1 2 3 4 5 6 7 8	Harvey Rosenfield, SBN 123082 Pamela Pressley, SBN 180362 Benjamin Powell, SBN 311624 Ryan Mellino, SBN 342497 CONSUMER WATCHDOG 6330 San Vicente Blvd., Suite 250 Los Angeles, CA 90048 Tel. (310) 392-0522 Fax (310) 392-8874 harvey@consumerwatchdog.org pam@consumerwatchdog.org ben@consumerwatchdog.org ryan@consumerwatchdog.org Attorneys for CONSUMER WATCHDOG	
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10	BEFORE THE INSURANCE COMMISSIONER	
11	OF THE STATE OF CALIFORNIA	
12	In the Metter of the Detection 1 is the same of	File Nos.: 23-2949, 23-2949-A, 23-
13	In the Matter of the Rate Applications of	2949-B; 23-2950, 23-2950-A, 23-2950-B; 23-4951, 23-4951-A, 23-4951-B
14	Farmers Insurance Exchange, Mid-Century Insurance Company, and	CONSUMER WATCHDOG'S
15	Truck Insurance Exchange,	PETITION FOR HEARING, PETITION TO INTERVENE, AND
16 17	Applicants.	NOTICE OF INTENT TO SEEK COMPENSATION
18		[Ins. Code §§ 1861.05 and 1861.10; Cal. Code Regs, tit. 10, §§ 2653.1, 2661.2
19		and 2661.3]
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Consumer Watchdog hereby requests that the Insurance Commissioner notice a public hearing pursuant to Insurance Code sections 1861.05, subdivisions (a) and (c), and 1861.10, subdivision (a), on the issues raised in this petition regarding the above-referenced Rate Applications of Farmers Insurance Exchange, Mid-Century Insurance Company, and Truck Insurance Exchange ("Farmers" or "Applicants"), at which time Applicants will be directed to appear and respond to the issues raised in this petition. Consumer Watchdog also hereby requests that it be granted leave to intervene in the proceeding on the Applications. Consumer Watchdog intends to seek compensation in this proceeding, and, pursuant to California Code of Regulations, title 10 ("10 CCR"), section 2661.3 subdivision (c), Consumer Watchdog's proposed budget is attached hereto as Exhibit A.

In support of its petition, Consumer Watchdog alleges:

I. THE APPLICATIONS

- 1. On or about September 27, 2023, Applicants filed Rate Applications with the California Department of Insurance ("CDI"), seeking approval of an overall 7% (\$204 million) rate increase to their auto line of insurance for their three separate occupation-based groups—Regular Program, Business and Professional Group I, and Business and Professional Group II (File Nos. 23-2949, 23-2949-A, 23-2949-B; 23-2950, 23-2950-A, 23-2950-B; 23-4951, 23-4951-A, 23-4951-B ["the Applications"]). The proposed effective date of the Applications is January 27, 2024, four months from the September 26, 2023 effective date of Applicants' last overall rate increase of 8.35% to their Regular Program, 13.0% for Business and Professional Group I, and 10.15% for Business and Professional Group II (\$257 million) approved on August 10, 2023 pursuant to a settlement stipulation of Applicants, Consumer Watchdog, and the CDI.
- 2. On or about October 13, 2023, the public was notified by the CDI of the Applications.

II. PETITIONER

3. Petitioner Consumer Watchdog is a nonprofit, nonpartisan public interest corporation organized to represent the interests of consumers and taxpayers. A core focus of

Consumer Watchdog's advocacy is the representation of the interests of insurance consumers and policyholders, particularly as they relate to the implementation and enforcement of Proposition 103, in matters before the Legislature, the courts, and the CDI.

