

The Current Status of Employer Health Insurance Coverage in the United States

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Invited Testimony

U.S. Senate Committee on Finance Hearing on "Health Insurance Coverage in American: Current and Future Role of Federal Programs"

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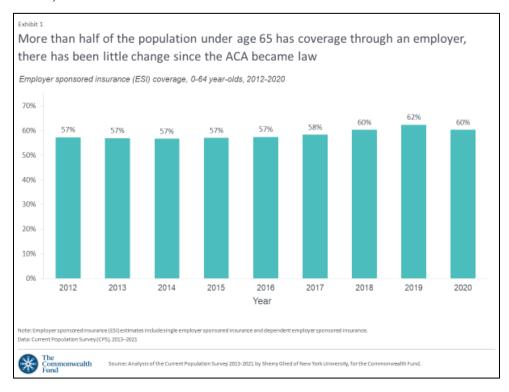
The Current Status of Employer Health Insurance Coverage in the United States

Sara R. Collins, Ph.D. The Commonwealth Fund

Thank you, Mr. Chairman, members of the Committee, for this invitation to testify today on the current status of employer health insurance coverage in the United States. My comments will focus on trends in enrollment, the share of employers offering health insurance to workers, the costs of insurance and health care for people who are enrolled in the plans, and policy options to improve workers' coverage.

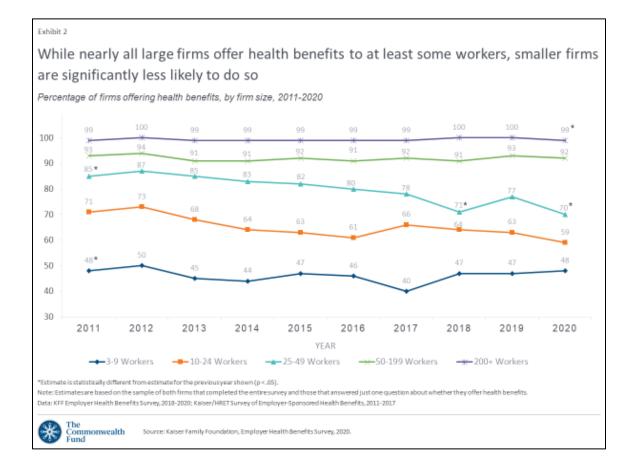
Employer Health Insurance Is the Backbone of the U.S. Health Insurance System

Employer health insurance continues to be the primary source of insurance coverage for the majority of the U.S. population. More than half the population under age 65 — about 163 million people — get their health insurance through an employer, either their own or a family member's (Exhibit 1). ¹



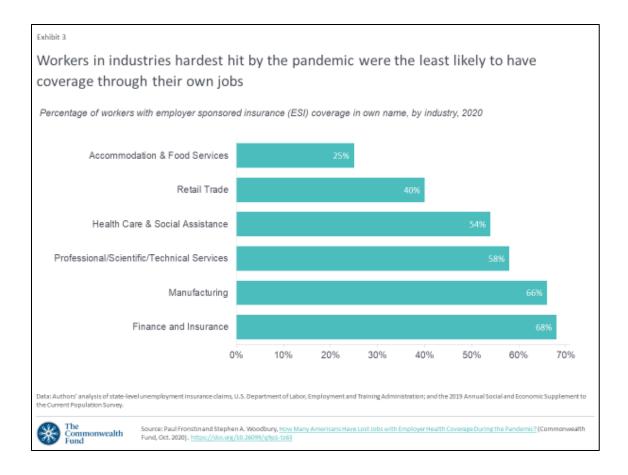
¹ Analysis of the 2021 Current Population Survey by Sherry Glied and Mikaela Springsteen of New York University for the Commonwealth Fund.

Enrollment in employer health plans has changed little over the last decade even as the federal government expanded coverage options through the Affordable Care Act (ACA). Nearly all companies with 200 or more workers offer insurance to their employees (Exhibit 2).² Small firms, however, are less likely to offer coverage and there has been some decline in the share that offers over the last decade. Employers in some sectors of the economy, including food services and retail. are far less likely to offer coverage than some others, such as manufacturing, finance, and insurance (Exhibit 3).³



² Kaiser Family Foundation, Employer Health Benefits, 2020 Annual Survey.

