on staff. The contract with the outside actuarial firm has been extended until February 2014.

The Department was able to transfer an Economist that we have on staff, who does rate review in the P&C area, and has experience in health issues as well. It was decided by senior staff that this individual should be transferred to become the Research Economist needed for the rate review grant activities. His job description includes: collecting data from rate filings, received from carriers; generating reports that will be used for consumer outreach, financial and actuarial analysis; and ultimately work with the Exchange in monitoring the insurance market in Illinois. The staff member has already produced certain reports based on loss ratios, rate increases, actuarial assumptions and some trend analysis.

Our initial intention was to have these reports posted on our website during this last quarter (July – September 2013), but while the reports that were generated were being reviewed by senior staff, it was determined that there was a need to make some revisions to the way issuers are filing their rates. The information collected, while it was sufficient for rate review, it was not collected in a manner that allowed for the information in the reports to be clear enough to be posted for the public to view. Therefore, we are in the process of implementing some changes to the web portal to allow this information to be collected in a manner that would allow the Department to generate, analyze and provide this information to the public by way of our website.

D. Conduct Analysis

- The Department received 32 filings in the FFY13, Qtr 4 of Cycle II, 5 of which were subject to review. For filings received after September 1, 2011, the Department's Actuary works with the actuarial consultants to review premium information received from carriers. For the majority of these filings, the Department requested further information from the carrier because the information provided in the initial filing was insufficient for a thorough analysis. The consultants then review the rate increase to determine if it exceeds the 10 percent threshold for further review. If the increase exceeds 10 percent, the consultants conduct an in-depth review and issue a report to the Department's Actuary as to whether the rate increase is reasonable.
- The Department's Actuary then reviews the report and makes a final determination. The Department has worked with its actuarial consultants to streamline this review process to ensure efficiency and accuracy. The Department utilizes a rate submission checklist to promote consistency among filings and assist insurance analysts in efficiently reviewing filings for necessary information.
- The Department intends to complete reviews within 30 days, on average, once all information is received from the carrier.
- The Department's final determination will include an explanation of its analysis and is provided to CMS within five business days following its determination. This process has been put into place.
- In order to encourage consistency across reviewers and filings, the Department has developed a standardized template for reporting filings that are subject to review by HHS.

The Department will then enter the outcome into the CMS web-based system, including a brief narrative of any rate increase "subject to review".

- 3. Obtain Authority and Establish Process for Conducting Comprehensive Premium Rate Review
- A. Obtain Authority to Approve or Deny Premium Rate Increases
 - Three previous attempts at passing legislation during 2011 did not succeed: (HB 1501, HB 2736, SB 2344).
 - A fourth attempt, SB 34 (the Health Benefits Exchange bill), introduced in the Illinois Senate, in January, 2013, contains language requiring all health plans that wish to be certified as QHPs to, at a minimum, fulfill all premium rate and contract filing requirements and ensure that no contract language has been disapproved by the Director, and charges the same premium rate without regard to whether the plan is offered through the Exchange and without regard to whether the plan is offered directly from the health carrier or through an insurance producer. The Department is working with legislators, consumer advocates and the Governor's office to strengthen the language in this bill, should it be reintroduced in the 2014 legislative session, or in another Health Benefits Exchange Bill that might be introduced during the 2014 legislative session, directing the Director to approve or disapprove unjustified rate increases.
 - The Department also carefully reviewed the proposed and final rules regarding rate review issued by HHS and incorporated the requirements into the review process established during the third quarter. For a detailed discussion of that process, please see the "Operational and Policy Developments" section below. In addition, the Department actively participated in the commenting process on the proposed rules through NAIC.
- 4. Public Engagement and Education

A. Interactive Website

•The Department has received a Consumer Assistance Program Grant under the Affordable Care Act and will be coordinating website improvement efforts related to both grants so as to avoid duplication. The Department is using Rate Review grant dollars to develop an interactive and user-friendly website allowing consumers to, among other things, search and access all publicly available information related to premium rates and rate increases within the Illinois health insurance marketplace. The Department has agreed on the initial small changes regarding the design and implementation of a rate review "Report Card" to display rate information on its new rate filing webpage. The Report Card will initially include the addition of certain fields, such as: number of members affected, a description of what effective date means, and a column which will say what kind of plan it is – large group, small group, or individual. Department staff is working on different options as to how to populate certain fields on the Report Card with information from the web portal. While the Department is progressing on this project, it has been temporarily put it on hold due to IT staff shortage and the IT staff having been swamped with the ACA needs there has not been enough time to complete this task. However, this still remains a priority and the Department hopes to have it completed during the next Quarter.

