



**DIFP**

**Annual Report  
to the Missouri Legislature**

**Insurance Coverage  
for Autism Treatment  
& Applied Behavior  
Analysis**

Statistics Section  
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Table of Contents	
Executive Summary	1
Introduction	4
Coverage	6
Treatment Rates	7
Claim Payments	8
Licensure	11
Consumer Complaints	13
Emerging Health Insurance Issues	14
Health Insurance Market in Missouri	15
Medical Loss Ratio Rebates	18
Conclusion	19
Appendix: Autism Resources	20

Table of Tables	
Percent of Member Months With Coverage for ASD Treatment	6
Number of claims for treatment of an ASD	8
ASD-Related Claim Costs	9
ASD Treatment as a Percent of All Claims	9
Increase in ASD-Related Claim Payments 2011 - 2016	10
Claims Costs for ASD Treatment Per Member Per Month	10
Average Monthly Costs Per Person Treated for Autism	11
Applied Behavior Analyst Licensure in Missouri	11
Consumer Complaints / Inquiries	13

## Executive Summary

This is the sixth annual report of the Missouri Department of Insurance, Financial Institutions and Professional Registration (DIFP) to the Missouri General Assembly related to insurance coverage for the treatment of autism spectrum disorders (ASDs), including applied behavioral analysis (ABA). The report is based on data filings to the DIFP from every insurer that reported comprehensive health insurance business on their financial annual statement. The DIFP makes every effort to make sure these data are accurate and complete. The accuracy of this report, however, depends largely on the accuracy of the data filed by insurers.

The findings of this annual report reflect a law that has matured in its implementation even within a continually evolving health insurance market. Through the six years since the passage of House Bill 1311, health insurance coverage has expanded significantly, particularly in the individual health market. The data show that the provision of autism-related services continued to expand into 2016, while the costs as a percent of overall health care payments remained negligible. For 2016, the cost of all autism treatments accounted for just 0.24 percent of total claims incurred and the cost of ABA therapy accounted for only 0.12 percent. These costs are consistent with the projections made by the DIFP prior to the passage of House Bill 1311 (2010).

1. **Coverage.** Today, there are more insured Missourians than at any time in history with 5.4 million reporting health insurance coverage in 2015.<sup>1</sup> Coverage for ASD treatment, including ABA therapy, significantly expanded in the individual market in 2014, and that trend continued into 2015 and 2016. Due to changes in federal law, coverage for autism treatment in the individual market was expanded to all non-grandfathered plans in 2014. When the law first passed, just a little more than one-third of individual policies covered mandated autism benefits. By 2016, nearly 93 percent of individual policies provided the coverage for autism. Grandfathered plans in the individual market are not statutorily required to provide the coverage, but instead are required to offer the coverage as an optional rider under Missouri law. Across all market segments in the most recent reporting period, 98.4% of all insured individuals were covered for treatment associated with autism.

2. **Number of Services.** Over 3,000 individuals diagnosed with an ASD submitted a total of 84,891 claims, of which 47,434 were ABA sessions. This number is up from 14,505 ABA sessions in 2013 (the first year these data were collected), which represents a 227% increase.<sup>2</sup>

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<sup>1</sup> Number of covered Missourians is based on calculations using the Current Population Survey Data, United States Census Bureau.

<sup>2</sup> The precise number of individuals seeking an ASD-related treatment is subject to some uncertainty. Data submitted by some insurers in some years appeared to be anomalous. The DIFP is currently subjecting this figure, as well as the

3. **Claim payments.** Between 2011 and 2016, claim costs incurred for autism services increased from \$4.3 million to nearly \$11.3 million, of which \$5.8 million was directed to ABA services. However, it is important to note these amounts represent just 0.24 percent and 0.12 percent of total claims incurred in 2016, consistent with initial projections produced by the DIFP.<sup>3</sup> For each member month of autism coverage, total autism-related claims amounted to 62 cents, while the cost of ABA therapy amounted to 32 cents.

4. **Average Monthly Cost of Treatment.** For each individual diagnosed with an ASD who received treatment at some point during 2016, the average monthly cost of treatment across all market segments was \$369. Of that average monthly cost, ABA therapies accounted for \$190. The average, of course, includes individuals that received minimal treatment as well as individuals receiving more extensive treatments, which likely cost significantly more.

5. **Impact on Premiums.** While costs associated with autism-related treatment have risen during the years since the mandate was enacted, the fact that these costs represent just over two-tenths of one percent of overall claim costs means this law continues to have little appreciable impact on insurance premiums.

A summary of trends discussed above is displayed in the following table.

	2011	2012	2013	2014	2015	2016
Amount Paid for Autism Services	\$4,310,010	\$6,550,602	\$8,289,917	\$9,804,254	\$10,279,708	\$11,328,242
Percent of Total Losses	0.10%	0.16%	0.20%	0.21%	0.25%	0.24%
Monthly Cost per Individual for Autism Treatment	\$143	\$222	\$255	\$278	\$357	\$369
<b>Cost Per Member Month</b>						
All Autism Treatment	\$0.25	\$0.38	\$0.48	\$0.50	\$0.60	\$0.62
ABA Services	\$0.06	\$0.17	\$0.22	\$0.26	\$0.30	\$0.32

6. **Self-Funded Plans.** This study focuses upon the licensed insurance market (i.e. those entities over which the DIFP has regulatory jurisdiction). Many employers provide health insurance by “self-funding,” that is, employers pay claims from their own funds, often by hiring an insurance

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overall data, to additional verification procedures. When completed, the DIFP hopes estimates for the number of individuals seeking treatment for an ASD can be reported with greater certainty.