- 4. Consumer Watchdog's founder authored Proposition 103 and led the successful campaign for its enactment by California voters in 1988. Consumer Watchdog's staff and consultants include some of the nation's foremost consumer advocates and experts on insurance ratemaking matters.
- 5. Consumer Watchdog has served as a public watchdog with regard to insurance rates and insurer rollback liabilities under Proposition 103 by: monitoring rollback settlements and the status of the rollback regulations; reviewing and challenging rate filings made by insurers seeking excessive rates; participating in rulemaking and adjudicatory hearings before the CDI; and educating the public concerning industry underwriting and rating practices, their rights under Proposition 103, and other provisions of state law. Consumer Watchdog has also initiated and intervened in actions in state court and appeared as amicus curiae in matters involving the interpretation and application of Proposition 103 and the Insurance Code.¹
- 6. Consumer Watchdog has initiated and intervened in numerous proceedings before the CDI related to the implementation and enforcement of Proposition 103's reforms, including over 140 such proceedings in the last twenty years. In every proceeding that has resulted in a final decision and in which Consumer Watchdog sought compensation from 2003–2022, the Commissioner found that Consumer Watchdog made a substantial contribution, meaning that its participation was separate and distinct from any other party and that it presented relevant issues,

¹ For example, Calfarm Ins. Co. v. Deukmejian (1989) 48 Cal.3d 805; 20th Century Ins. Co. v. Garamendi (1994) 8 Cal.4th 216; Amwest Surety Ins. Co. v. Wilson (1995) 11 Cal.4th 1243; Proposition 103 Enforcement Project v. Quackenbush (1998) 64 Cal.App.4th 1473; Spanish Speaking Citizens' Found. v. Low (2000) 85 Cal.App.4th 1179; Donabedian v. Mercury Ins. Co. (2004) 116 Cal.App.4th 968; State Farm Mut. Auto. Ins. Co. v. Garamendi (2004) 32 Cal.4th 1029; The Found. for Taxpayer and Consumer Rights v. Garamendi (2005) 132 Cal.App.4th 1354; Ass'n of Cal. Ins. Cos. v. Poizner (2009) 180 Cal.App.4th 1029; Mercury Cas. Co. v. Jones (2017) 8 Cal.App.5th 561; Mercury Ins. Co. v. Lara (2019) 35 Cal.App.5th 82; and State Farm General Ins. Co. v. Lara (2021) 71 Cal.App.5th 197.

evidence, and arguments that resulted in more credible, non-frivolous information being available to the Commissioner in making his final decision.

III. ISSUES AND EVIDENCE TO BE PRESENTED AND POSITIONS OF PETITIONER

- 7. In the rate proceeding initiated by Consumer Watchdog's petition, Consumer Watchdog will present and elicit evidence to show that the rates proposed in the Applications are excessive and/or unfairly discriminatory in violation of Insurance Code section 1861.05, subdivision (a), which provides that "[n]o rate shall be approved or remain in effect which is excessive, inadequate, [or] unfairly discriminatory." Additionally, Consumer Watchdog will present and elicit evidence that Applicants' proposed rates violate 10 CCR § 2644.1, which provides that "[n]o rate shall be approved or remain in effect that is above the maximum permitted earned premium as defined in section 2644.2."
- 8. Based on Consumer Watchdog's preliminary analysis in consultation with its actuarial expert, and the information contained in the Applications and publicly available on the CDI's website, Consumer Watchdog has identified the following issues with the Applications on which it intends to present and elicit evidence as set forth in (a)–(e) below. Each of these issues is directly relevant to determining whether Applicants' proposed rate increase is excessive and/or unfairly discriminatory under Insurance Code sections 1861.05(a) and 1861.02(a). Consumer Watchdog intends to request further information on these issues through informal/formal discovery from the Applicants and reserves the right to develop and refine its positions as more information is made available.
 - a) Loss and Premium Trends (10 CCR § 2644.7): Consumer Watchdog's current position, to the extent now known, is that Applicants' frequency and severity trend selections result in excessive net trends which overstate the projected losses, causing an inflated rate indication. Consumer Watchdog's preliminary analysis indicates no rate increase is warranted, particularly for Bodily Injury, Property Damage, and Collision. Consumer Watchdog notes that in the Explanatory Memorandum, Applicants address data distortions arising from the COVID-19 pandemic. Specifically, Applicants concede that "[s]electing an 8-point trend fit for frequency and severity reflects post-pandemic