- •Our Premium Rate Review and Medical Loss Ratio Web Pages have been updated and made more consumer friendly. We have also posted Health Insurance Premium Group Coverage and Health Insurance Premium Individual Coverage on our Presentations Web Page. We have posted the Rate Review Brochure in 5 languages (English, Spanish, Polish Korean, and Chinese. The Grant Quarterly and Annual Reports have been posted on our Premium Rate Review Web Page. The Brochures have been printed have been distributed in packets at two Rapid Response meetings in Carlyle, some left in a brochure rack at the radio station in Sparta, some have been included in the packets at a Harrisburg storm recovery meeting and more will be included in a Rapid Response meeting on July 30th in Danville. More Brochures have been distributed at libraries.
 - In addition, the translating of the following documents into Spanish, Korean, Polish and Chinese have been translated and posted on the Department's Premium Rate Review and Medical Loss Ratio web pages.

Recent updates have been made to the following documents:

- How Rate Review Works in Illinois;
- Rate Review Q&As
- Rate Review Brochure;
- Health Insurance Premium Group Coverage / October 2013
- Health Insurance Premium Individual Market / October 2013
- These documents have been updated and approved, and sent to the webmaster who will send the English versions to the translations vendor, who is on the CMS master contract for translations (IOCI). The updates include federal requirements that changed the wording of "preliminary justification" to "rate justification". In addition the updates will help consumers understand what the interim period between now and January 1, 2014 means to them regarding which factors may be used currently by issuers to demine a consumer's health insurance premium. The updates note that premiums can only be rated based on gender, health conditions or personal health history on policies that go into effect or renew before January 1, 2014. These updates should be posted on the Premium Rate Review web page and the Webinars webpage in the next week or two.

During our conversation with James Taing on May 31, 2013, it was suggested that we separate our Premium Rate Review and Medical Loss Ratio web pages, which already contain translated materials, into separate web pages for each translated language. The Department has been working on how best to present these pages and is looking into the best way to separate the pages, even though only certain documents have been translated at this point. In September 2013, we spoke to HHS about whether their regs, Fact Sheets, etc. on Rate Review could be translated into Spanish. We were told that the regulations cannot be translated, but that they are planning on translation Fact Sheets, etc. into Spanish in the near future. That way, we will have more translated documents in different languages and it will make it easier to consider separating the web pages according to each language. This is a work in progress.

We are expanding the information on the website to include whether the plans are grandfathered or non-grandfathered, # of covered lives and type of market, such as individual, large group, small group or association group.

Reports generated by the Research Economist will improve the transparency of information available to consumers, posted on its website.

B. Translation Services

In an effort to provide appropriate services to all Illinois consumers, the Department will translate web-based databases, documents, reports and charts to Spanish, Polish, Chinese and Korean. The Department estimates the cost of these services to be \$35,835. These efforts will be undertaken when the updates to the new website, discussed above, are finalized. The funding allocated as part of this grant will supplement those efforts. See details in the previous paragraph. Translations are about to be made to the documents mentioned above. It is estimated that each language (there are 5 of them) will cost approximately \$1,000 to redesign post, and translate the languages that aren't in English, making the total estimate about \$5,000. In addition to these transitional updates and translations, we are planning further updates on these documents in December to clearly reflect the changes that will take place in January, 2014 and to inform consumers that the QHP plans that are available to look at during the open enrollment period will reflect the changes applicable for plans that take place after January 1, 2014.

Operational/Policy Developments/Issues

While the Department has made significant progress to establish an IT infrastructure and process for premium rate review in Illinois, the Department intends to utilize Cycle II grant funding to refine this infrastructure to further enhance the Department's ability to collect information, analyze this information, make a "reasonableness" determination, and provide transparency in the process and results to the public. On a dual track, the newly appointed Deputy Director of IT within the Department is designing a new structure for permanent IT staffing to provide support to the premium rate review program. Specifically, this includes three new IT employees dedicated to portal and network support. The Department continues its efforts to hire these personnel, including the development of job descriptions. This aspect of the project is crucial to ensure the portal can be maintained and updated over time. The new enhancements proposed for the premium rate review portal include:

Data Entry. The portal currently permits carriers to submit information through some drop down menus, but primarily it leverages text boxes. In an effort to ensure the database is easily queriable for individual product information as well as marketplace-wide assessments, the portal data entry requirements needed to be amended.

• DOI has added features to the Web Portal which enables filers to give a more accurate report of their rate changes. The features added include selecting if the block of business is "Open" or "Closed" as well as if the filing is for a "Grandfathered" or "non-Grandfathered" policy.