<sup>3</sup> The DIFP estimated that the mandate would produce additional treatment costs of between 0.2 percent and 0.8 percent of total claims costs. The analytical assumptions associated with the lower-end of the estimate range appear to be validated by the claims data presented in this report.

company or third party administrator to process the claims. Such plans are governed under the federal Employee Retirement Income Security Act (ERISA), under which state regulation is preempted. Missouri law does extend the autism mandate to the Missouri Consolidated Health Care Plan (MCHCP), which covers most state employees, as well as all self-funded local governments and self-funded school districts. Because the DIFP lacks jurisdiction over private self-funded employers, the number of Missourians receiving autism benefits under private self-funded plans is unknown.

7. **Provider Licensure.** The first licenses for applied behavior analysis were issued in Missouri in December 2010. As of mid-January 2017, 412 licenses had been issued, and an additional 66 persons obtained assistant behavior analyst licenses. Of these, 358 behavior analyst licenses are still active, as are 42 assistant behavior analyst licenses.

## Introduction

House Bill 1311, enacted in 2010, mandated health insurance coverage for medically necessary treatment of autism spectrum disorders (ASDs). All group policies issued or renewed after January 1, 2011 were required to extend ASD coverage to all insureds. All policies issued in the individual market were required to offer such coverage as an optional benefit for additional premium. In addition, the law required coverage for *applied behavior analysis* (ABA) for children up to 18 years of age. Required coverage for ABA was initially capped at \$40,000 per year, to be annually adjusted for inflation. The annual cap for ABA therapy stands at \$43,826 for 2017.

House Bill 1311 also directs the Department of Insurance, Financial Institutions and Professional Registration (DIFP) to assess the impact of the mandate on the health insurance market. This is the sixth annual report to the Missouri General Assembly.

Data were obtained from all insurers in the state with comprehensive health insurance in force and subject to the autism mandate. These data indicate that the mandate has succeeded in broadly extending coverage to individuals with an ASD. While overall claim costs for ASD-related treatment increased in total dollars between 2011 and 2016, as a percentage of overall health claims in 2016, ASD-related claims amounted to just over two-tenths of one percent (0.25 percent). Since claims are only one component of total costs that impact health insurance rates, the overall impact of the mandate on rates is likely to be significantly less than 0.25 percent.

## Background

Prior to the passage of HB 1311 in 2010, ASD treatments such as ABA therapy were commonly excluded because they were considered experimental, educational, or habilitative in nature. Prior analysis by the DIFP indicated insurance carriers did not offer benefits of a level or kind that could have been expected to have any significant impact on individuals diagnosed with an ASD. This analysis was consistent with the academic literature, which has documented that treatment for ASD was either generally paid out-of-pocket by parents and relatives, provided via public services such as special education programs, or in some cases the condition was left largely untreated. Further, insurer-compensated treatment was not targeted to young individuals for whom treatments are known to be most effective and most likely to achieve an enduring and dramatic improvement in symptoms.

To address the inadequate coverage for the treatment of ASDs in the private insurance market, and to ensure broader access to treatments, HB 1311 established broad coverage requirements for ASD treatments. Coverage for ABA therapy for individuals 18 and under was required up to \$40,000 per year (to be adjusted for inflation every third year thereafter). All group plans were required to provide coverage for all insureds. Individually underwritten health plans were

required to extend an offer of coverage for the mandated benefits. In addition, HB 1311 established a system of licensure for behavioral analysts to ensure the delivery of high-quality care.

HB 1311 became effective for all health insurance plans issued or renewed in Missouri after January 1, 2011. Subsequently, 25 additional states enacted mandates similar to the Missouri law, including the requirement to cover ABA services. Another two states added the benefits to state employee health coverage. To date, 47 states plus the District of Columbia have some form of mandate to cover treatment for ASDs.

To monitor the impact of HB 1311 on the health insurance market, the Missouri General Assembly included a requirement for the DIFP to annually collect data pertaining to the costs associated with providing the mandated benefits. The DIFP issued its first annual report on February 1, 2012. That report noted significant hurdles for the implementation of the new law: mandated coverage was not extended until the renewal date of a health insurance policy; therapists required training and credentialing to practice ABA therapy; providers faced infrastructure development to secure compensation for services that were previously excluded by most health insurance plans; and insureds faced a learning curve with respect to the scope of the newly available benefits. Data over the period 2011-2016 show that as the treatment delivery infrastructure has become more firmly established, the benefits of the ASD coverage mandate are becoming more fully realized.

## Coverage

All insureds in the small and large group markets were covered for ASD treatment and ABA therapy by 2012. In both 2012 and 2013, a much lower proportion, less than one-third, received similar coverage in the individual market, including individually-underwritten association coverage. Beginning in 2014, federal law required individual and small group plans to provide “essential health benefits,” which in Missouri were based on a typical health plan in the small group market in the state. Because Missouri law required all group plans to provide autism and ABA therapy benefits as standard coverage, this requirement was extended to the individual market. As a result, coverage for ASD treatment expanded dramatically in the individual market between 2014 and 2016.

In 2013, a little less than one-third of individual policies provided the mandated coverage.<sup>4</sup> During 2016, coverage expanded to 93 percent of individual policies. Individual plans with grandfathered status under the ACA are not required to provide the coverage. Instead these plans are required under Missouri law to offer the mandated coverage as an optional coverage for an

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<sup>4</sup> A few insurers in the individual market included autism coverage as a standard benefit, even though they were not legally mandated to do so. For the remainder of the individual market that offered the coverage as an optional benefit for additional premium, only 0.1% of insureds purchased it. See page 7 of DIFP’s 2012 Autism Report at <http://insurance.mo.gov/consumers/autismFAQ/documents/2012autismreport.pdf>.

additional premium. See the “*Emerging Health Insurance Issues*” section for more information on this and other issues potentially impacting insurance coverage in the future.