³ Paul Fronstin and Stephen A. Woodbury, <u>How Many Americans Have Lost Jobs with Employer Health Coverage</u> <u>During the Pandemic?</u> (Commonwealth Fund, Oct. 2020). <u>https://doi.org/10.26099/q9p1-tz63</u>

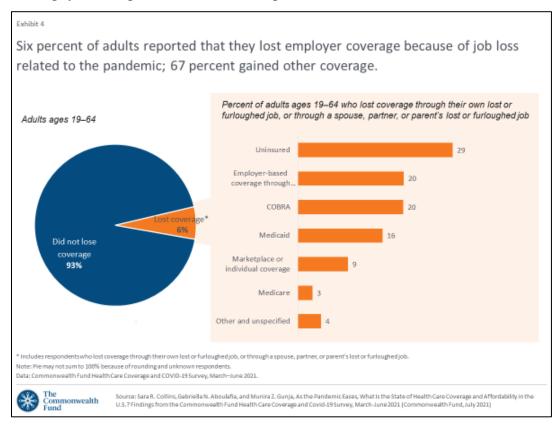


Employer coverage proved to be resilient during the pandemic. Despite the deepest recession since the 2008 economic downturn, a recent Commonwealth Fund survey found that only 6 percent of working-age adults reported they lost employer coverage during the pandemic (Exhibit 4).⁴ Other research estimates about 3 million to 7 million people lost employer coverage. ⁵ This loss is limited compared to the large number of jobs lost in 2020 partly because industries hit hardest with pandemic-related job losses, such as hotel, food service, and retail, had among the lowest employer coverage rates before the pandemic. Other laid-off workers were

⁴ Sara R. Collins, Gabriella N. Aboulafia, and Munira Z. Gunja, *As the Pandemic Eases, What Is the State of Health Care Coverage and Affordability in the U.S.? Findings from the Commonwealth Fund Health Care Coverage and COVID-19 Survey, March–June 2021* (Commonwealth Fund, July 2021). <u>https://doi.org/10.26099/6w2d-7161</u>

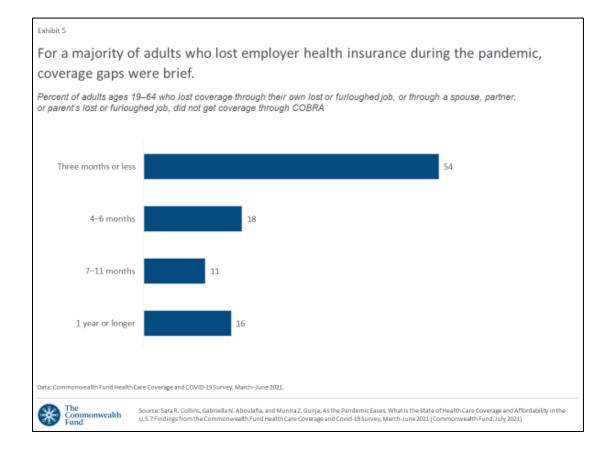
⁵ Paul Fronstin and Stephen A. Woodbury, "Update: How Many Americans Have Lost Jobs with Employer Health Coverage During the Pandemic?" *To the Point* (blog), Commonwealth Fund, Jan. 11, 2021. <u>https://doi.org/10.26099/pg4k-k397</u>

more fortunate: about 42 percent of companies that dismissed workers during the pandemic continued to pay at least part of their insurance premiums.⁶



Unlike during prior recessions, the ACA's coverage expansions provided a safety-net for people who lost employer coverage. This safety-net was enhanced by federal relief efforts to help people maintain their Medicaid coverage, a substantial increase in marketplace premium subsidies under the American Rescue Plan Act (ARPA), and extended special-enrollment periods in state-run marketplaces in 2020 and in the federal marketplaces in 2021. Among workers who did lose employer coverage, 20 percent gained insurance through another employer, 20 percent elected COBRA, 16 percent gained coverage through Medicaid and 9 percent got covered through the marketplaces or individual market. Nearly three in ten —29 percent — became uninsured, reflecting ongoing holes in our coverage system and lack of awareness of options. But the availability of affordable coverage options kept gaps in coverage relatively short for a majority of people who lost employer coverage (Exhibit 5).

⁶ Paul Fronstin and Stephen A. Woodbury, "Update: How Many Americans Have Lost Jobs with Employer Health Coverage During the Pandemic?" *To the Point* (blog), Commonwealth Fund, Jan. 11, 2021. <u>https://doi.org/10.26099/pg4k-k397</u>



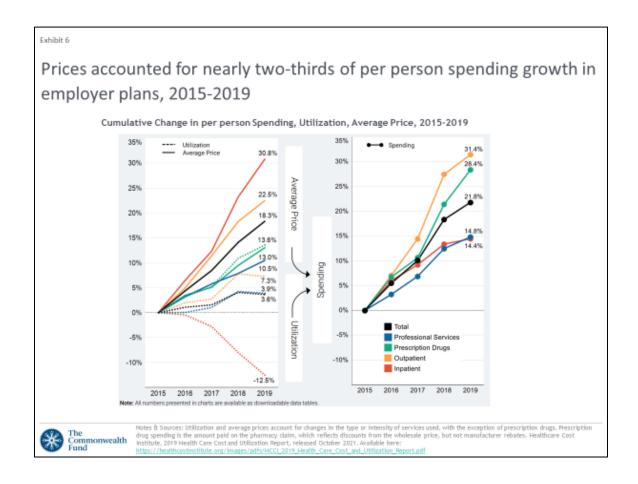
The U.S. Has a Health Care Spending Problem in Commercial Insurance Plans; Consumers are Paying the Price