- In addition, an option for an extra decimal place in the "Rate Change %" section has been added. Especially in light of new policies being issued with the ACA QHPs, filers can now select from new Policy Forms when searching 'Form Selection' by their SERFF filings.
- The section "Rate %" has been removed from the Experience Assumption tab once the box is checked that the filing is for a new policy.
- A 'Loss Ratio' column has been added to the Experience Year List tab, which is calculated by the Web Portal based on the input of the filer for 'Earned Premium' and 'Incurred Claims' for each 'Calendar Year'.
- We have made additions to the Web Portal that pertain to ACA filings, as well as keeping the option for pre-ACA products to file as before. The features added include Interrogatory items that give more helpful information for ACA products than the previous items would have given.

Real-time Updates to Rate Increase Information. The Department is currently working to implement an automatic reporting system which will instantly update the interactive web tool currently on the Department's website, allowing consumers to have immediate access to the most up-to-date individual market information, and relieving the actuarial team from what is currently a very time-consuming and arduous task.

Group Market Rate Increases. Similar to the tool currently in place for individual market premiums, the Department wishes to create an interactive web tool for consumers to access and search information on group market products.

Marketplace Analysis. The Department seeks to establish a tool or macro within the portal database to conduct automated analyses of the premium rate data to identify trends in the marketplace. Some trends the Department is interested in understanding on a regular basis include: pricing in each of the respective markets (individual, small group, large group), pricing by policy type, the number of individuals affected by specific premium rate increases, seasonal changes or trends in premium rates, and others as determined by the Director.

Procedures Manual. The Department has completed a Procedure Manual on rate review to assist staff members in understanding the rate review process. The manual outlines the step-by-step procedures required by the Department to ensure accuracy and consistency. The manual has been posted to the Department's internal webpage. The Procedures Manual has recently been updated and reviewed by senior staff to reflect the regulations that have subsequently been released by HHS regarding rate review.

Public Access Activities

The Department received a Consumer Assistance Grant Program under the Affordable Care Act and is coordinating website efforts related to both grants so as to avoid duplication. The Department developed a new rate filing webpage to display rate information to consumers on its website, provide consumers with the opportunity to comment on rate filings, and educate consumers by designing two educational rate review webinar presentations; a graphic and easy-to-understand description of how the rate review process works in Illinois; a frequently asked questions and answers document; and a Guide to Rate Review Brochure - all of which were posted on the Department's webpage. In addition, the brochures, describing the rate review process in Illinois, were printed in English, Spanish, Polish, Chinese and Korean, and then distributed. The Brochures were included in the Department's outreach activities in order to educate and inform consumers, who may not have access to computers or the internet, about the rate review process.

Recent updates have been made to the following documents:

- How Rate Review Works in Illinois;
- Rate Review Q&As
- Rate Review Brochure;
- Health Insurance Premium Group Coverage / October 2013
- Health Insurance Premium Individual Market / October 2013

These documents have been updated and approved, and sent to the webmaster, who will send the English versions to the translations vendor who is on the CMS master contract for translations (IOCI). The updates include federal requirements that changed the wording of "preliminary justification" to "rate justification". In addition the updates will help consumers understand what the interim period between now and January 1, 2014 means to them regarding which factors may be used currently by issuers to demine a consumer's health insurance premium. The updates note that premiums can only be rated based on gender, health conditions or personal health history on policies that go into effect or renew before January 1, 2014. These updates should be posted on the Premium Rate Review web page and the Webinars webpage in the next week or two.

Recommendations to the State Exchange on Insurer Participation

Rate submissions are required under 215 ILCS 5/355. Rates will be submitted through SERFF. QHP rates must be set for an entire benefit year in the individual Exchange and for the plan year in the SHOP Exchange. In the SHOP Exchange, rate changes must be submitted to DOI for review. The current rate review process will continue to be followed for all rate changes. DOI will continue to collect rate filings and actuarial memorandums electronically through its rate review web portal. DOI is evaluating the medical and insurance trend assumptions, anticipated loss ratio, anticipated distribution of business, contingency and risk margins, past and anticipated premium and claim experience, the history of rate adjustments, and other important data points submitted through the web portal as required by DOI. DOI will notify CCIIO of the rate review results within the QHP recommendation.

