

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Committee on Appropriations

BILL: CS/CS/SB 932

INTRODUCER: Appropriations Committee; Appropriations Committee on Agriculture, Environment, and General Government; and Senator Berman and others

SUBJECT: Coverage for Diagnostic and Supplemental Breast Examinations

DATE: February 26, 2024

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Thomas</u>	<u>Knudson</u>	<u>BI</u>	<u>Favorable</u>
2.	<u>Davis</u>	<u>Betta</u>	<u>AEG</u>	<u>Fav/CS</u>
3.	<u>Davis</u>	<u>Sadberry</u>	<u>AP</u>	<u>Fav/CS</u>

Please see Section IX. for Additional Information:

COMMITTEE SUBSTITUTE - Substantial Changes

I. Summary:

CS/CS/SB 932 prohibits the state group insurance program from imposing any cost-sharing liability for diagnostic breast examinations and supplemental breast examinations in any contract or plan for state employee health benefits that provides coverage for diagnostic breast examinations or supplemental breast examinations. The prohibition is effective January 1, 2025, consistent with the start of the new plan year.

The bill provides that if, under federal law, this prohibition would result in health savings account ineligibility under s. 223 of the Internal Revenue Code, the prohibition applies only to health savings account qualified high-deductible health plans with respect to the deductible of such a plan after the person has satisfied the minimum deductible under such plan.

The bill has a significant, negative fiscal impact on the state. See Section V., Fiscal Impact Statement.

The bill provides an effective date of January 1, 2025.

II. Present Situation:

Background

Rates of breast cancer vary among different groups of people. Rates vary between women and men and among people of different ethnicities and ages. Rates of breast cancer incidence (new cases) and mortality (death) are much lower among men than among women. The American Cancer Society made the following estimates regarding cancer among women in the U.S. during 2023:

- 297,790 new cases of invasive breast cancer (This includes new cases of primary breast cancer, but not breast cancer recurrences);
- 55,720 new cases of ductal carcinoma in situ (DCIS), a non-invasive breast cancer; and
- 43,170 breast cancer deaths.¹

The estimates for men in the U.S. for 2023 were:

- 2,800 new cases of invasive breast cancer (This includes new cases of primary breast cancers, but not breast cancer recurrences); and
- 530 breast cancer deaths.²

Breast Cancer Screening

In Florida, a group, blanket, or franchise accident or health insurance policy issued, amended, delivered, or renewed in this state must provide coverage for at least the following:

- A baseline mammogram for any woman who is 35 years of age or older, but younger than 40 years of age.
- A mammogram every two years for any woman who is 40 years of age or older, but younger than 50 years of age, or more frequently based on the patient's physician's recommendation.
- A mammogram every year for any woman who is 50 years of age or older.
- One or more mammograms a year, based upon a physician's recommendation, for any woman who is at risk for breast cancer because of a personal or family history of breast cancer, because of having a history of biopsy-proven benign breast disease, because of having a mother, sister, or daughter who has or has had breast cancer, or because a woman has not given birth before the age of 30.³

Each such insurer must offer, for an appropriate additional premium, this same coverage without such coverage being subject to the deductible or coinsurance provisions of the policy.⁴

However, mammography is only the initial step in early detection and, by itself, unable to diagnose cancer. A mammogram is an x-ray of the breast.⁵ While screening mammograms are routinely performed to detect breast cancer in women who have no apparent symptoms,

¹ *Cancer Facts & Figures*, p. 4, American Cancer Society - <https://www.cancer.org/cancer-facts-and-statistics> (last visited January 30, 2024).

² *Id.*

³ Section 627.6613(1), F.S.

⁴ Section 627.6613(3), F.S.

⁵ *What Is The Difference Between A Diagnostic Mammogram And A Screening Mammogram?* National Breast Cancer Foundation - <https://www.nationalbreastcancer.org/diagnostic-mammogram> (last visited January 30, 2024).

diagnostic mammograms are used after suspicious results on a screening mammogram or after some signs of breast cancer alert the physician to check the tissue.⁶

If a mammogram shows something abnormal, early detection of breast cancer requires diagnostic follow-up or additional supplemental imaging required to rule out breast cancer or confirm the need for a biopsy.⁷ An estimated 12-16 percent of women screened with modern digital mammography require follow-up imaging.⁸ Out-of-pocket costs are particularly burdensome on those who have previously been diagnosed with breast cancer, as diagnostic tests are recommended rather than traditional screening.⁹ When breast cancer is detected early, the five-year relative survival rate is ninety-nine percent.¹⁰