behavior but results in high pure premium trends." Indeed, the 8-point combined loss trends are in the highest quartile for all coverages, with the majority of those being in the top 3 out of 20 possible selections. Applicants go on to "recommend selecting the average of 8-point and 12-point trend fits". However, these averages are still in the highest quartile for all coverages except UMBI, with the majority of those remaining in the top 3 out of 20 possible selections. For example, Farmers' selected Net Trend for BI of 13.1%—which sits between the second- and third-highest available Net Trends—is in line with only the latest three data points, giving minimal consideration to experience prior to 2022Q4. Consumer Watchdog's preliminary analysis shows that lower trend factors, reflecting the latest data but also incorporating experience prior to the most recent three quarters, are more reasonable and actuarially sound. This analysis produces an overall rate indication that is substantially lower than the 6.9% rate increase proposed by Farmers. Based on these findings, Applicants do not fully support the assertion that the selected trend factors are the most actuarially sound.

- b) Improper / Unsupported Variance 8D (10 CCR § 2644.27(f)(8)(D)): Please see comments in ¶ 8(a) above, incorporated by reference. The average of the 8- and 12-point fits produces excessive net trends which overstate the projected losses, causing an inflated rate indication. Trends that are more actuarially sound can and should be selected from the 20 possible choices for each coverage in the rate template—as has been done in Consumer Watchdog's preliminary analysis—and thus, Consumer Watchdog's current position, to the extent now known, is that a variance is not justified.
- c) Improper Loss Development (10 CCR § 2644.6): Applicants use incurred loss development in the rate templates. Incurred development yields higher ultimate loss and DCCE than paid development across all coverages; more than 10% higher for all coverages combined. Consumer Watchdog's current position, to the extent now known, is that Applicants have failed to explain why there is such a large difference between paid and incurred development and have failed to demonstrate that the much higher incurred development method is the most actuarially sound.

- d) Improper / Unsupported Excluded Expenses (10 CCR § 2644.10): Consumer Watchdog's current position, to the extent now known, is that Applicants have failed to provide sufficient information in the filing to support the claim that roughly 30% of advertising expenses over the last three years have been institutional. Per the regulation: "Institutional advertising' means advertising not aimed at obtaining business for a specific insurer and not providing consumers with information pertinent to the decision whether to buy the insurer's product." In addition, according to Applicants' 2021 and 2022 annual statements, Applicants paid \$2.8 billion during 2021 and \$3 billion during 2022 for "Management Agreements and Service Contracts" to affiliates. The regulation states, "The following expense items shall not be allowed for ratemaking purposes . . . All payments to affiliates, to the extent that such payments exceed the fair market rate or value of the goods or services in the open market." It is Consumer Watchdog's position that Applicants have not shown that these payments represent a fair market rate or value, such that Applicants had \$0 of excessive payments to affiliates as listed on page 4.2 of the Prior Approval Rate Template. Based on the information currently available in the Applications and subject to review of additional information that may be obtained from Applicants during the proceeding through formal or informal discovery on these and other excluded expense items, it is Consumer Watchdog's position that Applicants have not proven that the excluded expense ratio of 0.3% shown on page 4.2 of the Prior Approval Rate Template is appropriate. Consumer Watchdog reserves the right to seek discovery and raise additional issues regarding the accuracy of the amounts listed in page 4.2 of the Prior Approval Rate Template for other categories of excluded expenses that should be reflected in the rate calculation but may not be adequately reflected in the filing, including political contribution and lobbying expenses, excessive executive compensation, bad faith judgments and associated DCCE, costs for unsuccessful defense of discrimination claims, and fines and penalties.
- e) Affinity Group Surcharges (10 CCR § 2632.5(d)): Consumer Watchdog's current position, to the extent known, is that Applicants' use of occupation to create three

