REPORT OF THE JOINT COMMISSION ON HEALTH CARE

Increasing the Availability of Health Insurance Providers in Rural Areas

TO THE GOVERNOR AND THE GENERAL ASSEMBLY OF VIRGINIA



REPORT DOCUMENT NO. 157

COMMONWEALTH OF VIRGINIA RICHMOND 2008

Code of Virginia § 30-168.

The Joint Commission on Health Care (the Commission) is established in the legislative branch of state government. The purpose of the Commission is to study, report and make recommendations on all areas of health care provision, regulation, insurance, liability, licensing, and delivery of services. In so doing, the Commission shall endeavor to ensure that the Commonwealth as provider, financier, and regulator adopts the most cost-effective and efficacious means of delivery of health care services so that the greatest number of Virginians receive quality health care. Further, the Commission shall encourage the development of uniform policies and services to ensure the availability of quality, affordable and accessible health services and provide a forum for continuing the review and study of programs and services.

The Commission may make recommendations and coordinate the proposals and recommendations of all commissions and agencies as to legislation affecting the provision and delivery of health care.

For the purposes of this chapter, "health care" shall include behavioral health care.

Joint Commission on Health Care Membership

Chairman The Honorable Phillip A. Hamilton

Vice-Chairman The Honorable Stephen H. Martin

Senate of Virginia The Honorable J. Brandon Bell, II The Honorable Harry B. Blevins The Honorable R. Edward Houck The Honorable Benjamin J. Lambert, III The Honorable Linda T. Puller The Honorable Nick Rerras The Honorable William C. Wampler, Jr.

Virginia House of Delegates

The Honorable Clifford L. Athey, Jr. The Honorable Robert H. Brink The Honorable Benjamin L. Cline The Honorable Franklin P. Hall The Honorable Kenneth R. Melvin The Honorable Harvey B. Morgan The Honorable David A. Nutter The Honorable John M. O'Bannon, III The Honorable John J. Welch, III

The Honorable Marilyn B. Tavenner Secretary of Health and Human Resources

Commission Staff

Kim Snead Executive Director

Stephen W. Bowman Senior Staff Attorney/Methodologist

> Michele Chesser, PhD Senior Health Policy Analyst

Jaime H. Hoyle Senior Staff Attorney/Health Policy Analyst

> Sylvia A. Reid Publication/Operations Manager

Preface

House Bill 1324 of the 2006 General Assembly Session directed the Commissioner of Insurance to prepare a plan to double the level of competition among providers of health insurance products in the Commonwealth's rural areas. HB 1324 was passed by in the House Commerce and Labor Committee in favor of a letter to the Joint Commission on Health Care (JCHC) requesting a study of the issues contained in the bill.

Some distinct differences are observed when the socio-economic wellbeing of rural (defined in this report as having fewer than 120 people per square mile) and non-rural localities in Virginia are compared. Families in rural localities tend to have lower family incomes and are more likely to experience unemployment and lack health insurance. Small businesses (those least likely to offer their employees health insurance coverage) are disproportionately located in rural areas. Consequently, it was not surprising to find that these socioeconomic factors contributed to accessibility and affordability problems faced by individuals seeking health insurance coverage in rural localities. Conversely, the availability of health insurers was not substantially lower in rural localities when compared with non-rural localities. A review of State-licensed managed care insurers indicated that while rural areas have the lowest number of insurers, all Virginia localities had at least 35 insurers that offer health insurance plans.

Although no legislation was introduced related to this study in 2008, JCHC members voted to endorse the general concept of subsidizing a health insurance product for uninsured Virginians.

On behalf of the Joint Commission and staff, I would like to thank the numerous individuals who assisted in this study, including representatives from Anthem, the Center for Rural Policy Analysis, the Center for Rural Virginia, Community Health Resource Network, the Department of Medical Assistance Services, the Medical Society of Virginia, the National Conference of State Legislatures, Southwest Community Health Systems Inc., State Corporation Commission, Virginia Association of Health Plans, Virginia Commonwealth University Health System, Virginia Community Health Care Association, Virginia Department of Health, Virginia Premier, and Virginia Tech's Rural Economic Analysis Program.