Percent of Member Months With Coverage for Mandated ASD Benefits By Market Segment 2016			
Market Segment	Total Member Months	Member Months of Policies With Autism Coverage	% With Coverage
Individual	4,138,968	3,851,249	93.0%
Small Group	4,376,938	4,376,938	100.0%
Large Group	9,977,167	9,977,167	100.0%
<b>Total</b>	<b>18,493,073</b>	<b>17,972,427</b>	<b>98.4%</b>

### Self-Funded Health Benefit Plans

Many employers provide health insurance by “self-funding” their health plans. Self-funded health plans are arrangements where the employer pays health claims from their own funds, but often contracts with a health insurance company or third party administrator to process claims. Such plans are governed under the federal Employee Retirement Income Security Act (ERISA), and states have little jurisdiction over private employers that choose to self-fund. Because the DIFP lacks jurisdiction over private self-funded employers, the number of Missourians receiving autism benefits under private self-funded plans is unknown.

The advocacy group Autism Speaks maintains a list of self-funded private employers that have chosen to voluntarily provide coverage of autism and ABA therapy to their employees. Among this group are many of the most recognizable “high-tech” companies in the country, including Microsoft, Intel, Adobe, Cisco, IBM, Apple, Yahoo and E-Bay. Other companies providing the coverage are the Mayo Clinic, Abbott Laboratories, Home Depot, and Wells Fargo. More recently, JP Morgan Chase & Co, General Motors, Chrysler, United Technologies Corp. and American Express have announced that they will begin offering the coverage.

In addition, in 2013 the federal government began encouraging plans to provide coverage for ABA services to federal employees. By 2015, 21 states had some coverage available for ABA through the Federal Employees Health Benefits Program (FEHBP). Early last year, plans participating in the FEHBP were notified that they were required to fully cover ABA services

beginning in plan year 2017. Regulators cited the “...growing number of providers and research linking behavioral interventions with positive outcomes.”<sup>5</sup>

The DIFP encourages readers to check with their employer that may be self-insured to determine if coverage for autism treatments, including ABA therapy, is included in their health benefit plan. Autism Speaks created a “Tool Kit” for employees of self-funded plans to approach their employers about adding benefits to their company health plan. The Self-Funded Employer Tool Kit is located at:

[http://www.autismspeaks.org/sites/default/files/docs/gr/erisa\\_tool\\_kit\\_9.12\\_0.pdf](http://www.autismspeaks.org/sites/default/files/docs/gr/erisa_tool_kit_9.12_0.pdf)

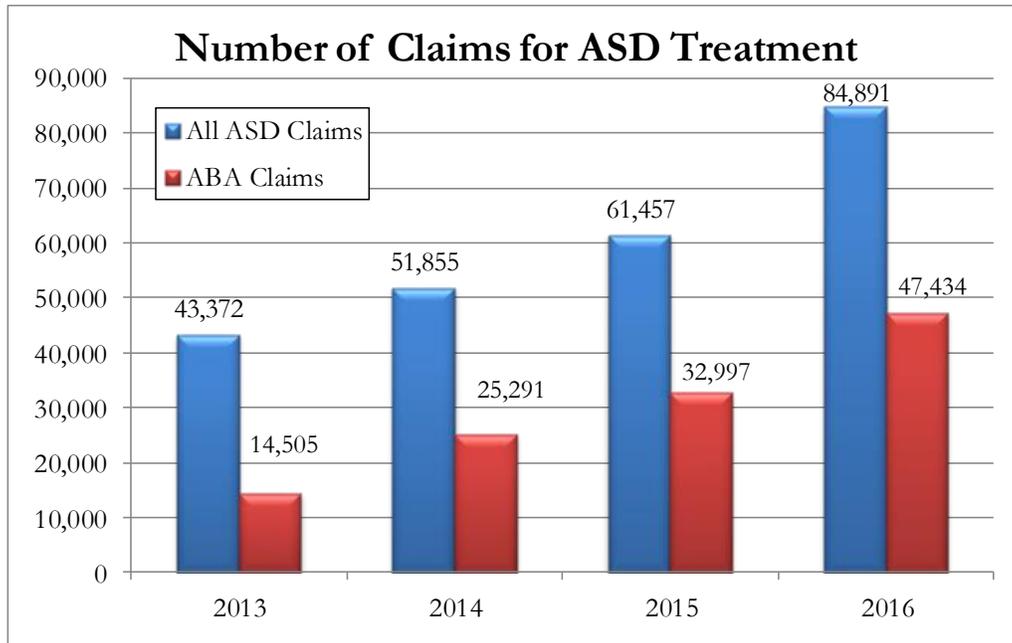
### **Treatment Rates**

The number of treatments directly related to an ASD affords a glimpse into the extent of services provided. The number of encounters were added to the data collection for data-year 2013, two years after the effective date of the autism mandate. However, even over this three year period, treatments for ASD have grown dramatically. In 2013, insurers covered just over 43,000 encounters for treatment of an ASD. By 2016, this number approached 85,000, or about 2.3 encounters per month for each insured diagnosed with an ASD.

Data collected by the DIFP indicated that over 3,000 individuals sought ASD-related services in 2016. However, this number is subject to some uncertainty. Data submitted by some insurers in some data years appeared to be anomalous. The DIFP is currently subjecting this figure, as well as the overall data, to additional verification procedures. When completed, the DIFP hopes estimates for the number of individuals seeking treatment for an ASD can be established with greater certainty.