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separate base rate tiers for their Regular Program and Business and Professional Groups I and II violates sections 1861.05(a) and 1861.02(a), and 10 CCR § 2632.5(d). The authorized optional rating factors that have been adopted by the Commissioner are set forth in 10 CCR § 2632.5(d), and do not include occupation. Applicants charge higher base rates to their Regular Program policyholders than to their Business and Professional Groups I and II based on occupational status, as shown in the Rate Manual – Markup (p. 3) and CA FA Rule Manual 20230926 (p. 22), documents provided as part of this filing. (See Exhibits B and C, attached.) Under Applicants' proposed base rates, their Regular Program policyholders will be charged up to about 18.5% more for all coverages combined than policyholders in Business and Professional Group I (which includes physicians, dentists, engineers, and CPAs) and up to about 18.8% more for all coverages combined than policyholders in Business and Professional Group II (which includes lawyers, judges, architects, and real estate agents). (*Ibid.*) Use of these three different base rate tiers to charge different rates based on occupational status results in excessive and/or unfairly discriminatory rates in violation of sections 1861.02(a)(4) and 1861.05(a), and the application of unauthorized rating factors is in violation of section 1861.02(a)(1)— (3) and the auto rating factor regulations at 10 CCR §§ 2632.4 and 2632.5.

Based upon its initial analysis, Consumer Watchdog submits that no overall rate increase is warranted. The Commissioner should reject the requested overall rate increases, and take such further corrective action as necessary.

9. This petition is based upon Consumer Watchdog's preliminary analysis of the Applications. Thus, Consumer Watchdog reserves the right to modify, withdraw, and/or add issues for consideration as more information becomes available, including but not limited to violations of Insurance Code section 1859 if it is discovered during the course of the proceeding that Applicants have willfully withheld information from, or knowingly given false or misleading information to, the Commissioner or to any rating organization, advisory organization, insurer or group, association or other organization of insurers that will affect its rates, rating systems, or premiums that are the subject of these filings.

IV. AUTHORITY FOR PETITION AND GRANTING REQUEST FOR A HEARING

- 10. The authority for this petition for hearing is Insurance Code section 1861.10, subdivision (a), which grants "any person" the right to initiate or intervene in a proceeding permitted or established by Proposition 103 and the right to enforce Proposition 103. Specifically, as stated above, Consumer Watchdog initiates this proceeding to enforce Insurance Code section 1861.05 and the Commissioner's regulations.
- 11. Additionally, a hearing is authorized pursuant to Insurance Code section 1861.05, subdivision (c), which allows "a consumer or his or her representative" to request a hearing on a rate application and 10 CCR § 2653.1, which provides that "any person, whether as an individual, representative of an organization, or on behalf of the general public, may request a hearing by submitting a petition for hearing."
- 12. This petition is timely pursuant to Insurance Code section 1861.05, subdivision (c), and 10 CCR § 2646.4(a)(1) because it is filed within forty-five (45) days of the October 13, 2023 public notice date.

V. <u>INTEREST OF PETITIONER</u>

- Applicants' automobile insurance policyholders are charged rates and premiums that comply with the provisions of Insurance Code section 1861.02(a) and 1861.05(a)'s requirement that "no rate shall be approved or remain in effect which is excessive, inadequate, [or] unfairly discriminatory or otherwise in violation of this chapter," and the requirements contained in the regulations promulgated thereunder. Pursuant to state law, drivers are required to purchase automobile insurance. Consumers who are overcharged by insurers for this insurance coverage are part of Consumer Watchdog's core constituency. The specific issues and positions to be taken by Consumer Watchdog in this proceeding, to the extent known at this time, are set forth in paragraphs 8(a)–(e) *supra*.
- 14. As noted in paragraphs 3–6 *supra*, Consumer Watchdog's staff and consultants have substantial experience and expertise in insurance rate matters, which Consumer Watchdog believes will aid the CDI in its review of the Applications and aid the Commissioner in making