Kim Snead Executive Director

June 2008

Table of Contents

Report

October 26, 2007 Presentation to JCHC

Increasing the Availability of Health Insurance Providers in Rural Areas

Executive Summary

Background

House Bill 1324 (2006), as introduced by Delegate David A. Nutter, directed the Commissioner of Insurance:

To "prepare a plan to double the level of competition among providers of health insurance products in rural areas of the Commonwealth. The plan shall address (i) the current level of competition among providers of health insurance products in such areas; (ii) barriers to increased competition among such providers; (iii) the likely effects of increased competition; (iv) an analysis of potential solutions, including creating incentives for new health insurance providers, including health maintenance organizations, to compete with incumbent providers offering health insurance products in such areas; and (v) ways to overcome institutional, legal, and economic barriers to an increase in such competition, regardless of whether such barriers are unique to the Commonwealth's rural areas."

HB 1324 was passed by in the House Commerce and Labor Committee in favor of sending a letter to the Joint Commission on Health Care (JCHC) requesting a study of the issues. In completing the study, JCHC staff utilized a variety of resources and contacted a number of agencies and organizations; as listed below:

- Anthem
- Center for Rural Policy Analysis
- Center for Rural Virginia
- Community Health Resource Network
- Department of Medical Assistance Services
- Ehealthinsurance.com
- Kaiser Family Foundation
- National Conference of State Legislatures
- Southwest Community Health Systems, Inc.
- State Corporation Commission
- The Medical Society of Virginia
- University of North Carolina's Cecil G. Sheps Center for Health Services Research
- Virginia Association of Health Plans
- Virginia Commonwealth University Health System
- Virginia Community Health Care Association
- Virginia Department of Health
- Virginia Premier
- Virginia Tech's Rural Economic Analysis Program

What is Rural?

To assess the availability of insurance products in rural Virginia, what "rural" means must be defined. The definition of rural is a topic of some debate. The federal government has various ways of defining rural and non-rural areas. The Office of Management and Budget (OMB) uses Metropolitan Statistical Area Codes. Metropolitan statistical areas are defined as the "area(s) containing a recognized population nucleus and adjacent communities that have a high degree of integration with that nucleus."¹ The Economic Research Service of the United States Department of Agriculture (USDA) uses Rural-Urban Continuum Codes as a "classification scheme that distinguishes metropolitan (metro) counties by the population size of their metro area, and nonmetropolitan (nonmetro) counties by degree of urbanization and adjacency to a metro area or areas."²

Efforts have been made to define the meaning of "rural" in Virginia, as well.³ The Center for Rural Virginia defines rural as localities with "less than 120 people per square mile" for all programs and activities it supports. Figure 1 shows how Virginia's localities are classified, if the Center's definition of rural is used. (For purposes of this study, the Center's definition for rural localities is used throughout.)

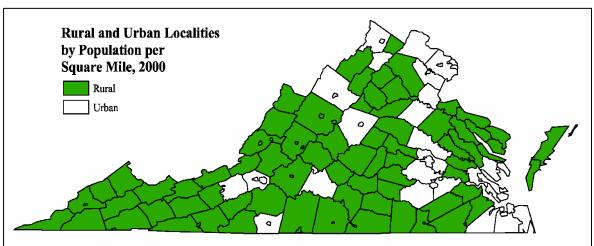


Figure 1 Rural and Urban Localities

¹ Standards for Defining Metropolitan and Micropolitan Statistical Areas, 65 Fed. Reg. No. 249, December 27, 2000, FR 82228-82238.

² USDA, Economic Research Service website http://www.ers.usda.gov/Briefing/Rurality/RuralUrbCon/last accessed 2/15/2008

³ Jim Pease, "What is 'Rural?", Virginia Rural Economic Analysis Program, *Horizons* Volume 18:6 (2006) displays the complexity of defining rural and previous efforts in Virginia to define rural.