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<sup>5</sup> U.S. Office of Personnel Management. February 26, 2016. [FEHB Program Carrier Letter to All FEHB Carriers](https://www.opm.gov/healthcare-insurance/healthcare/carriers/2016/2016-03.pdf). The letter is available at <https://www.opm.gov/healthcare-insurance/healthcare/carriers/2016/2016-03.pdf>



### Claim Payments

During 2016, comprehensive health plans in Missouri incurred \$4.7 billion in total claim costs. Only a small fraction of this amount resulted from ASD-related treatments. Claims for all treatments related to an ASD amounted to \$11.3 million, representing just over two-tenths of one percent (0.24%) of total claim costs. Costs incurred for ABA therapies were only 0.12 percent of total claims, or \$5.8 million.

Prior to the passage of the mandate, the DIFP estimated that the proposed legislation would produce claim costs of between 0.2 percent and 0.8 percent of total losses. Amounts incurred thus far are consistent with the lower end of the estimate that was provided by the DIFP in its analysis of HB 1311 in 2010.

ASD Treatment as Percent Of Incurred Losses in 2016		
Market Segment	All ASD-Related Incurred Losses	ABA-Related Incurred Losses
Individual	0.23%	0.16%
Small Group	0.14%	0.06%
Large Group	0.28%	0.13%
<b>Total</b>	<b>0.24%</b>	<b>0.12%</b>

Between 2011 and 2016, claim costs incurred for ASD-related treatments increased from \$4.3 million to \$11.3 million. Most of the increase resulted from expanded access to insurance coverage for ABA therapies, which beginning in 2014 accounted for over half of the dollars spent to deliver ASD-related services.

Incurred Losses from ASD Treatment, 2011-2016						
	Year					
	(Dollar Amount In Millions)					
	2011	2012	2013	2014	2015	2016
All Autism Costs	\$4.3	\$6.6	\$8.3	\$9.8	\$10.3	\$11.3
ABA	\$1.1	\$3.0	\$3.9	\$5.0	\$5.2	\$5.8
<b>% ABA</b>	<b>24.4%</b>	<b>45.4%</b>	<b>46.2%</b>	<b>51.2%</b>	<b>50.5%</b>	<b>51.6%</b>

Another method of expressing the costs of the mandate is the ratio of ASD-related treatment costs to the total member months during which ASD coverage was in effect. The resulting figure should afford a general indication of how monthly premiums might be expected to increase due to extending coverage for ASD treatment. Across all market segments, the average ASD-related claim cost for each month of autism coverage was \$0.60, and \$0.30 for the costs of ABA therapy.

Claim Costs for ASD Treatment Per Member Per Month for Policies with ASD Coverage in 2016					
Market Segment	Member Months of Policies With Autism Coverage	All Autism Related Claims	ABA Claims	All Autism-Related Claims, PMPM	ABA-Related Claims, PMPM
Individual	3,851,249	\$3,039,038	\$2,029,687	\$0.79	\$0.53
Small Group	4,376,938	\$1,421,160	\$627,160	\$0.32	\$0.14
Large Group	9,977,167	\$6,868,044	\$3,188,587	\$0.69	\$0.32
<b>Total</b>	<b>18,205,354</b>	<b>\$11,328,242</b>	<b>\$5,845,434</b>	<b>\$0.62</b>	<b>\$0.32</b>

ASD-Related Claim Costs in 2016			
Market Segment	Total Incurred Losses	All ASD-Related Incurred Losses	Losses Incurred, ABA
Individual	\$1,308,562,439	\$3,039,038	\$2,029,687
Small Group	\$981,167,810	\$1,421,160	\$627,160
Large Group	\$2,448,413,426	\$6,868,044	\$3,188,587
<b>Total</b>	<b>\$4,738,143,674</b>	<b>\$11,328,242</b>	<b>\$5,845,434</b>

For each person receiving any form of treatment directly associated with an ASD, the average monthly claim cost during 2016 was \$369, ranging from \$216 in the small group market to \$461 in the individual market. With respect to the population 18 years of age and younger, the average monthly costs of ABA therapy ranged from \$99 in the small group market to \$282 in the individual market.

It is notable that the average claim cost of ABA therapy is well below the statutory maximum required coverage, set at an initial rate of \$40,000 per year for each covered insured. Average annual ABA costs for those 18 and under equaled \$2,280 (\$190 \* 12), or only 5.2 percent of the 2016 cap.

Average Monthly Claim Cost Per Individual Treated for an ASD in 2016				
Market Segment	All Ages		Age 18 and Under	
	All ASD-Related Treatment	ABA	All ASD-Related Treatment	ABA
Individual	\$467	\$312	\$461	\$282
Small Group	\$190	\$84	\$216	\$99
Large Group	\$343	\$159	\$405	\$200
<b>Total</b>	<b>\$333</b>	<b>\$172</b>	<b>\$369</b>	<b>\$190</b>