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his ultimate decision as to whether to approve or disapprove the requested rates. As noted in paragraph 6 above, the Commissioner has found that Consumer Watchdog has made a substantial contribution to his decisions in every rate proceeding that has resulted in a final decision and in which Consumer Watchdog sought compensation from 2003–2022. If leave to intervene is granted, Consumer Watchdog will participate fully in all aspects of this proceeding.

15. Consumer Watchdog also has an interest in ensuring that Applicants, the CDI, and the Insurance Commissioner comply with the laws enacted by the voters under Proposition 103, and the rules and regulations that implement those laws, including that all information submitted to the CDI in connection with the Applications is made publicly available.

VI. AUTHORITY FOR PETITION TO INTERVENE

16. The authority for Consumer Watchdog's petition to intervene is Insurance Code section 1861.10, subdivision (a), which grants "any person" the right to "initiate or intervene in any proceeding permitted or established pursuant to this chapter [Chapter 9 of Part 2 of Division 1 of the Insurance Code] . . . and enforce any provision of this article." This proceeding is a proceeding to enforce Insurance Code sections 1861.02 and 1861.05 pursuant to Insurance Code section 1861.10(a), and hence is a proceeding both "permitted" and "established" by Chapter 9. Per the voters' instruction, the mandatory right to intervene under section 1861.10(a), like all the provisions of Proposition 103, must be "liberally construed and applied in order to fully promote its underlying purposes." (Prop. 103, § 8.) Thus, section 1861.10 must be interpreted and applied broadly in a manner to fully encourage consumer participation. (*Ibid.*; see also *Ass'n of* California Ins. Cos. v. Poizner, supra, 180 Cal.App.4th at 1052 [stating "the goal of fostering consumer participation in the administrative rate-setting process" as "one of the purposes of Proposition 103"].) The broad intervention standard enacted by section 1861.10 ensures that consumers will be able to participate in proceedings independently of the CDI staff who may take different positions or emphasize different issues in the proceeding, and with all rights accorded to any other party, including the right to raise additional issues and/or violations as they become known during the course of the proceeding through informal or formal discovery.

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17. This petition to intervene is also authorized by 10 CCR § 2661.1 et seq. In compliance with 10 CCR § 2661.3, the specific issues to be raised and positions to be taken by Consumer Watchdog, to the extent known at this time, are set forth in paragraph 8, supra. The first four issues relate directly to specific standards and requirements under the ratemaking formula at 10 CCR § 2644.1 et seq. and thus are directly relevant to ultimately determining whether Applicants' requested rate is excessive or otherwise unjustified. The final issue relates to whether Applicants' requested rates are unfairly discriminatory under Insurance Code sections 1861.02(a) and 1861.05(a). Although consumer presence in departmental proceedings typically results in significant reductions to policyholders' rates, the amount of savings for each individual consumer is outweighed by the time and expense of hiring individual counsel or an advocacy group to protect his or her rights. Thus, an independent organization like Consumer Watchdog introduces a voice that otherwise would be absent from this proceeding.

VII. PARTICIPATION OF CONSUMER WATCHDOG

18. Consumer Watchdog verifies, in accordance with 10 CCR § 2661.3, that it will be able to attend and participate in this proceeding without unreasonably delaying this proceeding or any other proceedings before the Insurance Commissioner.

