



November 2022

PRIVATE HEALTH INSURANCE

Markets Remained Concentrated through 2020, with Increases in the Individual and Small Group Markets

Accessible Version

Why GAO Did This Study

Individuals have various options for obtaining private health insurance, including through the individual, small group, and large group markets. A concentrated health insurance market may indicate less issuer competition and could affect consumers' choice of issuers and the premiums they pay for coverage.

PPACA included a provision for GAO to periodically study health insurance market concentration. This report describes changes in the concentration of enrollment among issuers in the overall individual, small group, and large group health insurance markets and in the individual market exchanges.

GAO determined market share in each of the three overall markets using enrollment data from 2019 and 2020 that issuers are required to report to the Centers for Medicare & Medicaid Services (CMS). GAO determined market share in the individual market exchanges in 2018, 2019, and 2020 using enrollment data from CMS. For all analyses, GAO used the most recent data available at the time of its review.

PRIVATE HEALTH INSURANCE

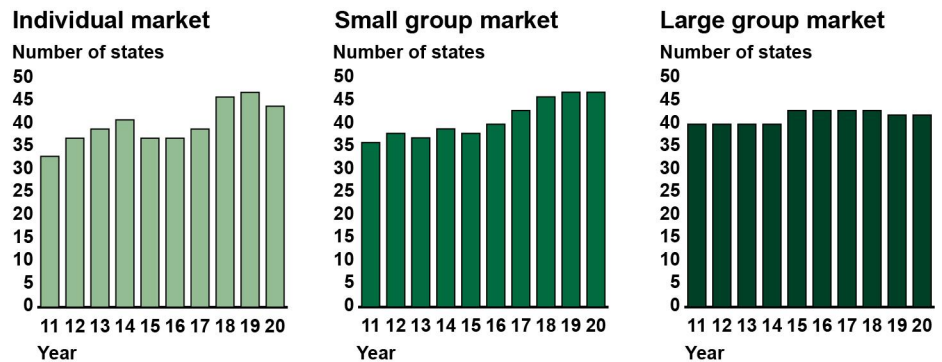
Markets Remained Concentrated through 2020, with Increases in the Individual and Small Group Markets

What GAO Found

In November 2020, GAO reported that, from 2010 through 2018, enrollment in private health insurance plans was concentrated, meaning a small number of issuers of those plans enrolled most of the people in a given market. Specifically, GAO considered a market concentrated in a state if three or fewer issuers held at least 80 percent of that market. GAO examined the individual (coverage sold directly to individuals), small group (coverage offered by small employers), and large group (coverage offered by large employers) markets and found that this pattern continued in 2019 and 2020. Specifically:

- Each of the three markets in 2020 was concentrated in at least 42 states (including the District of Columbia).
- The individual and small group markets generally became more concentrated in recent years. The median market share of the top three issuers in each market increased by 12 and 10 percentage points, respectively, from 2011 through 2020. With these increases, their median market share was at least 97 percent in both markets in 2020.

Number of States, including the District of Columbia, Where the Three Largest Issuers Had at Least 80 Percent of Enrollment, by Market, 2011-2020



Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Data table for Number of States, including the District of Columbia, Where the Three Largest Issuers Had at Least 80 Percent of Enrollment, by Market, 2011-2020

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Individual Market	33	37	39	41	37	37	39	46	47	44
Small Group Market	36	38	37	39	38	40	43	46	47	47
Large Group Market	40	40	40	40	43	43	43	43	42	42

Source: GAO analysis of data from the Centers for Medicare & Medicaid Service (CMS). | GAO-23-105671

GAO found similar patterns of high concentration across individual market exchanges. Exchanges, which are marketplaces where consumers can compare and select among insurance plans offered by participating issuers, were

established by the Patient Protection and Affordable Care Act (PPACA). From 2015 through 2020, most states' exchanges were concentrated and became more concentrated over time. This was often because the number of issuers decreased or the existing issuers increased their market share within a state. In 2020, the exchanges were concentrated in all states.

GAO received technical comments on a draft of this report from the Department of Health and Human Services and incorporated them as appropriate.

Contents

GAO Highlights		2
	Why GAO Did This Study	2
	What GAO Found	2
Letter		1
	Background	5
	Concentration in the Individual Health Insurance Market, Including the Exchanges, Was Higher in Recent Years than in 2011	7
	Concentration in Small Group Health Insurance Markets Generally Increased from 2011 through 2020	18
	Large Group Health Insurance Markets Remained Concentrated from 2011 through 2020	23
Appendix I: Number and Market Share of Largest Issuers Participating in Each State’s Individual Market		31
Appendix II: States’ Individual Market Exchange Enrollment as a Proportion of Overall Individual Market Enrollment, 2020		38
Appendix III: Number and Market Share of Issuers in Individual Market Exchanges, 2015-2020		41
Appendix IV: Number of Issuers and Market Share of Largest Issuers Participating in Small Group Health Insurance Market		50
Appendix V: Number of Issuers and Market Share of Largest Issuers Participating in Large Group Health Insurance Market		57
Appendix VI: GAO Contact and Staff Acknowledgments		63
	GAO Contact	63
	Staff Acknowledgments	63
Tables		
	Data table for Number of States, including the District of Columbia, Where the Three Largest Issuers Had at Least 80 Percent of Enrollment, by Market, 2011-2020	2
	Data table for Figure 1: Covered Life-Years Reported by Issuers to CMS in the Individual, Small Group, and Large Group Health Insurance Markets, 2011 through 2020	6
	Data table for Figure 2: Number of States Where the Market Share of the Largest Issuer and Three Largest Issuers	