Differences Between Rural and Non-Rural Localities in Virginia. There are some distinct differences in the socio-economic well-being of rural and non-rural localities in Virginia (Figure 2). The most notable difference is seen in family income as the average income in rural localities was nearly \$13,000 less than in non-rural localities. Families living in rural areas were more likely to have incomes at or below 200 percent of the federal poverty level, experience unemployment, and lack health insurance.

Figure 2 Selected Comparisons Between Rural and Non-Rural Localities in Virginia (2004-2005)					
		Rural Localities	Non-rural Localities		
Median Family Income (2005)	Average <i>Median</i>	\$38,596 \$36,375	\$51,341 \$46,890		
Population Living at or Below	Average	32.1%	24.2%		
200% Federal Poverty Level Unemployment Rate	Median Average Median	32.0% 4.4% 4.4%	21.5% 3.8% 3.3%		
Health Care Uninsured Rate	Average Median	14.8% 14.8%	13.4% 12.9%		

Sources: JCHC-staff analysis of data from Jim Pease, "What is 'Rural?'" Virginia Rural Economic Analysis Program *Horizons* Vol. 18:6 (2006) and *Virginia Atlas of Health Indicators*.

Employer-Offered Health Insurance

Employer-offered health insurance is very important as most non-elderly Virginians, like most non-elderly Americans, have health insurance coverage through their employers. As reported in *Options to Extend Health Insurance Coverage to Virginia's Uninsured Population,* a study by the Joint Legislative Audit and Review Commission (JLARC), almost 80 percent of the non-elderly Virginians who have health insurance coverage are insured through their employers.

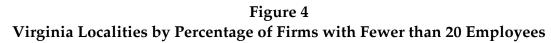
Annual surveys of U.S. employers, conducted by the Kaiser Family Foundation and Health Research and Educational Trust, indicate that the "percentage of firms offering [health insurance] coverage increases as the size of the firm increases."⁴ Similarly, the smallest firms are the least likely to offer health

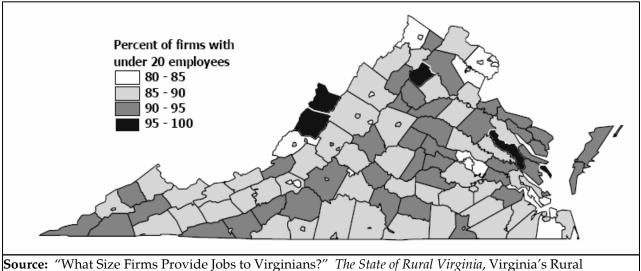
⁴ Kaiser Family Foundation and Health Research and Educational Trust, *Employer Health Benefits* 2007 *Annual Survey*, p. 5.

insurance to their employees (Figure 3). This is an especially important issue for rural areas which have a disproportionate number of smaller businesses. Figure 4, shows localities by the percentage of firms that had fewer than 20 employees in 2001.

Figure 3 Percentage of Private-Sector Establishments Offering Health Insurance Coverage by Number of Employees (2005)					
< 10	10-24	25-99	100-999	1000+	
34.3%	63.4%	84.9%	98.9%	98.1%	

Source: Agency for Healthcare Research and Quality, Center for Financing, Access, and Cost Trends. 2005 *Medical Expenditure Panel Survey-Insurance Component*. *Available at* http://www.meps.ahrq.gov/mepsweb/data_stats/state_tables.jsp?regionid=37&year=2005.





Source: "What Size Firms Provide Jobs to Virginians?" *The State of Rural Virginia*, Virginia's Economic Analysis Program, Vol.6:1, Fall 2001.

The five localities (Bath, Highland, King and Queen, Mathews, and Rappahannock) in which at least 95 percent of its firms have fewer than 20 employees are all rural localities.