The ACA's coverage expansions, market rules against underwriting, and mandates for employers to offer coverage have enabled millions of previously people to get covered with comprehensive affordable coverage.⁷ Research has shown that these provisions have led to an overall downward trend in out-of-pocket costs across the U.S. population.⁸

But the United States has a health care spending problem in commercial insurance. This is demonstrated by the amount that the 180 million people with employer and individual market

 ⁷ Sherry A. Glied, Sara R. Collins, and Saunders Lin, "Did the Affordable Care Act Lower Americans' Financial Barriers to Health Care?," *Health Affairs* 39, no. 3 (Mar. 2020): 379–86. <u>https://doi.org/10.26099/79hw-ax66</u>
⁸ Sherry A. Glied and Benjamin Zhu, *Catastrophic Out-of-Pocket Health Care Costs: A Problem Mainly for Middle-Income Americans with Employer Coverage* (Commonwealth Fund, Apr. 2020). <u>https://doi.org/10.26099/x0cx-cp48</u>

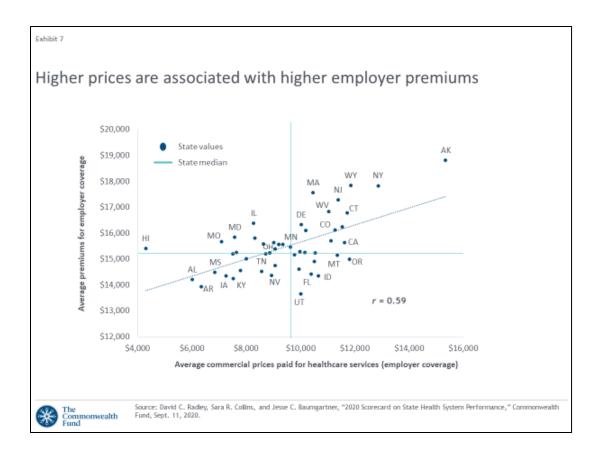
plans pay for their insurance and health care. New research from the Health Care Cost Institute show that among people with employer insurance, spending per person grew by 21.8 percent between 2015 and 2019, outpacing both inflation and GDP growth (Exhibit 6).⁹ The data also show that average prices paid for health care services and prescription drugs were the primary drivers, accounting for nearly two-thirds of overall growth.



These high prices are associated with higher employer premiums (Exhibit 7).¹⁰ Because employers share these costs with their workers in the form of premium contributions and deductibles, workers' costs are also rising. In most states, they are rising faster than median income.

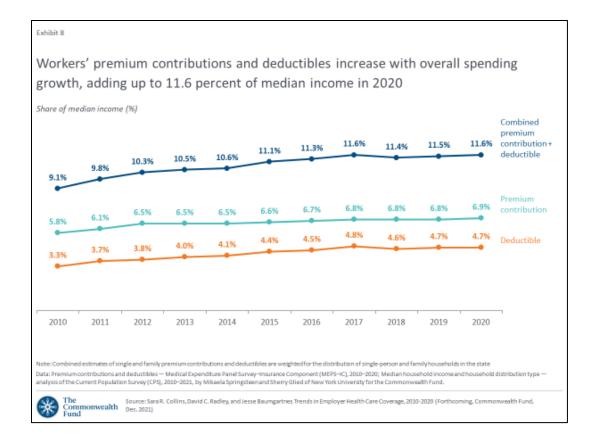
⁹ Health Care Cost Institute, 2019 Health Care Cost and Utilization Report, October 2021.

¹⁰ David C. Radley, Sara R. Collins, Jesse C. Baumgartner, <u>2020 Scorecard on State Health System Performance</u>, September 11, 2020.