Additionally, the rate review process is being updated to take into consideration new payments and charges to plans, including risk adjustment, reinsurance, risk corridors, the coverage of new

populations and benefits, new underwriting limitations, MLR rebates, new federal taxes, and new risk pooling in non-grandfathered plans. DOI will verify that the "same premium rate" is offered inside and outside the Exchange for the same plans. The rate review processes will be applied consistently for multi-state plans and CO-OPs to maintain a level playing field. The Financial-Corporate Regulatory and Life Actuarial Divisions in DOI will conduct rate review and will involve the Consumer Markets/Compliance unit to ensure DOI has the appropriate regulatory capacity.

Collaborative Efforts

The Department has collaborated with NAIC to develop modifications to the SERFF system. The Department has discussed SERFF upgrades as well as the potential use of the Health Filing Access Interface function. The Department also participated in the commenting process on the proposed HHS regulations.

Lessons Learned

The Department has experienced extensive delays in adding the staff necessary to conduct premium review activities. The Department is adjusting its expectations for the addition of new staff moving forward, including the retention of the actuarial consulting firm, and has been granted Cycle II funding to accommodate the delays in project activities associated with those experienced in the hiring process. The Department has discussed and agreed upon an initial plan to make the Rate Review Report Card friendly for consumers. We have decided on what the initial field to add or edit will be: number of members affected, a description of what effective date means, and a column which will say what kind of plan it is – large group plan, small group plan, and individual. There is still much work to be done on this project, but the process has begun. The current delay is due to IT staff shortage, and the current IT staff being swamped with ACA needs. The Department continues its efforts to hire new IT staff to work on this project.

Premium Review Project Budget Narrative

(Updated October 30, 2013)

Overall Budget

The Illinois Department of Insurance (DOI) budget for FY2013 totaled \$53,623,500. Projected annual revenue collected in FY14 is \$448,531,227 (this amount includes taxes collected and deposited to the General Revenue Fund.

Estimated Budget for Premium Review Cycle II

To enhance the current rate review process and to improve consumer protection standards, the Department estimates a total cost of \$3,531,085 from FY2012 to FY2014. An itemization of the costs originally submitted is provided below. The Department will be submitting a post-award amendment soon to reflect actual operational adjustments to the State's rate review program.

Rate Review Cycle II Grant					
Grant Period Expenditures (cash basis)					
Budget Allocation	10/1/11 - 9/30/12 Expenditures	9/30/2012 Balance	10/1/12 - 9/30/13 Expenditures	9/30/2013 Balance	
\$1,790,185.00	\$0.00	\$1,790,185.00	\$105,329.98	\$1,684,855.02	
\$755,278.00	\$0.00	\$755,278.00	\$18,721.82	\$736,556.18	
\$3,000.00	\$0.00	\$3,000.00	\$0.00	\$3,000.00	
\$28,000.00	\$0.00	\$28,000.00	\$0.00	\$28,000.00	
\$14,000.00	\$0.00	\$14,000.00	\$0.00	\$14,000.00	
\$814,000.00	\$0.00	\$814,000.00	\$105,615.00	\$708,385.00	
\$126,622.00	\$20,856.00	\$105,766.00	\$4,721.33	\$101,044.67	
\$3,531,085.00	\$20,856.00	\$3,510,229.00	\$234,388.13	\$3,275,840.87	
	Budget Allocation \$1,790,185.00 \$755,278.00 \$3,000.00 \$28,000.00 \$14,000.00 \$814,000.00 \$126,622.00	Budget Allocation 10/1/11 - 9/30/12 Expenditures \$1,790,185.00 \$0.00 \$755,278.00 \$0.00 \$3,000.00 \$0.00 \$28,000.00 \$0.00 \$14,000.00 \$0.00 \$814,000.00 \$0.00 \$126,622.00 \$20,856.00	Budget Allocation 10/1/11 - 9/30/12 Expenditures 9/30/2012 Balance \$1,790,185.00 \$0.00 \$1,790,185.00 \$755,278.00 \$0.00 \$755,278.00 \$3,000.00 \$0.00 \$3,000.00 \$28,000.00 \$0.00 \$28,000.00 \$14,000.00 \$0.00 \$14,000.00 \$814,000.00 \$0.00 \$814,000.00 \$126,622.00 \$20,856.00 \$105,766.00	Grant Period Expenditures (cash basis) Budget Allocation 10/1/11 - 9/30/12 Expenditures 9/30/2012 Balance 10/1/12 - 9/30/13 Expenditures \$1,790,185.00 \$0.00 \$1,790,185.00 \$105,329.98 \$755,278.00 \$0.00 \$755,278.00 \$18,721.82 \$3,000.00 \$0.00 \$3,000.00 \$0.00 \$28,000.00 \$0.00 \$28,000.00 \$0.00 \$14,000.00 \$0.00 \$14,000.00 \$0.00 \$814,000.00 \$0.00 \$814,000.00 \$105,615.00 \$126,622.00 \$20,856.00 \$105,766.00 \$4,721.33	