Review of Competition among Health Insurers

In order to assess the level of competition among health insurers in rural localities, staff compared the number of State-licensed health insurers in rural localities with the number in non-rural localities. The Commonwealth regulates and maintains information about many health insurers and their policies through

the State Corporation Commission (SCC). However due to an exemption under federal law, states do not have the ability to regulate insurance plans when they are self-funded by a business. In Virginia, the vast majority of health insurance plans that are not self-funded are managed care products involving either a health maintenance organization (HMO) or a preferred provider organization (PPO). Consequently, the JCHC-staff review was restricted to the 20 HMOs and 63 PPOs which are State-licensed. The results of the staff review are shown in Figure 5.

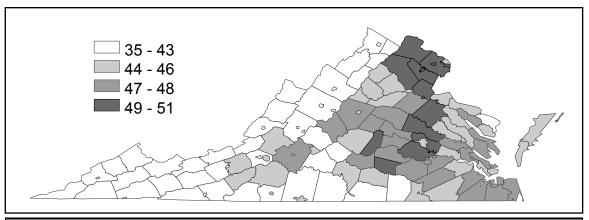
Figure 5

Type of Locality	Average # of HMOs	Average # of PPOs		
Rural	9	34		
Non-Rural	12	35		
When the number of available HMOs and PPOs were combined,				
each locality had at least 35.				
Source: JCHC-staff analysis of data from the VDH Office of Licensure and Certification.				

Average Number of HMOs and PPOs by Locality Type

Figure 6 shows the combined number of PPOs and HMOs by locality. While rural areas have the lowest number of health insurers, all Virginia localities have at least 35 and the highest number of health insurers in one locality was 51.

Figure 6 Combined Number of Insurers of PPOs or HMOs by Quartile



Source: JCHC-staff analysis of data from the VDH Office of Licensure and Certification.

Study Findings

The finding that each locality has at least 35 health insurers indicates that availability is not the primary health insurance issue in rural Virginia. In fact, discussions during the course of the study indicated that issues related to the accessibility of health insurance were more challenging. These issues include:

- Difficulty in establishing a network with so few health care providers
- Lack of primary care providers
- Lack of medical care specialists
- Fewer economies of scale available for insurers
- Fewer than half of small employers provide employer-sponsored coverage to employees
- Higher percentage of small businesses thereby making health insurance less accessible
- Higher percentage of the population unemployed
- Lower per capita income, including a higher percentage of the population at or below 200 percent of the federal poverty level.

Several options were suggested to address accessibility and availability of health insurance, as noted below.

Allow Mandate-Free Health Insurance Products in Rural Areas. The ability to offer a health insurance product which is not required to include mandated benefits has the potential to allow for lower-cost plans.

Provide Tax Incentives for Health Insurers in Rural Areas. Providing a State taxcredit or deduction for the development of new product lines or policies offered in targeted rural areas might be an effective incentive to develop lower-cost health insurance plans.

Provide Subsidies for Employers who Offer Health Insurance for Employees. Small employers, operating in targeted rural areas, that add health insurance as an employee benefit, could have some of the cost incurred reimbursed through direct subsidy or changes in tax policy.

Policy Options

Option 1: Take no action

Option 2: Introduce legislation to exempt health insurance products provided in specific rural areas from having to include mandated coverage as required in *Code of Virginia* Title 38.2, Chapter 34.

Option 3: Introduce legislation to provide a tax incentive for health insurance carriers to offer new small group plans in targeted rural areas. (Reductions in tax liability could be based on enrollment numbers.)

Option 4: Introduce a budget amendment (funding to be determined) to provide a subsidy for small employers operating in specific rural areas of Virginia, that offer health insurance for their employees.

Option 5: Endorse the concept of subsidizing a health insurance product for uninsured Virginians.

The only public comments received on the specific study options were submitted on behalf of the Virginia Association of Health Plans. The comments indicated:

"VAHP appreciates this opportunity to comment on proposals slated for consideration by JCHCThe research shows that rural residents have a choice between a minimum of 35 licensed PPOs and HMOs....Despite a diverse selection of health insurers a number of other issues, including cost, affect an individual's access to care. To address access related issues such as cost, VAHP members are continually researching and developing new products."