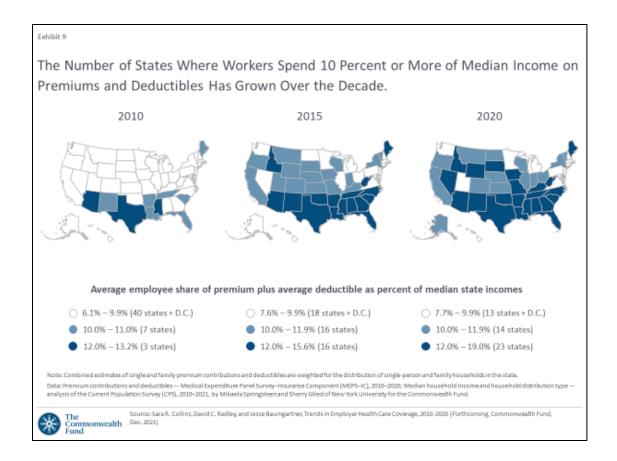


New data on employer plans released by the federal government this fall and analyzed by the Commonwealth Fund, show that worker premium contributions and deductibles in employer plans have taken up a growing share of worker's incomes over the past decade. These costs accounted for 11.6 percent of median household income in 2020, up from 9.1 percent a decade earlier (Exhibit 8).¹¹

¹¹ Sara R. Collins, David C. Radley, and Jesse C. Baumgartner, *State Trends in Employer Premiums and Deductibles,* 2010–2020 (Forthcoming Commonwealth Fund, December. 2021).



There is wide variation in what workers pay for employer coverage relative to their incomes across the country. Premium contributions and deductibles were 10 percent or more of median income in 37 states in 2020, up from 10 states in 2010 (Exhibit 9). In nine states (Florida, Georgia, Louisiana, Mississippi, Nevada, New Mexico, Oklahoma, South Carolina, and Texas) the average combined costs of premium contributions and deductibles amounted to 14 percent or more of median income in 2020. Middle-income workers in Mississippi and New Mexico faced the highest potential costs relative to income (19.0% and 18.1%, respectively).

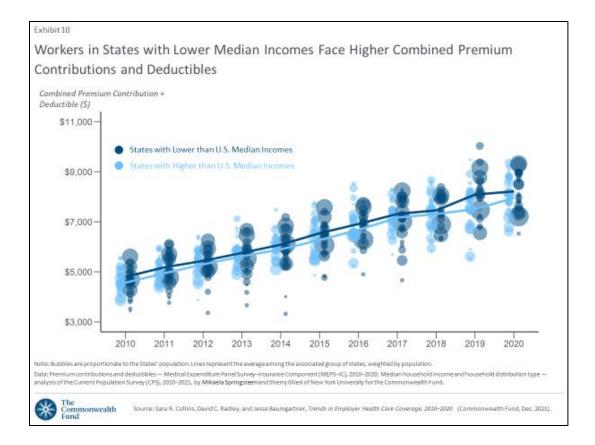


These costs add to already considerable burdens for families. For example, housing and food consumed 34 percent of average family income in 2020.¹² Among families with children under age 5 who pay for childcare, average spending on childcare took up 13 percent of family income in 2017.¹³

Workers across the income spectrum have experienced steady growth in their insurance costs. But people living in states with lower median incomes are doubly burdened. On average, workers in states with median incomes lower than the national median face higher absolute costs compared to people in states with higher median incomes (Exhibit 10).

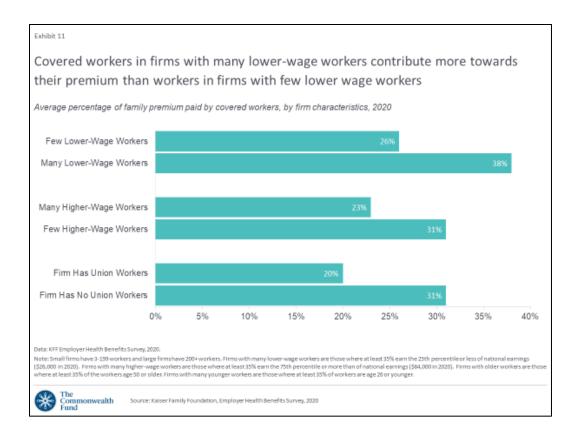
¹² Bureau of Labor Statistics, "<u>Consumer Expenditures – 2020</u>," news release, Sept. 9, 2021.

¹³ U.S. Department of the Treasury, <u>The Economics of Child Care Supply in the United States</u>, September 2021.

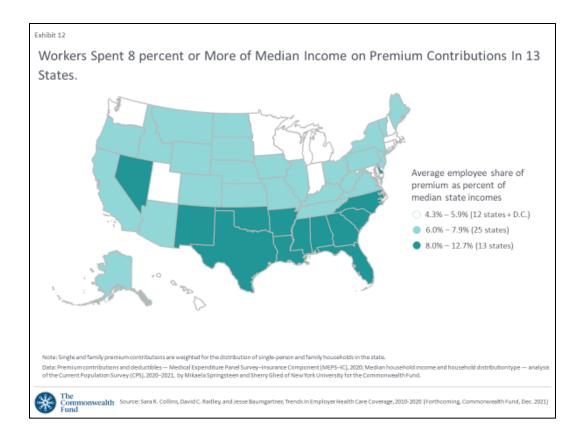


The Kaiser Family Foundation's annual survey of employer benefits finds that in in lower wage firms, insured workers contribute a larger share of the premium for family plans than those in higher wage firms (Exhibit 11). ¹⁴ Non-unionized workforces contribute a larger share of the premium than do unionized workforces.