Personnel

The Department's original submitted proposal included 11 staff members: two Health Actuaries, one Actuarial Assistant, two Insurance Analysts, one Insurance Analyst Assistant, three IT staff, one Research Economist, and one Fiscal Grants Specialist. Since the original proposal, the State has procured the services of an outside actuarial consulting firm to provide rate review services on health insurance premium filings and to determine compliance with applicable state and federal statutory requirements consistent with accepted actuarial ratemaking techniques. The State will reallocate salary and personnel costs to the contractual budget category to reflect the reduced staffing needs and proportional increases in consulting services.

Fringe Benefits

The cost of fringe benefits in the original proposal was \$755,278, which included group insurance, social security, and retirement. Due to reduced personnel requirements As staff requirements were reduced in lieu of services provided by an outside actuarial consulting firm,

fringe benefit costs will be decreased and reallocated in the post-award amendment to the contractual services line.

Travel

Staff will travel under the grant to perform activities related to advancing legislation, and coordinating with Springfield staff and other stakeholders across the state. Staff will travel to Springfield during the legislative session to advocate for the Department's legislation to establish rate review authority. The Department has allocated \$3,000 for the cost of travel, including mileage (408 miles roundtrip at the federal rate of 51 cents per mile, or \$208), hotel (\$70/night plus taxes), and Per Diem (\$27 per full day). This will cover the cost of traveling between Chicago and Springfield approximately three times per year.

Equipment

For both the additional permanent employees and contracted staff funded by this grant, the Department anticipates an average cost of \$1,000 per employee for equipment for each Fiscal Year. This comes to a total of \$28,000, and includes computers, printers, calculators, staplers, and other similar equipment.

Contractual Services

New Employee Contractual Services

For the two new permanent employees and four additional contracted staff funded by this grant, the Department estimates an average cost of \$1000 per employee for various contractual services for the year, for a total of \$4,000. These contractual services are a standard cost built into the cost of hiring new employees, and include services ranging from renting offsite storage for servers, to repairs and maintenance of IT and other electronic equipment.

IT Services

Illinois intends to develop a new analytic data system to report rate increases to consumers. Improvement to the current IT infrastructure requires funding for a consultant to work alongside new IT Staff to design and build rate review software and convert to web-based system for consumer use. IT development would consist of 3 consultants funded at \$180,000 each for FFY 2012 and 1.5 consultants funded at the same level for FFY 2013, for a total of \$810,000.

Rate Review Actuarial Services

The State currently has procured an external actuarial consulting firm to provide rate review services for health insurance premium filings. The actuary's will also determine compliance with applicable state and federal statutory requirements consistent with accepted actuarial ratemaking techniques. *The current firm, Oliver Wyman Actuarial Consulting, is contracted through February 2014. The State will re-bid the contractual service at that time.* The services were originally designated to be performed by State staff to be hired through funds of this grant but due to difficulties in obtaining clearance for new staff positions at the State, it was agreed an outside firm would provide these services.

"Other" Category Spending

IT Upgrades

Illinois participated in the SERFF system upgrades introduced in September 2011. These upgrades include enhancements related to Data Collection from Industry, state Data Input, and the health Filing Access Interface (HFAI). The cost for the NAIC upgrades totaled \$20,856.

Consumer Education and Outreach

- The Department intends to enhance the transparency of the rate review process. Information about premium rate increases in the individual and small group markets will be posted to the Department's website as rates are filed. The Department also intends to publicize information about rate increases that the Department has determined to be unreasonable. Issuers that pursue these increases will be required to post rate increase information, including their Rate Justification, on their websites. In addition, the Department has provided a link to Healthcare.gov and CMS.gov to allow consumers to read a brief, non-technical explanation of the relevant review findings that formed the basis of the Department's review determination.
- The Department will then post a consumer-friendly summary of the Department's decision on its website for each filing reviewed.
- Consumers also have the option of commenting on rate increases through a public comment section, developed on the Department's website. This page includes a link for consumers to connect directly to the HHS website, and information on issuers that have pursued increases that the Department has determined to be "unreasonable".
- In order to provide information to the public about Illinois' rate review activities, the Department has created, updated power point presentations on the Enhanced Rate Review Program. These presentations are available on the Webinars/Presentations Web Page of the DOI website.