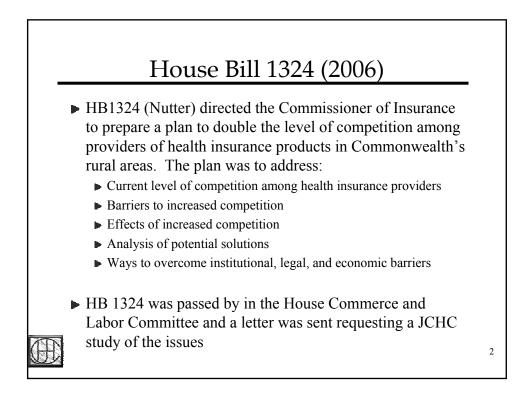
JCHC Staff for this Report Stephen W. Bowman Senior Staff Attorney/Methodologist



Increasing the Availability of Health Insurance Providers in Rural Areas

October 26, 2007

Stephen W. Bowman Senior Staff Attorney/Methodologist

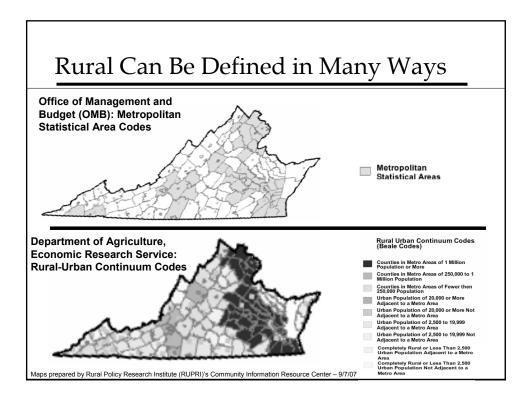


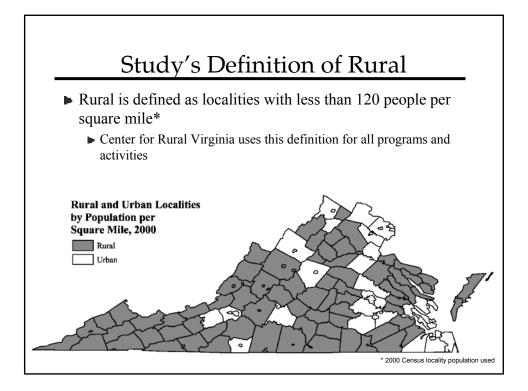
Representatives and Resources Consulted

- Anthem
- Center for Rural Policy Analysis
- Center for Rural Virginia
- Community Health Resource Network
- Department of Medical Assistance Services
- Ehealthinsurance.com
- ► Kaiser Family Foundation
- National Conference of State Legislatures
- Southwest Community Health Systems, Inc.

- State Corporation Commission
- ► The Medical Society of Virginia
- ▶ UNC's Cecil G. Sheps Center for Health Services Research
- Virginia Association of Health Plans
- Virginia Commonwealth University Health System
- Virginia Community Health Care Association
- Virginia Department of Health
- Virginia Premier
- Virginia Tech's Rural Economic Analysis Program