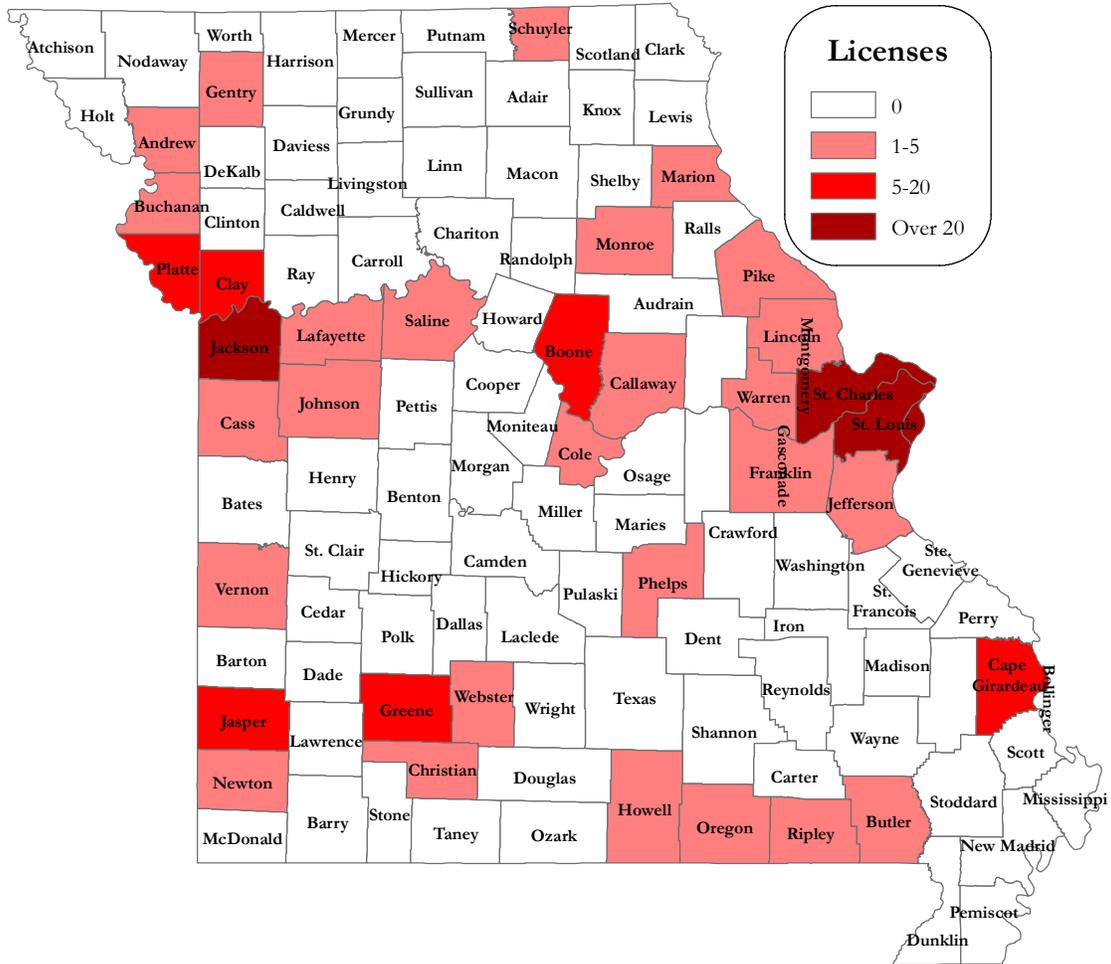
## Licensure

House Bill 1311 requires that each behavior analyst and assistant behavior analyst pass an examination and obtain board certification to be eligible for a license to practice in Missouri. The first licenses were issued in December 2010. By mid-January 2017, licenses had been issued to 412 behavior analysts, of which 358 were still active at the time of writing. In addition, 66 assistant behavior analysis licenses were issued, of which 42 were still active. Assistants must practice under the supervision of a behavior analyst. Licensed psychologists and line therapists,<sup>6</sup> not included in the table, may also provide ABA therapy.

Applied Behavior Analyst Licensure in Missouri				
Year License Issued	Behavior Analysts		Assistant Behavior Analysts	
	Number Issued	Cumulative Number Issued	Number Issued	Cumulative Number Issued
2010	19	19	0	0
2011	94	113	24	24
2012	49	162	1	25
2013	53	215	14	39
2014	66	281	13	52
2015	57	338	5	57
2016	74	412	9	66
<b>Total Issued</b>	<b>412</b>		<b>66</b>	
<b>Number currently active license (as of 1-12-2016)</b>	<b>358</b>		<b>42</b>	
Between 2015 and 2016, the number of Behavior Analyst licenses issued in Missouri increased by 30 percent.				

<sup>6</sup> Line therapists are defined under Section 376.1224 RSMo. Line therapists implement specific behavioral interventions as outlined in a treatment plan under the direct supervision of a licensed behavior analyst.

## Number of Active Behavior Analysis Licenses, Including Assistant Behavior Analysts As of January 20, 2017



For this year's report, four new counties hosted licensees in 2016; those are the counties of Callaway, Gentry, Monroe and Marion. However, most counties, particularly in the rural areas of the state, lack a licensed behavior analyst. Of Missouri's 115 counties, 79 have no resident licensed behavior analysts or assistant behavior analysts.

## Inquiries and Complaints

The DIFP monitors the number of complaints and inquiries received by the department that are related to the ASD coverage mandate. Since the mandate was enacted in 2010, DIFP staff responded to 427 contacts by consumers with questions about coverage for ASD treatment, or who had a complaint against an insurer. Most complaints were related to insurer handling of claims, including claim denials, delays and unsatisfactory settlement amounts. Complaints regarding ASD coverage resulted in \$202,745 in additional payments to consumers.

Consumer Inquiries / Complaints Regarding Autism Mandate 2010 – Present		
Reason	No. of Complaints / Calls	Recoveries
<b>Complaints</b>		
Premium & Rating	1	
Endorsement/Rider	2	
Willing Provider	1	
Unsatisfactory Settlement/Offer	2	
Medical Necessity	3	
Denial of Claim	39	\$177,797
Usual, Customary, Reasonable Charges	1	
Out of Network Benefits	1	\$4,472
No Preauthorization	1	
Delays	10	\$12,416
Claim Recoding/Bundling	1	
Internal Appeal	3	
Mental Health Parity	1	\$2,233
Rehabilitative/Habilitative Care	7	
Pediatric Care	8	\$5,827
Coverage Question	8	
Abusive Service	1	
Other Issues	13	
<b>Subtotal</b>	<b>103</b>	<b>\$202,745</b>
Inquiry / Not formal complaint	324	
<b>Total</b>	<b>427</b>	<b>\$202,745</b>

The DIFP investigates complaints to evaluate an insurance company's compliance with Missouri law and answers consumer questions through formal inquiries. However, the DIFP is unable to determine what medical care is necessary or appropriate.