Regulation of Insurance in Florida

The Office of Insurance Regulation (OIR) regulates specified insurance products, insurers and other risk bearing entities in Florida.¹¹ As part of their regulatory oversight, the OIR may suspend or revoke an insurer's certificate of authority under certain conditions.¹² The OIR is responsible for examining the affairs, transactions, accounts, records, and assets of each insurer that holds a certificate of authority to transact insurance business in Florida.¹³ As part of the examination process, all persons being examined must make available to the OIR the accounts, records, documents, files, information, assets, and matters in their possession or control that relate to the subject of the examination.¹⁴ The OIR is also authorized to conduct market conduct examinations to determine compliance with applicable provisions of the Insurance Code.¹⁵

The Agency for Health Care Administration (AHCA) regulates the quality of care by health maintenance organizations (HMO) under part III of ch. 641, F.S. Before receiving a certificate of authority from the OIR, an HMO must receive a Health Care Provider Certificate from AHCA.¹⁶ As part of the certificate process used by the agency, an HMO must provide information to demonstrate that the HMO has the ability to provide quality of care consistent with the prevailing standards of care.¹⁷

⁶ *Id.*

⁷ *Breast Cancer Screening & Early Detection*, Susan G. Komen Organization - <https://www.komen.org/breast-cancer/screening/> (last visited January 30, 2024).

⁸ *Id.*

⁹ *Id.*

¹⁰ *Early Detection*, National Breast Cancer Foundation - [Breast Cancer Early Detection - National Breast Cancer Foundation](#) (last visited January 31, 2024).

¹¹ Section 20.121(3)(a), F.S. The Financial Services Commission, composed of the Governor, the Attorney General, the Chief Financial Officer, and the Commissioner of Agriculture, serves as agency head of the Office of Insurance Regulation for purposes of rulemaking. Further, the Financial Services Commission appoints the commissioner of the Office of Insurance Regulation.

¹² Section 624.418, F.S.

¹³ Section 624.316(1)(a), F.S.

¹⁴ Section 624.318(2), F.S.

¹⁵ Section 624.3161, F.S.

¹⁶ Section 641.21(1)(1), F.S.

¹⁷ Section 641.495, F.S.

Patient Protection and Affordable Care Act

Essential Benefits

Under the Patient Protection and Affordable Care Act (PPACA),¹⁸ all non-grandfathered health plans in the non-group and small-group private health insurance markets must offer a core package of health care services known as the essential health benefits (EHBs). While the PPACA does not specify the benefits within the EHB, it provides 10 categories of benefits and services that must be covered and it requires the Secretary of Health and Human Services to further define the EHB.¹⁹

The 10 EHB categories are:

- Ambulatory patient services.
- Emergency services.
- Hospitalization.
- Maternity and newborn care
- Mental health and substance use disorder services, including behavioral health treatment.
- Prescription drugs.
- Rehabilitation and habilitation services.
- Laboratory services.
- Preventive and wellness services and chronic disease management.
- Pediatric services, including oral and vision care.

The PPACA requires each state to select its own reference benchmark plan as its EHB benchmark plan that all other health plans in the state use as a model. Beginning in 2020, states could choose a new EHB plan using one of three options, including: selecting another's state benchmark plan; replacing one or more categories of EHB benefits; or selecting a set of benefits that would become the State's EHB benchmark plan.²⁰ Florida selected its EHB plan before 2012 and has not modified that selection.²¹

State Insurance Coverage Mandates

If a state elects to amend its benchmark plan later by imposing a statutory mandate to cover a new service, the PPACA requires the state to pay for the additional costs of that mandate for the entire industry.²² According to a recent study, only two states have chosen to enhance their EHB benchmark plans and have incurred the additional benefits penalty: Utah and Massachusetts.²³ Utah, for example, added a coverage mandate for applied behavioral analysis therapy for

¹⁸ Affordable Care Act, (March 23, 2010), P.L.111-141, as amended.

¹⁹ 45 CFR 156.100. et seq.

²⁰ Centers for Medicare and Medicare Services, *Marketplace – Essential Health Benefits*, available at <https://www.cms.gov/marketplace/resources/data/essential-health-benefits> (last reviewed January 30, 2024).

²¹ Centers for Medicare and Medicaid Services, *Information on Essential Health Benefits (EHB) Benchmark Plans, Florida State Required Benefits*, available at <https://downloads.cms.gov/> (last viewed on January 30, 2024).