3



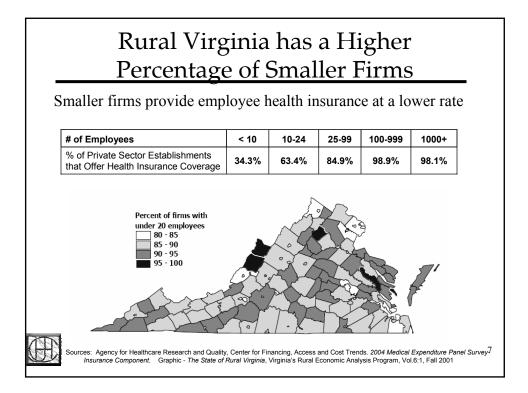


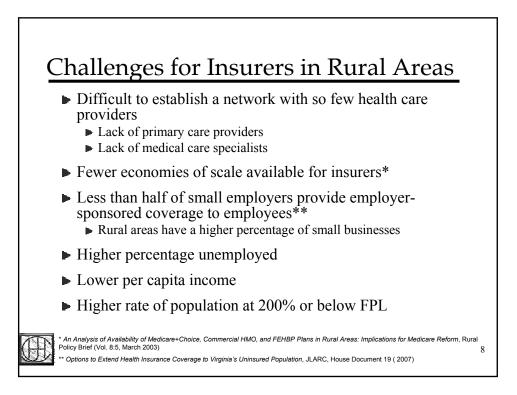
Rural and Non-rural Localities Have Distinct Differences

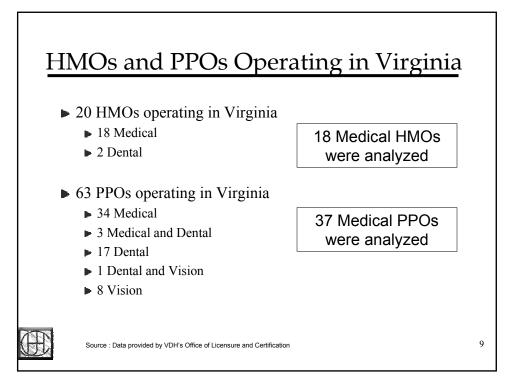
		Rural Localities	Non-rural Localities
2000 Localities' Persons per square mile*	Average	61	1,106
	Median	56	326
2004-05 Median Family Income**	Average	\$38,596	\$51,341
	Median	\$36,375	\$46,890
2004-05 Rate of Population 200% or Below	Average	32.1%	24.2%
the Federal Poverty Level (FPL)**	Median	32.0%	21.5%
2004-05 Unemployment rate**	Average	4.4%	3.8%
	Median	4.4%	3.3%
2004-05 Uninsured Rate**	Average	14.8%	13.4%
	Median	14.8%	12.9%

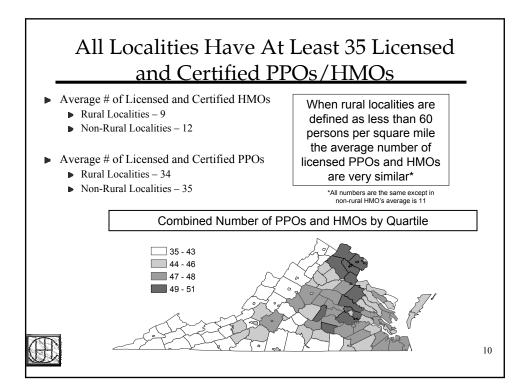
 \oplus

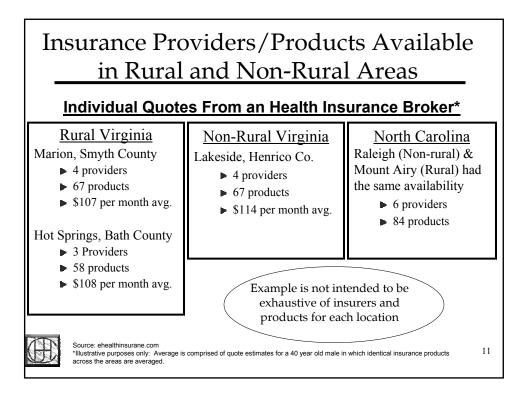
All calculations above give each locality an equal weighting '*What is Rural*, Virginia's Rural Economic Analysis Program, Vol.18:6, Nov/Dec 2006 ''Virginia Atlas of Health Indicators