For disputes over medical necessity or the level of care, Missouri law provides access to an external review process. External review is an additional level of review by an independent medical expert to resolve disputes relating to questions of medical necessity or disputes over the level of care or quantity of therapy visits. More information about the consumer complaint and external review processes can be found at: <http://insurance.mo.gov/consumers/complaints/index.php>.

## **Emerging Health Insurance Issues**

There are a number of issues emerging at the state and national level that will undoubtedly impact and shape health insurance coverage, and coverage for autism treatments, over the next several years. The DIFP has identified a few of these within this report and will continue to monitor and advise stakeholders on the impact of these and other trends in upcoming reports.

1. **Rate Review.** Since the inception of this report, the DIFP has only been able to estimate the impact of the autism mandate based on incurred claims. That is because Missouri was the only state insurance department in the country that did not receive health insurance rates from insurance companies. As a part of SB 865/866 which was enacted in the 2016 legislative session, the DIFP will begin receiving health insurance rates for all health plans beginning for plans issued on or after January 1, 2018. This will provide particular insight to the DIFP in terms of the impact of the mandate on health plans. And, in particular, upon those grandfathered plans in the individual health insurance market where coverage is still optional and being provided through a rider, for an additional premium.

2. **Cost-Sharing.** The DIFP was recently contacted by autism advocates and advocacy groups regarding concerns about the increasing financial burden on families of insured autistic individuals. The advocates expressed that despite the success of the mandate, families were struggling because of significant financial obligations imposed through increasing cost-sharing provisions in health plans. They expressed concern that the increasing cost sharing obligations are beginning to seriously erode the success realized in the law's original passage.

The Easter Seals Midwest shared a survey they conducted with 127 Missouri families in October of 2016, regarding out-of-pocket costs for medically required treatment for autism. In the survey, 57% of those responding said they have to limit or deny their child's treatment because of the out-of-pocket expenses. Some respondents noted that they had co-payments as high as \$125 per treatment and yearly deductibles as high as \$6,850. The respondents indicated that treatments were not specific to applied behavioral analysis (ABA), but also included speech and occupational therapy. Some respondents indicated that due to the financial burdens on the family, they were seeking assistance from the Children's Miracle Network and itinerant services through their school district to supplement their health insurance coverage.

At this point, the DIFP does not have independent data or information regarding the level of cost sharing present in the market and how that is impacting utilization or treatment levels. The

DIFP is aware that cost sharing has been impacted by actuarial value requirements imposed at the federal level through the Affordable Care Act. Therapies appear to have been impacted the most, primarily because of utilization frequency and plan design. In most health plans, co-payments are levied per service and many therapies, particularly ABA, are provided in multiple settings, multiple times per week, all of which increases the out-of-pocket financial obligation for families. Based on the information provided by Easter Seals Midwest, the DIFP will collect information and data on cost-sharing for subsequent reports.

3. **Market Uncertainty.** Recently, state insurance regulators have expressed concern about the future of state health insurance markets in the face of uncertainty regarding possible reforms of the ACA. On January 24, the National Association of Insurance Commissioners (NAIC) penned a letter urging members of Congress to “...seek the input of state insurance regulators and the NAIC” as a part of any effort to reform current federal law. Of particular concern was that reforms could upend the long-stand system of state-based regulation and the wide variety of consumer protections developed and maintained by the states. More to the point of this report, such reforms could reverse the gains made in autism coverage in Missouri, particularly in the individual market. This report will only focus on two specific issues which will directly impact the autism insurance mandate.

- **Essential health benefits.** Since 2014, this report has documented on the rapid expansion of autism coverage into the individual health insurance market. Initially, Missouri law did not extend the autism mandate to the individual market. Instead, Missourians were given the option to purchase such coverage in the individual market for an additional premium. Because take-up rates of autism coverage were quite low and the market for such coverage was subject to “adverse selection,”<sup>7</sup> the coverage was often unaffordable. The DIFP is aware that premiums for these autism riders offered in the individual market could exceed \$1,000 per month. Beginning in 2014, provisions of the Affordable Care Act required that non-grandfathered health plans provide “essential health benefits,” ten broad categories of health services, as outlined in the state’s benchmark plan. In Missouri the benchmark plan includes the autism mandate. This has resulted in autism coverage expanding into the non-grandfathered individual health insurance market. Changes to the Essential Health Benefit provision of the Affordable Care Act may impact autism coverage in the individual insurance market and the rate of insurance coverage in future years.

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<sup>7</sup> Adverse selection refers to insurance markets that attract disproportionately high risk individuals. With respect to the autism mandate in the individual market, there was nearly perfect adverse selection since only those with a covered individual with an ASD had any incentive to purchase the optional coverage. As a result, the cost of such coverage was significantly higher than if the risk had been shared across the entire individual market, as is the case currently.

- **Selling across state lines.** One of the concepts currently being discussed at the national level is to allow the sale of health insurance across state lines as a means of enhancing competition in health insurance markets. The National Association of Insurance Commissioners (NAIC) has expressed concern, noting any pre-emption of state regulatory authority may lead to the erosion of important consumer protections.<sup>8</sup> State insurance regulators ensure insurance companies are solvent and able to pay claims, treat policyholders fairly, and administer policies in good faith and in compliance with Missouri law. Other important protections include providing consumers the right to appeal a health insurance company's denial of a treatment. Finally, state insurance departments enforce coverage mandates enacted by state legislatures, like Missouri's autism mandate.