VIII. INTENT TO SEEK COMPENSATION

- 19. The Commissioner has awarded Consumer Watchdog compensation for its reasonable advocacy and witness fees and expenses in past departmental proceedings. The Commissioner issued Consumer Watchdog's latest Finding of Eligibility on July 26, 2022, effective for two years as of July 12, 2022. Consumer Watchdog was previously found eligible to seek compensation on August 25, 2020, effective as of July 12, 2020; July 12, 2018; July 14, 2016; July 24, 2014; July 24, 2012; July 2, 2010; August 25, 2008; July 14, 2006; July 2, 2004; June 20, 2002; October 1, 1997; September 26, 1995; September 27, 1994; and September 13, 1993.
- 20. Consumer Watchdog intends to seek compensation in this proceeding. Pursuant to 10 CCR § 2661.3(c), Consumer Watchdog's estimated budget in this proceeding is attached hereto as Exhibit A. Consumer Watchdog has based its estimated budget on several factors

<u>VERIFICATION OF BENJAMIN POWELL IN SUPPORT OF CONSUMER</u> <u>WATCHDOG'S PETITION FOR HEARING, PETITION TO INTERVENE, AND</u> <u>NOTICE OF INTENT TO SEEK COMPENSATION</u>

I, Benjamin Powell, verify:

- 1. I am a staff attorney for Consumer Watchdog. If called as a witness, I could and would testify competently to the facts stated in this verification.
- 2. I personally prepared the pleading titled "Consumer Watchdog's Petition for Hearing, Petition to Intervene, and Notice of Intent to Seek Compensation" filed in this matter. All of the factual matters alleged therein are true of my own personal knowledge, or I believe them to be true after conducting some inquiry and investigation.
- 3. Pursuant to California Code of Regulations, title 10, section 2661.3, Consumer Watchdog attaches as Exhibit A its estimated budget in this proceeding.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Executed November 27, 2023 at Los Angeles, California.

Benjamin Powell

EXHIBIT A PRELIMINARY BUDGET

l	PRELIMINARY BUDGET	
2	<u>ITEMS</u> <u>ESTIMATED COST</u>	
3	1. Consumer Watchdog Attorneys and Paralegal	
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5	Pamela Pressley (Senior Staff Attorney) @ \$595 per hour, 100 hours	
6	Watchdog counsel; oversee preparation of motions, briefing; confer with Consumer Watchdog counsel and outside experts regarding legal and evidentiary issues; participate	
7	in discussions with CDI and Applicants' counsel; assist in all phases of proceeding, evidentiary hearing, and preparation of post-hearing briefing.	
8	D : : D 11/G/ (CA)	
9	Benjamin Powell (Staff Attorney) @ \$350 per hour, 200 hours	
10	evidentiary issues; participate in discussions with CDI and Applicants' counsel; participate in briefing legal issues; conduct discovery, preparation of motions, and	
11	preparation for evidentiary hearing; participate in examination of witnesses and all phases of evidentiary hearing and post-hearing legal briefing; prepare request for compensation.	
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13	Ryan Mellino (Staff Attorney) @ \$250 per hour, 200 hours	
14	evidentiary issues; participate in discussions with CDI and Applicants' counsel;	
15 16	participate in briefing legal issues; conduct discovery, preparation of motions, and preparation for evidentiary hearing; participate in examination of witnesses and all phases of evidentiary hearing and post-hearing legal briefing; prepare request for compensation.	
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18	Kaitlyn Gentile (Paralegal) @ \$200 per hour, 50 hours	
19	preparation of motions and briefs; prepare request for compensation.	
20	Harvey Rosenfield (Of Counsel) @ \$695 per hour, 15 hours	
21	Supervise Consumer Watchdog counsel and participate in strategy discussions.	
22	2. <u>Expert Witness: Ben Armstrong</u>	
23	Ben Armstrong, Staff Actuary @ \$425 per hour, 100 hours	
24	• Staff actuary to review all discovery documents; prepare actuarial analysis; participate in meet and confers with the parties as needed; prepare written testimony; testify and assist	
25	attorneys in preparation for cross-examination of insurer's expert witnesses.	
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