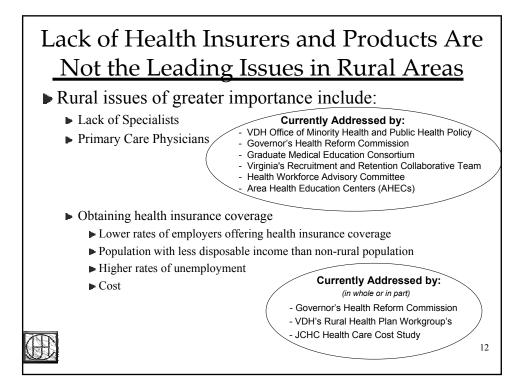


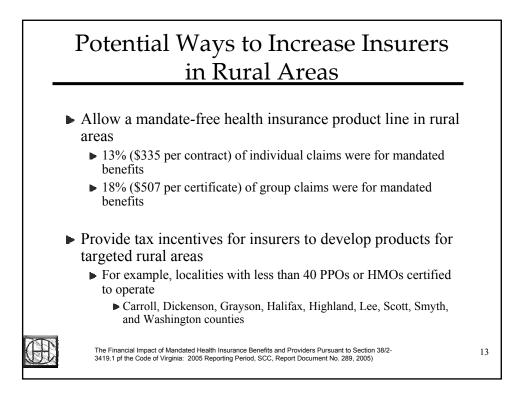


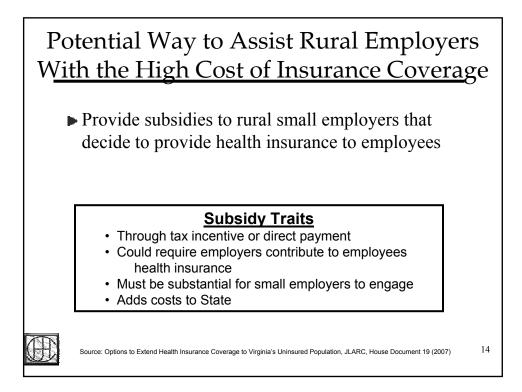


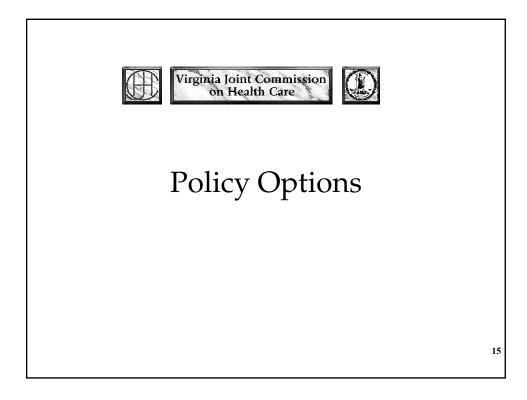


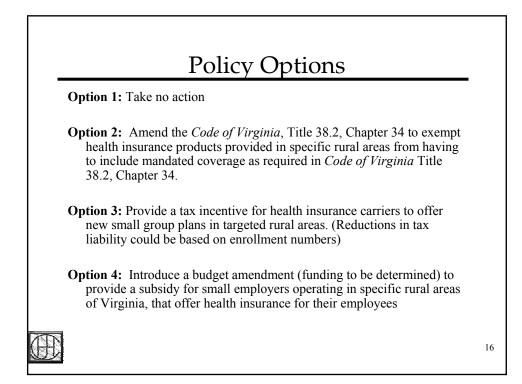


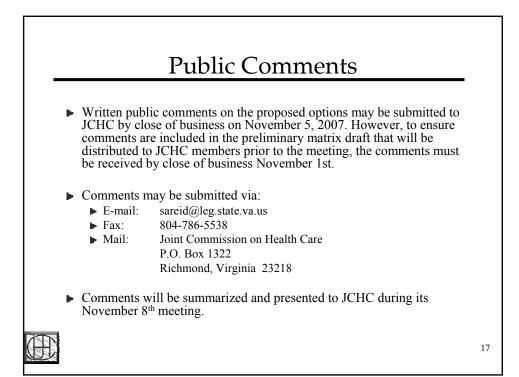














Joint Commission on Health Care 900 East Main Street, 1st Floor West P.O. Box 1322

Richmond, Virginia 23218

(804) 786-5445 (804) 786-5538 (Fax)

E-Mail jchc@leg.state.va.us

Internet Address: http://jchc.state.va.us