¹⁴ Kaiser Family Foundation, Employer Health Benefits, 2020 Annual Survey.



Workers with the largest premium contributions relative to median income were concentrated in southern states. In Alabama, Arkansas, Delaware, Florida, Georgia, Louisiana, Mississippi, Nevada, New Mexico, Oklahoma, North Carolina, South Carolina, and Texas, premium contributions were 8 percent or more of median income, with a high of 12.7 percent in Mississippi (Exhibit 12).



Deductible Growth is Leaving Millions Underinsured

The Commonwealth Fund has found that insured people who have high out-of-pocket costs and deductibles relative to their income are more likely to face problems accessing care and paying medical bills than those who do not. We have defined someone who has been continuously insured over the last year as "underinsured" if their plan's deductible equals 5 percent or more of income or if their out-of-pocket costs over the past year are equal to 10 percent or more of income (5 percent or more if low income).¹⁵

In 2020, about one-quarter of people in employer plans were underinsured by this measure (Exhibit 13). While rates were higher in the individual market, the largest growth has occurred in employer plans. This growth has been driven by growth in the size of deductibles relative to family income (Exhibit 14).

¹⁵ Sara R. Collins, Munira Z. Gunja, and Gabriella N. Aboulafia, <u>U.S. Health Insurance Coverage in 2020: A Looming Crisis in Affordability — Findings from the Commonwealth Fund Biennial Health Insurance Survey, 2020</u> (Commonwealth Fund, Aug. 2020).

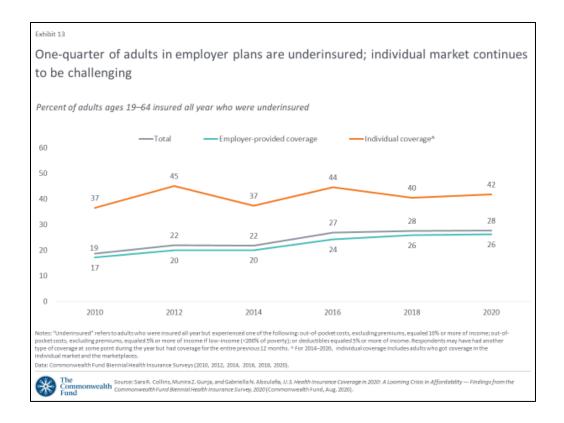
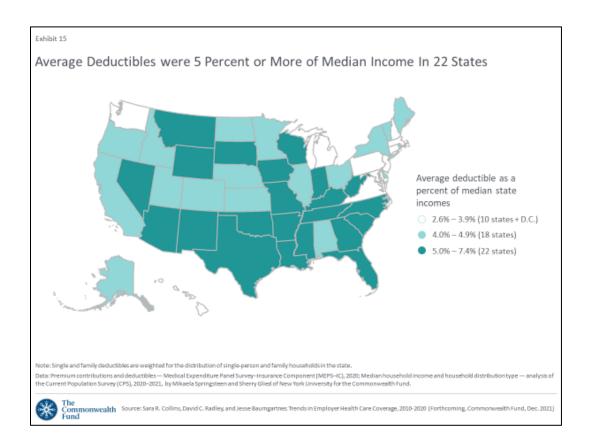


Exhibit 14

Deductibles Have Grown Faster than Income Taking Up Larger Shares of Household Budgets, Leaving More People Underinsured

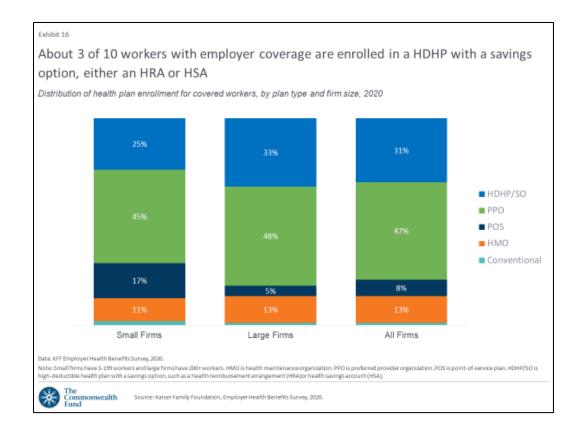
Percent adults ages 19–64 with private coverage who had deductibles that were 5% or more of income		2012	2014			2020
Total	7%	11%	13%	15%	16%	15%
nsurance source at time of survey*						
Employer-provided coverage	6%	9%	11%	13%	15%	14%
Individual and marketplace coverage^	18%	29%	22%	24%	23%	27%
Firm size (base: full- or part-time workers with coverage through their own employer]^^^						
2–99 employees	7%	15%	20%	13%	18%	16%
100 or more employees	5%	6%	9%	13%	14%	14%
ttes: "Respondents may have had another type of coverage at some point durin riketplaces.^^Ooes not include adults who are self-employed. ts: Commonwealth Fund Blennial Health linourance.Surveys (2010, 2012, 2014, Source: Sara R. Collines, Munira Z. Gunja, and i Findings: From the Commonwealth Fund Blennia	2016, 2018, 2020).		_			