²² 42 U.S.C. section 1803 U.S. Preventive Services Task Force, *Skin Cancer Prevention: Behavioral Counseling (March 20, 2018)* available at [Recommendation: Skin Cancer Prevention: Behavioral Counseling](#) (last reviewed January 30, 2024).

²³ California Health Benefits Program, (CHBRP) (August 2023), *Issue Brief: Essential Health Benefits: Exceeding EHBs and the Defrayal Requirement*, p.2. available at <https://www.chbrp.org/sites/> (last viewed January 30, 2024).

individuals with autism in 2014 and subsequently implemented a state rule to allow the state to reimburse the estimated five affected carriers for the autism claims with state funds.²⁴

Annually, the federal Centers for Medicare and Medicaid Services issues a *Notice of Benefit and Payment Parameters (NBPP)* for the next plan year. The NBPP typically includes minor updates to coverage standards, clarifications to prior policy statements, and announcements relating to any major process changes. For the 2025 Plan Year which begins on January 1, 2025, the NBPP proposes to codify that any new, additional benefits included in a state's EHB plan would *not* be considered an addition to the state's EHB, and therefore not subject to the PPACA provision requiring the state to defray the cost for the industry.²⁵ This change is part of a proposed rule which has not yet been finalized, so it is unclear whether the PPACA state defrayal provision will apply in future.²⁶

State Employee Health Plan

For state employees who participate in the state employee benefit program, the Department of Management Services (DMS) through the Division of State Group Insurance (DSGI) administers the state group health insurance program (Program).²⁷ The Program is a cafeteria plan managed consistent with section 125 of the Internal Revenue Service Code.²⁸ To administer the program, DSGI contracts with third party administrators for self-insured plans, a fully insured HMO, and a pharmacy benefits manager for the state employees' self-insured prescription drug program, pursuant to s.110.12315, F.S.

Legislative Proposals for Mandated Health Benefit Coverage

Any person or organization proposing legislation which would mandate health coverage or the offering of health coverage by an insurance carrier, health care service contractor, or health maintenance organization as a component of individual or group policies, must submit to the AHCA and the legislative committees having jurisdiction a report which assesses the social and financial impacts of the proposed coverage.²⁹ Guidelines for assessing the impact of a proposed mandated or mandatorily offered health coverage, to the extent that information is available, include:

- To what extent is the treatment or service generally used by a significant portion of the population?
- To what extent is the insurance coverage generally available?

²⁴ Utah Admin. Code R590-283 – Notice of Proposed Rule (November 1, 2019), available at <https://rules.utah.gov/publicat/bulletin/2019/20191115/44181.htm> (last viewed January 30, 2024).

²⁵ CMS.GOV, *HHS Notice of Benefit and Payment Parameters for 2025 Proposed Rule (November 15, 2023)*, available at <https://www.cms.gov/newsroom/fact-sheets/> (last viewed January 30, 2024).

²⁶ Patient Protection and Affordable Care Act, *HHS Notice of Benefit and Payment Parameters for 2025; Updating Section 1332 Waiver Public Notice Procedures; Medicaid; Consumer Operated and Oriented Plan (CO-OP) Program, and Basic Health Program*, 88 Fed. Reg. 82510, 82553, 82630-82631, 82649, 82653-82654 (November 24, 2023)(to be codified at section 45 CFR 155.170 and 156.11).

²⁷ Section 110.123, F.S.

²⁸ A section 125 cafeteria plan is a type of employer offered, flexible health insurance plan that provides employees a menu of pre-tax and taxable qualified benefits to choose from, but employees must be offered at least one taxable benefit such as cash, and one qualified benefit, such as a Health Savings Account.

²⁹ Section 624.215(2), F.S.

- If the insurance coverage is not generally available, to what extent does the lack of coverage result in persons avoiding necessary health care treatment?
- If the coverage is not generally available, to what extent does the lack of coverage result in unreasonable financial hardship?
- The level of public demand for the treatment or service.
- The level of public demand for insurance coverage of the treatment or service.
- The level of interest of collective bargaining agents in negotiating for the inclusion of this coverage in group contracts.
- To what extent will the coverage increase or decrease the cost of the treatment or service?
- To what extent will the coverage increase the appropriate uses of the treatment or service?
- To what extent will the mandated treatment or service be a substitute for a more expensive treatment or service?
- To what extent will the coverage increase or decrease the administrative expenses of insurance companies and the premium and administrative expenses of policyholders?
- The impact of this coverage on the total cost of health care.³⁰

To date, such a report has not been received by the Senate Committee on Banking and Insurance.