Along with state insurance regulators around the country, the DIFP will monitor this issue very carefully and provide data and information to policymakers so they can make informed decisions regarding this important issue.

### **The Health Insurance Market in Missouri**

The health insurance market in Missouri is among the most concentrated and least competitive insurance markets in the state. In spite of this fact, health insurance rates are also the least regulated under state law. While products ranging from automobile insurance to pet insurance are subject to rate filing requirements or regulatory review, health insurance rates are not subject to regulatory oversight and are not required to be filed with DIFP. In fact, Missouri is the only state in which health insurance rates are not reviewed by the insurance regulator prior to use.

Three common measures of market competitiveness are displayed in the following table. The HHI, or *Herfindahl-Hirschman Index*, is widely employed by economists to measure overall market concentration. The HHI is calculated as the sum of the squared market share of all market participants. Its value can range from 10,000 in a pure monopoly to 0 in a highly fragmented and competitive market. One common interpretation of the HHI is provided by the Antitrust Division of the United States Department of Justice:

- A. Below 1,000: Unconcentrated or competitive
- B. 1,000 to 1,800: Moderately concentrated
- C. Over 1,800: Highly concentrated

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<sup>8</sup> National Association of Insurance Commissioners Letter dated January 24, 2017. "NAIC Stresses Flexibility as Congress Considers Healthcare Reform".

[http://naic.org/documents/naic\\_stresses\\_flexibility\\_as\\_congress\\_considers\\_healthcare\\_reform.pdf](http://naic.org/documents/naic_stresses_flexibility_as_congress_considers_healthcare_reform.pdf)

For Missouri, the largest property and casualty insurance lines all have HHIs below or very near the competitive threshold of 1,000. However, all segments of the comprehensive health insurance marketplace significantly exceed the HHI floor for a highly concentrated (and therefore presumptively non-competitive) market. In addition, not all insurers are active in all regions of the state, such that some regions are even less competitive than is suggested by the statewide HHI values.

The market shares of the largest insurers indicate that health insurance is dominated by just a few carriers. The largest four insurer groups have a combined market share of 89 percent or more in all three markets. The largest eight writers control nearly 100 percent of all health insurance market segments.

<b>Market Concentration Indices, 2016</b>				
<b>Line of Business</b>	<b>Insurer Groups w &gt; \$100k Premium</b>	<b>HHI</b>	<b>Top 4 Market Share</b>	<b>Top 8 Market Share</b>
<b>Health Insurance</b>				
Individual (including Association)	12	2,413	91.4%	99.9%
Small Group	9	2,498	89.1%	100%
Large Group	12	2,440	94.4%	99.8%
<b>P&amp;C Lines</b>				
Private Auto	71	1,052	52.1%	73.9%
Homeowners	48	1,198	58.3%	76.4%
Commercial Auto	92	346	28.3%	43.5%
Work Comp	87	794	44.4%	59.4%
Commercial Multi-Peril	82	417	30.1%	48.3%

*Source: Calculated from companies' Financial Annual Statement for 2015.*

The comprehensive health insurance market continues to return robust profits, as is indicated in the tables below. For insurers with more than \$100,000 of health insurance premium in MO, the line of insurance earned a net gain of over \$2 billion on Missouri business over the five year period of 2010-2015. The same insurers had a net gain of \$29.7 billion from all of the states in which they are active.

Net Gain on Health Insurance for Insurers with Greater Than \$100,000 Health Insurance Premium in MO				
Missouri			US Total	
Year	Premium, Comprehensive Health Ins.	Net Gain	Premium, Comprehensive Health Ins.	Net Gain
2010	\$5,165,788,548	\$439,795,394	\$47,411,007,597	\$5,200,557,519
2011	\$5,170,557,530	\$451,739,098	\$47,906,477,104	\$5,323,373,073
2012	\$5,095,901,556	\$443,732,912	\$46,712,967,151	\$4,837,290,150
2013	\$4,972,635,290	\$405,359,041	\$44,391,027,929	\$4,423,701,864
2014	\$5,157,419,617	\$256,903,512	\$49,690,481,345	\$5,629,397,158
2015	\$5,480,817,538	\$203,202,421	\$51,695,490,919	\$4,288,405,069
<b>2010-2015</b>		<b>\$2,200,900,023</b>		<b>\$29,702,724,833</b>

Source: Financial Annual Statement, Supplemental Health Care Exhibit 2010-2015.

Strong net gains in health insurance, as well as other lines of insurance, made possible significant disbursements of dividends. Companies with over \$100,000 in comprehensive health coverage in Missouri paid out \$41.8 billion in total dividends paid to shareholders over this period.

Dividends, Insurers with Great Than \$100,000 MO Health Insurance Premium	
Year	Total Dividends
2009	\$4,123,142,998
2010	\$7,942,110,896
2011	\$7,674,327,611
2012	\$6,053,219,751
2013	\$5,551,747,420
2014	\$4,493,278,944
2015	\$6,016,500,000
<b>Total</b>	<b>\$41,854,327,620</b>

Source: Financial Annual Statements

## Medical Loss Ratio Rebates

The Affordable Care Act (ACA) requires insurers to pay out between 80 and 85 percent of premium to cover medical care. Insurers that fail to achieve these minimum loss ratios must return the excess premium to policyholders in the form of rebates. Missouri has benefited more than most states from these provisions of the ACA.