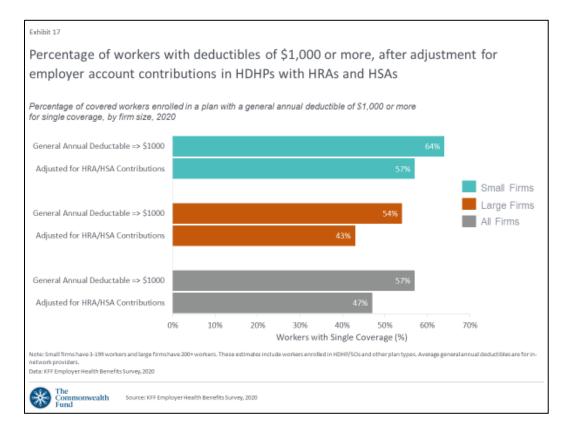
Across the country, average deductibles in employer plans relative to median income were 5 percent or more in 22 states (Arizona, Arkansas, Florida, Georgia, Indiana, Iowa, Kentucky, Louisiana, Mississippi, Missouri, Montana, New Mexico, Nevada, North Carolina, Oklahoma, South Carolina, South Dakota, Tennessee, Texas, West Virginia, Wisconsin, Wyoming) and ranged as high as 7.4 percent in New Mexico (Exhibit 15).



One reason for the growth in average deductibles is more workers are enrolled in highdeductible plans with savings accounts either health reimbursement arrangements (HRAs) or health savings accounts (HSAs). About three of 10 workers are enrolled in such plans (Exhibit 16).¹⁶ About half of workers with HRAs and a quarter of those with HSAs receive employer contributions that reduce their deductibles to between zero and \$1,000. Still, accounting for these contributions only reduces the share of workers across all single-coverage plans with deductibles of \$1,000 or more from 57 percent to 47 percent (Exhibit 17).

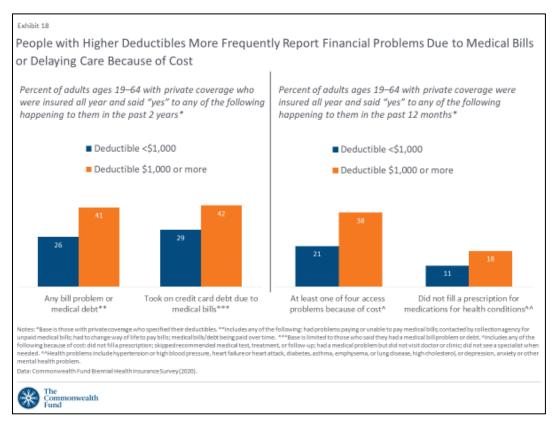
¹⁶ Kaiser Family Foundation, Employer Health Benefits, 2020 Annual Survey.





High Cost Exposure in Commercial Plans Distorts Consumers' Health Care Decisions and Leads to Financial Problems

Research indicates that people who face high deductibles often avoid getting needed health care. A 2020 Commonwealth Fund survey found that among people in commercial plans, more than one-third of those with a deductible of \$1,000 or more said they had not gotten needed health care due to cost, including not filling a prescription, not going to the doctor when sick, not getting a follow up test or treatment recommended by a doctor, or not seeing a specialist (Exhibit 18).¹⁷



When people in high-deductible plans do get care, they are susceptible to racking up medical debt. Forty-one percent of adults with a deductible of \$1,000 or more reported they had experienced problems paying medical bills, including not being able to pay a bill, being contacted by a collection agency about an unpaid bill, having to change their way of life to pay

¹⁷ Sara R. Collins, Munira Z. Gunja, and Gabriella N. Aboulafia, <u>U.S. Health Insurance Coverage in 2020: A Looming</u> <u>Crisis in Affordability — Findings from the Commonwealth Fund Biennial Health Insurance Survey, 2020</u> (Commonwealth Fund, Aug. 2020).

their bills, or paying off debt over time. Among those who were paying off medical debt, 63 percent said they were paying off bills worth \$2,000 or more.