Reporting to the Secretary on Rate Increase Patterns

In regard to the Research Economist, the Department utilized a current staff person who has the skills to generate and analyze reports. He began working in mid May 2013, and his responsibilities include, among other tasks, collecting the necessary data and identifying trends in the Illinois marketplace. As mentioned above, the initial tasks for this person is to provide reports based on loss ratios, rate increases, actuarial assumptions and some trend analysis. He has already completed his first reports that are based on loss ratios, rate increases, actuarial assumptions and some trend analysis on claims by company, aging by company, as well as lapse by company.

Our initial intention was to have these reports posted on our website during this last quarter (July – September 2013), but while the reports that were generated were being reviewed by

senior staff, it was determined that there was a need to make some revisions to the way issuers are filing their rates. The information collected, while it was sufficient for rate review, it was not collected in a manner that allowed for the information in the reports to be clear enough to be posted for the public to view. Therefore, we are in the process of implementing some changes to the web portal to allow this information to be collected in a manner that would allow the Department to generate, analyze and provide this information to the public by way of our website.

Translation Services

In an effort to provide appropriate services to all Illinois consumers, the Department will translate web-based databases, documents, reports and charts to Spanish, Polish and Korean. The Department estimates the cost of these services to be \$35,835. The Department has already translated certain documents in Spanish, Polish, Korean and Chinese pertaining to Premium Rate Review and Medical Loss Ratio. These documents have been posted on the web pages.

New updates in October 2013 have been completed on the following documents:

- How Rate Review Works in Illinois
- Rate Review Q&As
- Rate Review Brochure
- Health Insurance Premium Individual Coverage Presentation
- Health Insurance Premium Group Coverage Presentation

These documents are being sent to our web master to update and sent to our translating vendor to be translated into Spanish, Polish, Chinese, and Korean.

We expect these updated documents to be available on our web site in the next week or two.

Equipment

To accommodate the project's IT upgrades, the Department will need to purchase six development workstations from Illinois CMS at a cost of \$1,154 each plus an annual recurring cost of \$1,272 each. The Department also anticipates incurring additional charges for disk space at an annual cost of \$2,160. In total, new IT equipment will cost \$36,300.

Premium Rate Review Work Plan

(Updated October 30, 2013)

I. Goals of the Premium Rate Review Project are to:

- a. Enhance the current review of private health insurance premium rate activities;
- b. Enhance consumer protections and marketplace efficiency; and
- c. Expand statewide understanding of the Illinois health care economy, including where and how premiums pay for health care.

II. Evaluation Plan:

- a. The Department will gauge the success of its rate review program based on the average time it takes for the Department to review rates and issue a determination.
 - i. With actuarial consultants assisting with filings, this review is estimated to be completed within 30 days once all information is received.
 - ii. After the contract with the consultants expires, the Department intends to maintain this average review time.
- b. The Department will know how many consumers it reaches by:
 - i. The number of "hits" to the website;
 - ii. The number of consumer comments; and
 - iii. The number of policyholders impacted by a proposed rate change.

III. Deliverables of the Enhanced Premium Rate Review Project

- a. A report that identifies market trends in the Illinois insurance marketplace and includes a comprehensive assessment of premium increases.
- b. An updated and consumer-friendly webpage dedicated to premium rate review that will enable consumers to easily access information on rate increases and justifications provided.

IV. The Enhanced Premium Rate Review Project will be conducted by the Department's actuaries and insurance analysts.

Improvement to the rate review process requires the Department to hire an additional Health Actuary II. The Department plans on posting this position shortly.

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Credentials for Health Actuary and IT staff employees will include the following:

The Health Actuary performs highly responsible professional actuarial work by providing counsel and advice and conducting technical research in the insurance field of life, accident and health; conducts technical actuarial determinations of insurance firms doing business in the State; develops and prepares reports and recommends appropriate actions to the chief actuary or to the department director and administrators; may supervise lower level actuaries.

The Health Actuary requires knowledge and skill equivalent to completion of four years of college, with courses in higher mathematics, such as calculus, probability and statistics. Requires four years professional experience in actuarial work in the life, accident and health field. Preferably requires the equivalent to the certificate received for the completion of necessary examinations to qualify as an Associate or

•Fellow of the Society of Actuaries (A.S.A. or F.S.A.) or Casualty Actuarial Society (A.C.A.S. or F.C.A.S.) Preferably requires the type and kind of experience and training necessary for membership in the American Academy of Actuaries.

The IT Staff requires knowledge, skill and mental development equivalent to four years of college with course work in computer science or directly related fields, supplemented by three years of professional experience in a related Information Technology field.