III. Effect of Proposed Changes:

Section 1 amends s. 110.123, F.S., to provide definitions of “Cost-sharing requirement,” “Diagnostic breast examination,” and “Supplemental breast examination.”

Section 2 amends s. 110.12303, F.S., to prohibit the state group insurance program from imposing on an enrollee any cost-sharing requirement (such as a deductible, copayment, coinsurance, or any other cost-sharing) with respect to coverage for diagnostic breast examinations and supplemental breast examinations in any contract or plan for state employee health benefits that provides coverage for diagnostic breast examinations or supplemental breast examinations. While current plans provide diagnostic breast examinations without cost sharing, cost sharing for supplemental examinations among the current plans vary. The bill provides parameters for what constitutes supplemental breast examinations, prohibiting cost sharing for examinations that are:

- Medically necessary and appropriate breast imaging examinations conducted in accordance with the most recent applicable guidelines of the National Comprehensive Cancer Network, which may include magnetic resonance imaging and ultrasounds and other types of examinations;
- Used when no abnormality is seen or suspected; and
- Based on personal or family medical history or other increased risk factors.

The bill provides that if, under federal law, this prohibition would result in health savings account ineligibility under s. 223 of the Internal Revenue Code, the prohibition applies only to health savings account qualified high-deductible health plans with respect to the deductible of such a plan after the person has satisfied the minimum deductible under such plan.

Section 3 provides that the bill takes effect January 1, 2025.

³⁰ Section 624.215(2)(a)-(l), F.S.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

The bill eliminates out-of-pocket costs for diagnostic and supplemental imaging for breast examinations, which is anticipated to improve access to these tests and likely to result in more patients receiving an earlier diagnosis. Early diagnosis increases the likelihood of successful treatment, which may result in savings for health insurers and HMOs.

C. Government Sector Impact:

The bill's prohibition on out of pocket costs for diagnostic and supplemental breast examinations has the potential to generate a higher insurance premium for the state group health plan. Historically, the state has covered premium inflation in the Program with General Revenue, rather than pass on premium increases to employees.

The Division of State Group Insurance within the Department of Management Services (DMS) estimates the bill will have an estimated fiscal impact of \$2.9 million annually in

increased claim costs to state health plans due to the elimination of cost sharing and a projected increase in utilization.³¹

The DMS included the following fiscal impact breakout between the PPO and HMO plans:

- Due to the differences in cost sharing arrangements, the PPO plan will experience a greater fiscal impact estimated at \$2.7 million. The removal of cost sharing as it relates to advanced imaging drives most of the estimated impact. The remaining impact is due to an estimated 13-20 percent increase in utilization for both the under age 40 population as well as the over age 40 population.
- HMO impacts are estimated to be lower due to the limited cost share responsibility of the standard HMO plan. Cumulative impacts for the HMO plans are estimated at approximately \$220,000. The removal of cost sharing as well as increased utilization drives the estimated impact.³²

The bill does not appear to implicate the Patient Protection and Affordable Care Act, as it is a cost-sharing bill only and does not mandate any new coverage or service or require any additions to the benchmark plan. Florida's EHB Benchmark Plan already includes diagnostic imaging.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill substantially amends the following sections of the Florida Statutes: 110.123 and 100.12303.

IX. Additional Information:

- A. **Committee Substitute – Statement of Substantial Changes:**
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

CS/CS by Appropriations on February 21, 2024:

The committee substitute is a clarifying amendment to modify the definitions of terms created in the bill. The definitions for the terms “diagnostic breast examination” and “supplemental breast examination” are amended to specify the terms mean an imaging examination of the breast, as determined in accordance with the most recent applicable guidelines of the National Comprehensive Cancer Network.

³¹ See Department of Management Services, *2024 Agency Legislative Bill Analysis for HB 773* at 5 (Jan. 31, 2024) (on file with the Senate Appropriations Committee on Agriculture, Environment, and General Government).

³² *Id.*

CS by Appropriations Committee on Agriculture, Environment, and General Government on February 13, 2024:

The committee substitute prohibits copayments and other cost sharing for supplemental or diagnostic breast imaging within the state employee group health plan, for plans that cover such services. The prohibition is effective January 1, 2025, consistent with the start of the new plan year.

B. Amendments:

None.

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.