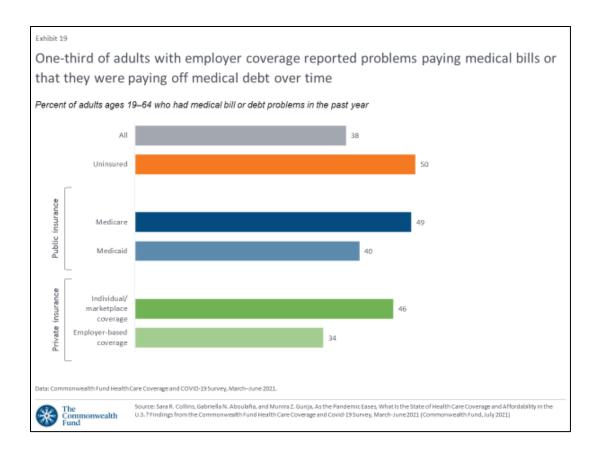
Medical bill problems and debt have become endemic in our health system. The media is awash in stories of patients receiving outlandish, uncovered bills.¹⁸ A recent *JAMA* article found that 17.8 percent of people in the U.S. had medical debt in collections, with the highest shares in the South and in predominantly poor zip codes.¹⁹ Between 2009 and 2020, the amount of medical debt in collections overtook that of nonmedical debt.

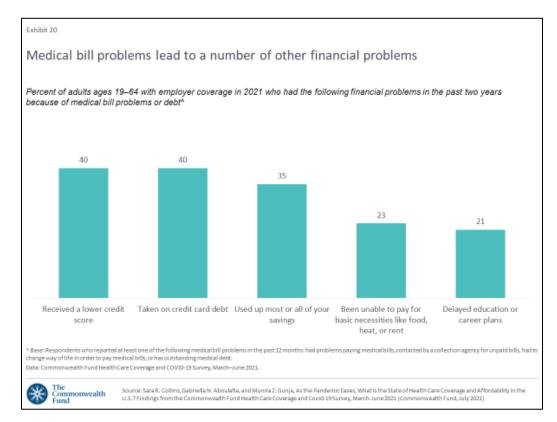
Medical debt has spillover financial implications. In a 2021 Commonwealth Fund survey, one-third of adults in employer-based plans reported problems paying their bills or that they were paying off debt over time (Exhibit 19).²⁰ Of those who reported these difficulties, 40 percent said that they had received a lower credit score because of their medical bills; 40 percent had taken on credit card debt to pay their bills; 35 percent had used up most or all their savings to pay their bills; 23 percent had been unable to pay for basic life necessities like food, heat, or rent; and 21 percent had delayed education or career plans (Exhibit 20).

¹⁸ See for example Kaiser Health News and National Public Radio's ongoing "Bill of the Month" series. <u>https://khn.org/news/tag/bill-of-the-month/</u>

¹⁹ Raymond Kluender, et al., Medical Debt in the US, 2009-2020, *JAMA*. 2021;326(3):250-256. doi:10.1001/jama.2021.8694.

²⁰ Sara R. Collins, Gabriella N. Aboulafia, and Munira Z. Gunja, *As the Pandemic Eases, What Is the State of Health Care Coverage and Affordability in the U.S.? Findings from the Commonwealth Fund Health Care Coverage and COVID-19 Survey, March–June 2021* (Commonwealth Fund, July 2021). <u>https://doi.org/10.26099/6w2d-7161</u>





Policy Options

The ACA's subsidized marketplaces and Medicaid expansion have provided a safety-net for people in unaffordable or skimpy employer health plans. Improving the affordability and cost-protection of marketplace plans and expanding Medicaid in all states, increasing awareness of these coverage options among workers, and making it easier for eligible workers to enroll in them will relieve some of the problems highlighted in this testimony. Specific improvements include:

- Make the temporary ARPA marketplace subsidies permanent.
- Provide a zero-premium, zero-cost sharing insurance option for Medicaid-eligible adults in the coverage gap in the 12 states that have not yet expanded their programs.
- Inform workers with employer coverage of their options to enroll in subsidized marketplace plans and Medicaid and, if they lose employer coverage, that they are eligible for a marketplace special-enrollment period.
- Fix the "family coverage glitch." Under the ACA, families are ineligible for marketplace premiums if a family member has an offer of single employer coverage that is affordable, (i.e., premiums less than 9.83 percent of family income). ²¹ About 5 million people are caught in this glitch: they are in family plans with premium contributions that exceed that threshold, but are ineligible for marketplace subsidies.²² The Biden administration could fix this administratively, saving families that switched to marketplace plans an average of \$400 person; families with incomes under 200 percent of the federal poverty level could save \$580 per person.
- Lower the "employer firewall" threshold from 9.83 to 8.5 percent of income (i.e., the ARPA premium contribution cap). When combined with the fix to the family coverage glitch, this change would mean that no one would have to spend more than 8.5 percent of income for their health insurance. Commonwealth Fund analyses indicate one-quarter of