Requires extensive knowledge of Information Technology concepts and principles, the theories and functions of computer systems, and the principles and techniques of Information Technology documentation; hardware and software, languages, and procedures to provide assigned technical and analytical services; methods, procedures and techniques of conducting feasibility studies for system conversions and enhancements. Requires ability to effectively participate in and profit from continuing education, both in a formal and in-service training setting; analyze data logically

and exercise sound judgment in defining, evaluating, and solving difficult administrative, organizational, technical, or operational problems where solutions may be of a precedent-establishing or research nature; gain and maintain effective working relationships with agency officials, associates, vendors, clients, and others; coordinate the activities of work associates to achieve desired results; plan and recommend training requirements that are necessary for effective performance. Requires developed oral and written communication skills to present technical information to others with clarity and precision.

The IT staff requires experience in database design, database application development, Windows LAN based operating system environments and Microsoft SQL Server Database Management System; requires experience developing complex database structures using MS SQL Server; requires experience with techniques for accessing relational data using programming tools including MS Access, MS Visual Basic, and MS Visual Studio; requires experience training programmers in proper database access techniques; requires the ability to diagnose and resolve problems with relational databases; requires experience monitoring relational databases in order to identify and address potential problems before they affect performance.

V. Management of the Enhanced Premium Rate Review Project.

Project Director, Yvonne Clearwater

Yvonne Clearwater, Acting Deputy Director, Health Products will serve as the Project Director. The Project Director will assume the responsibilities associated with the logistics, coordination, contracting, and outreach of the project. The Project Director will record and report on progress made on key decision points, ensure consumer outreach activities are transparent and accessible, and make certain that all reporting requirements associated with the grant are met.

VI. The Enhanced Premium Rate Review Project will take place:

September 30, 2011 - September 30, 2014.

Ouarterly Report Summary Statistics:

- Total Funds Expended to date: \$255,244.13
- Total Staff Hired (new this quarter and hired to date with grant funds): 3
- Total Contracts in Place (new this quarter and established to date): 2
- Introduced Legislation: No. (Not this quarter. However, please see details about SB 34 above)
- Enhanced IT for Rate Review: Yes
- Submitted Rate Filing Data to HHS: Yes
- Enhanced Consumer Protections: Yes
 - o Consumer-Friendly Website: Yes
 - o Rate Filings on Website: Yes

ENHANCED PREMIUM RATE REVIEW PROJECT TIMELINE

(Updated October 30, 2013

Milestones/Deliverables and Timeline

The goals and objectives of the Rate Review Cycle II Project have been and will continue to be accomplished according to the following timeline:

Activity	Goal-Objective	
First Quarter (October, 2011 - December 2011)		
October 2011		
Prepare webinar on new Illinois Enhanced Rate Review Program.	Completed	
Develop new content for the rate review page of the Department's website including updates on Cycle II funding.	An initial system for the display of rate increases has been launched, and a more comprehensive system is in development. The Cycle II Grant Application has been posted, and Quarterly and Annual Reports have been posted.	
Provide a direct link to the HHS website for consumers.	Completed. DOI has been complying with this requirement, but discovered that the link no longer works. HHS's rate Review team have acknowledged the issue and have assured us that until their consumer oriented rate review page is available again, states will continue to meet the expectations of federal regulation, in accordance with their current guidelines.	
Provide consumers with a public comments section on the Department's rate review page	Completed.	
Evaluate the specific reporting requirements of the grant and immediately amend the Department's existing program to accommodate these reporting requirements. Begin the procurement process for new computers	Completed.	
and IT equipment.		
Post preliminary justifications on the Department's website or provide a link to the CMS website.	Completed. As per federal regulations, we have changed the wording of "Preliminary Justification" to "Rate Justification" on all our documents that include direction on justifications.	
Develop job descriptions for Research Economist	Research Economist has been hired and	
and IT Staffing.	has started working on reports. For	

gard to this. e rate chart on the website is being dated on an ongoing basis. Recent dates are completed and should be sted on the website in a week or two.
e Department continues discussions garding the design of a rate review eport Card" to display rate formation on its new rate filing web ge.
e Department is currently working to plement an automatic reporting stem, and in the interim, is posting information manually.
e Department is currently developing enhanced reporting process.
e FAQ's are finalized and posted. w updates have been completed eently, and will be posted soon.
e webinar is approved and recently dated. Senior staff is deciding on en the presentation will be given as a binar.
partment staff in the Health
1