Between 2012 and 2016, Missouri policyholders were refunded over \$128 million in the form of rebates. Expressed as dollars refunded divided by the number of insureds, Missouri rebates exceed all other states in 2012 and 2014 for the small employer market, and ranked 3rd in 2016. Over all markets, Missouri ranked as high as second in 2012 and as low as twelfth in 2015.

The following chart highlights the rebates per enrollee for Missouri and how Missouri ranks against other states in terms of the size of rebates given.

Medical Loss Ratio Rebates in Missouri										
Year	Total Rebate	Rebate Per Enrollee				State Rank of Rebate per Enrollee (\$ Rebate / # of Insureds) (High to Low)				Rank by Total Rebate Dollar Amount
		Ind.	Small Group	Large Group	All Comp. Plans	Ind.	Small Group	Large Group	All Comp. Plans	
2012	\$60,664,564	\$64.35	\$11.15	\$7.72	\$44.45	7	1	19	2	6
2013	\$19,186,415	\$11.73	\$33.67	\$6.81	\$14.41	18	4	7	11	7
2014	\$14,609,316	\$14.47	\$34.00	\$0.34	\$11.53	19	1	33	11	4
2015	\$13,598,380	\$1.65	\$50.30	\$0.36	\$11.01	38	2	27	12	11
2016	\$20,912,407	\$12.62	\$67.98	\$0.76	\$17.09	9	3	21	8	6
Total	\$128,971,082									

Source: US Department of Health & Human Services.

## Conclusion

The costs associated with the coverage mandate for the treatment of ASDs and ABA therapy has to date been minimal, even as the mandate has led to dramatically expanded coverage and the delivery of medically beneficial services. Applied behavior analysis therapies have been shown to dramatically reduce long-term costs for a significant proportion of individuals diagnosed with an ASD, and to significantly improve their quality of life. The law has achieved its purposes in an unqualified way for every measureable metric.

The DIFP will continue to monitor the marketplace, and provide assistance to consumers with questions or concerns regarding the ASD coverage mandate. More information, and resources to assist insurance consumers, can be found on the department's website at <http://insurance.mo.gov/consumers/autismFAQ/>.

## Appendix – Autism Resources

The following links are to resources that may be useful to families, medical providers, or anyone else wishing to learn more about autism.

**Missouri Department of Insurance, Financial Institutions and Professional Registration** has a variety of Autism-related resources on its website: <http://insurance.mo.gov/consumers/autismFAQ/>. To file a complaint, consumers can access a form on the website, or call **800-726-7390**.

**Autism Speaks** works to raise awareness of autism, and their internet page provides a wealth of information about the condition, available services, current research, news, and much more. Their page can be found at <http://www.autismspeaks.org/>. They maintain a page for Missouri-specific events at [http://communities.autismspeaks.org/site/c.ihLPK1PDLof/b.7512615/k.C037/Missouri\\_Resources.htm](http://communities.autismspeaks.org/site/c.ihLPK1PDLof/b.7512615/k.C037/Missouri_Resources.htm)

The **Centers for Disease Control (CDC)**, the nation’s health protection agency, maintains a page devoted to autism at <http://www.cdc.gov/ncbddd/autism/index.html>. The CDC also maintains a helpful list of links to other websites to assist families touched by autism at <http://www.cdc.gov/ncbddd/autism/links.html>.

The **Missouri Autism Coalition** is an alliance of groups and individuals throughout the state that seeks to advance awareness of autism. They can be found at [http://www.missouriautismcoalition.com/about\\_us](http://www.missouriautismcoalition.com/about_us)

**Missouri Families for Effective Autism Treatment (MO-FEAT)** describes its mission as providing “advocacy, education and support for families of the autism community, and to support early diagnosis and effective treatment.” It is headquartered in St. Louis, and they maintain a web-page at <http://www.mo-feat.org/>. MO-FEAT publishes an excellent guide to autism centers and additional medical providers at <http://www.mo-feat.org/Files/2012%20Directory.pdf>.

Missouri funds four autism centers to promote advancements in research and treatment. The **Thompson Center For Autism & Neurodevelopmental Disorders** is affiliated with the University of Missouri and located in Columbia, <http://thompsoncenter.missouri.edu/>. The **Knights of Columbus Developmental Center** is hosted by Cardinal Glennon Hospital in St. Louis, <http://www.cardinalglenon.com/MedicalSpecialties/Developmental%20Pediatrics/Pages/default.aspx>. The **Children’s Mercy Hospital & Clinics Developmental & Behavioral Sciences** is located in Kansas City, <http://www.childrensmercy.org/Autism/>. The fourth center is affiliated with **Southeast Missouri State University** in Cape Girardeau, <http://www.semo.edu/autismcenter/>

Valuable services are available through the **Missouri Department of Mental Health’s** Division of Developmental Disabilities, which serves a diverse population, including those with cerebral palsy, head injuries, certain learning disabilities, as well as autism. To be eligible for services, individuals must be “substantially limited in their ability to function independently.” See their page at <http://dmh.mo.gov/dd/>

The **National Autism Center** describes its mission as “...providing reliable information, promoting best practices, and offering comprehensive resources for families, practitioners, and communities.” See <http://www.nationalautismcenter.org/about/>

## **Insurance Consumer Hotline**

Contact DIFP's Insurance Consumer Hotline  
if you have questions about your insurance policy  
or to file a complaint against an  
insurance company or agent:

**[difp.mo.gov](http://difp.mo.gov)**  
**800-726-7390**

Harry S Truman Building, Room 520  
301 W. High St.  
PO Box 690  
Jefferson City, MO 65102



# DIFP

Department of Insurance,  
Financial Institutions &  
Professional Registration

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