²¹ Timothy S. Jost, "Eliminating the Family Glitch," *To the Point* (blog), Commonwealth Fund, May 18, 2021. <u>https://doi.org/10.26099/gh5r-vm20</u>

²² Matthew Buettgens and Jessica Banthin, <u>Changing the "Family Glitch" Would Make Health Coverage More</u> <u>Affordable for Many Families</u> (Urban Institute, May 2021).

people with low incomes in employer plans who are not eligible for Medicaid in their states spend more than 8.5 percent of their household income on premiums (Exhibit 21).

- Rein in deductibles and out-of-pocket costs in marketplace plans. One proposal could eliminate deductibles for some people and reduce it for others by as much as \$1,650.²³
- The historic No Surprises Act passed by Congress in 2020 and set to go into effect in January 2022 will protect most consumers from surprise medical bills from out-of-network providers and some emergency transportation providers. ²⁴ Other measures to protect consumers from the devastating consequences of medical debt include expanding the reach of the ACA's financial assistance policies for nonprofit hospitals to cover all hospitals and a broader range of providers, imposing stronger consumer protection rules for medical debt collection such as grace periods following illness or during appeals processes, and placing bans or limits on medical debt interest rates.²⁵
- Address the high commercial provider prices that are the primary driver of employer premiums and deductibles. This could be pursued by adding a public plan option to the marketplaces, among other approaches.²⁶
- Develop an auto-enrollment mechanism to help people enroll and stay enrolled in comprehensive coverage. Creating a public plan as a default option would be essential to a national auto-enrollment program.²⁷

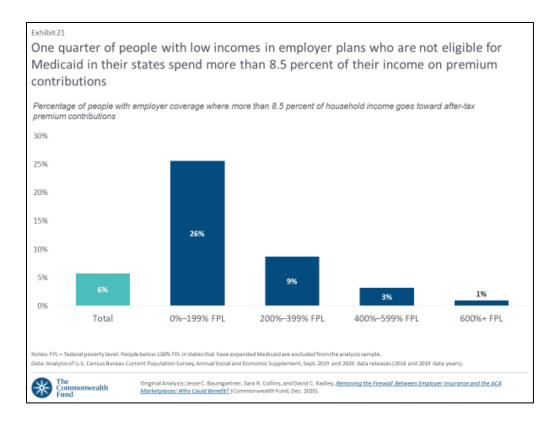
²³ Improving Health Insurance Affordability Act of 2021, S.499; Linda J. Blumberg, et al., <u>From Incremental to</u> <u>Comprehensive Health Insurance Reform: How Various Reform Options Compare on Coverage and Costs</u> (Urban Institute, October 2019).

²⁴ Jack Hoadley and Kevin Lucia, "<u>Putting Surprise Billing Protections into Practice: Biden Administration Releases</u> <u>First Set of Regulations</u>," *To the Point* (blog), Commonwealth Fund, July 14, 2021.

²⁵ National Consumer Law Center, <u>Model Medical Debt Protection Act</u>, September 2019.

²⁶ Linda J. Blumberg et al., *Comparing Health Insurance Reform Options*; John Holahan, Michael Simpson, and Linda J. Blumberg, <u>What Are the Effects of Alternative Public Option Proposals</u> (Urban Institute, March 2021).; Robert A. Berenson, et al., <u>Addressing Health Care Market Consolidation and High Prices</u>, The Urban Institute, January 2020; Sherry A. Glied and Jeanne M. Lambrew, *How Democratic Candidates for the Presidency in 2020 Could Choose Among Public Health Insurance Plans* (Health Affairs, November 2018).

²⁷ Linda J. Blumberg, John Holahan, and Jason Levitis, <u>How Auto-Enrollment Can Achieve Near-Universal Coverage:</u> <u>Policy and Implementation Issues</u> (Commonwealth Fund, June 2021).



The cost burden in commercial insurance is an enduring problem in U.S. health care that is undermining America's overall economic well-being. This year's U.S. Supreme Court decision reaffirming the constitutionality of the ACA paves the way for Congress to use the tools provided by the law to cover the remaining uninsured and make health care affordable to people covered by both public and commercial insurance. Doing so will help facilitate the country's postpandemic recovery and its future prosperity.

Thank you.