Begin preparing for transition of complete review of filings to internal Health Actuaries in preparation for departure of actuarial consultants. Retain outside actuarial consulting firm until internal health actuaries are hired.	The Department is still seeking to fill these positions. DOI continues to utilize the services of Oliver Wyman. Their contract was renewed till February 2014, when we
	will re-bid the contractual services at that time.
March 2012	
Post positions/begin interviewing for Research Economist and IT Staffing.	
Third Quarter (April 2012 - June 2012)	
April-June 2012	
Complete "Procedures Manual" and train staff.	Complete. Training of staff will be ongoing.
April-May 2012	
Establish an evaluative process for assessing the success of the Enhanced Rate Review Program.	In progress
May-June 2012	
Monitor rate review process to ensure that transition from outside actuarial consultants to internal actuarial staff has been successful.	The State currently has procured an external actuarial consulting firm to provide rate review services, including monitoring for health insurance premium filings. The actuary's will also determine compliance with applicable state and federal statutory requirements consistent with accepted actuarial ratemaking techniques. The current firm, Oliver Wyman Actuarial Consulting, is contracted through February 2014. The State will re-bid the contractual service at that time. The services were originally designated to be performed by State staff to be hired through funds of this grant but due to difficulties in obtaining clearance for new staff positions at the State, it was agreed an outside firm would provide these services.
Fourth Quarter (July 2012 - September 2012)	
June-August 2012	
Update the "Frequently Asked Questions" portion of the Department's website to explain rate making and the rate review process.	Completed and will be posted by early November 2014
September 2012	

Begin evaluation of state-specific threshold for	
evaluating rates that reflects the insurance and	
health care cost trends in Illinois.	
Fifth Quarter (October, 2012 - December 2012)	
October-November 2012	
Develop a publically available "annual report" on	
premium increases in Illinois.	
Review metrics for success of the Enhanced Rate	
Review Program.	
December 2012	
Post 2012 "annual report" on the Department's	Completed
website.	•
Sixth Quarter (January 2013 - March 2013)	
January-February 2013	
Develop an updated webinar on Illinois rate review	Completed
activities.	
Conduct webinar.	Senior staff is deciding on an
	appropriate time to conduct this
	webinar
March-April 2013	
Update the "Frequently Asked Questions" section	This was completed and sent for review
of the Department's rate review page.	and will be posted and translated by the
	end of October or early November 2013
Seventh Quarter (April 2013 - June 2013)	
May-June 2013	
Finalize process – including all policies, business	DOI has shared all QHP
requirements, and legal relationships (contracts,	recommendations with Marketplace
memorandum of agreement) with the Illinois	and will continue to share when data
Exchange for sharing Department recommendations	becomes available. We have had
on issuer and plan participation on Exchange. This	reports posted on DOI website for both
includes a launch of beta testing for all IT	rates and QHP plans.
technology leveraged to share information securely	To all 120 and the December of the state of
and only as appropriate.	In addition, the Department has begun
	to share with the Marketplace our
	information we have obtained on rates.
	This is contained on our website
	(Summary of Filed <u>Health Plans</u> as of 9/30/13 and <u>Rate Levels</u>).
	7/30/13 and Mate Levels).
Eighth Quarter (July 2013 - September 2013)	
July 2013	
Begin sharing with the Illinois Exchange	Completed. All QHP recommendations
Department recommendations on issuers that	were shared with the Marketplace
should be excluded from the Exchange in	were shared with the marketplace
preparation for Exchange "go live" date in January	
2014.	
AVI 11	

August 2013	
Review metrics for success of the Enhanced Rate	In Progress
Review Program.	
Ninth Quarter (October, 2013 - December 2013)	
September-November 2013	
Begin compiling information for "annual report."	
Begin to develop a procedure for conducting "focus	
group" type activities around the state to gauge the	
effectiveness of the Department's outreach	
activities.	
Tenth Quarter (January 2014 - March 2014)	
January 2014	
Design a "focus group" for gauging the	
effectiveness of the Department's consumer	
outreach activities.	
February 2014	
Conduct a "focus group" in which the Department	
seeks feedback from Illinois residents on the	
effectiveness of rate review outreach activities.	
March 2014	
Review metrics for success of the Enhanced Rate	
Review Program.	
Develop an updated webinar on Illinois rate review	
activities.	
Eleventh Quarter (April 2014 - June 2014)	
April 2014	
Conduct webinar	
Compile and evaluate information obtained through	
"focus group" activities to hone the Department's	
outreach efforts to ensure wide understanding of the	
rate review program.	
May – June 2014	
Update the "Frequently Asked Questions" section	
of the Department's rate review page.	
Update content on the Department's website	
Twelfth Quarter (July 2014 - October 2014).	
July-September 2014	
Begin compiling information for 2014 "annual	
report."	