Was at Least 80 Percent, Individual Health Insurance Market, 2011 through 2020	8
Table 1: Trends in Issuer Participation and Concentration in the Individual Health Insurance Market across States, 2011 through 2020	9
Data table for Figure 3: Percentage Point Change in Market Share Held by the Three Largest Issuers in the Individual Market from 2011 through 2020, by State	10
Data table for Figure 4: Extent to Which the Three Largest Individual Market Exchange Issuers Were Concentrated, on Average, in 51 States' Rating Areas, 2015 through 2020	14
Data table for Figure 5: Percent Point Change in Average Market Share of the Largest Individual Market Exchange Issuer across Rating Areas from 2015 through 2020, by State	16
Data table for Figure 6: Number of States Where the Market Share of the Largest Issuer and Three Largest Issuers Was at Least 80 Percent, Small Group Health Insurance Market, 2011 through 2020	19
Table 2: Trends in Issuer Participation and Concentration in the Small Group Health Insurance Market across States, 2011 through 2020	20
Data table for Figure 7: Percentage Point Change in Market Share Held by the Three Largest Issuers in the Small Group Market from 2011 through 2020, by State	21
Data table for Figure 8: Number of States Where the Market Share of the Largest Issuer and Three Largest Issuers Were at Least 80 Percent, Large Group Health Insurance Market, 2011 through 2020	24
Table 3: Trends in Issuer Participation and Concentration in the Large Group Health Insurance Market across States, 2011 through 2020	25
Data table for Figure 9: Percentage Point Change in Market Share Held by the Three Largest Issuers in the Large Group Market from 2011 through 2020, by State	27
Table 4: Number of Issuers in Each State's Individual Health Insurance Market, 2011 through 2020	31
Table 5: Market Share of the Largest and Three Largest Issuers in Each State's Individual Health Insurance Market, 2017 through 2020	33

Table 6: Percentage Change in Market Share for the Three Largest Issuers in Each State’s Individual Health Insurance Market, 2011 to 2020 and 2019 to 2020	36
Table 7: Covered Life-Years in Each State’s Individual Market Health Insurance Exchange as a Proportion of Total Covered Life-Years in the Overall Individual Market, 2020	38
Table 8: Weighted Average Number of Individual Market Exchange Issuers Participating in Each State’s Rating Areas, 2015 through 2020	41
Table 9: Market Share of the Largest and Three Largest Issuers in Each State’s Individual Market Health Insurance Exchange, 2017 through 2020	43
Table 10: Weighted Average Market Share of the Largest Issuer across Each State’s Rating Areas, Individual Market Exchange, 2015 through 2020	46
Table 11: Percentage Change of Largest Issuer’s Market Share across a State’s Rating Areas in Each Individual Health Insurance Market Exchange, 2015 to 2020 and 2019 to 2020	47
Table 12: Number of Issuers in Each State’s Small Group Health Insurance Market, 2011 through 2020	50
Table 13: Market Share of the Largest and Three Largest Issuers in Each State’s Small Group Health Insurance Market, 2017 through 2020	52
Table 14: Percentage Change of the Three Largest Issuers’ Market Share in Each State’s Small Group Health Insurance Market, 2011 to 2020 and 2019 to 2020	54
Table 15: Number of Issuers in Each State’s Large Group Health Insurance Market, 2011 through 2020	57
Table 16: Market Share of the Largest and Three Largest Issuers in Each State’s Large Group Health Insurance Market, 2017 through 2020	59
Table 17: Percentage Change of the Three Largest Issuers’ Market Share in Each State’s Large Group Health Insurance Market, 2011 to 2020 and 2019 to 2020	61

Figures

Number of States, including the District of Columbia, Where the Three Largest Issuers Had at Least 80 Percent of Enrollment, by Market, 2011-2020	2
---	---

Figure 1: Covered Life-Years Reported by Issuers to CMS in the Individual, Small Group, and Large Group Health Insurance Markets, 2011 through 2020	5
Figure 2: Number of States Where the Market Share of the Largest Issuer and Three Largest Issuers Was at Least 80 Percent, Individual Health Insurance Market, 2011 through 2020	8
Figure 3: Percentage Point Change in Market Share Held by the Three Largest Issuers in the Individual Market from 2011 through 2020, by State	10
Figure 4: Extent to Which the Three Largest Individual Market Exchange Issuers Were Concentrated, on Average, in 51 States' Rating Areas, 2015 through 2020	14
Figure 5: Percent Point Change in Average Market Share of the Largest Individual Market Exchange Issuer across Rating Areas from 2015 through 2020, by State	16
Figure 6: Number of States Where the Market Share of the Largest Issuer and Three Largest Issuers Was at Least 80 Percent, Small Group Health Insurance Market, 2011 through 2020	19
Figure 7: Percentage Point Change in Market Share Held by the Three Largest Issuers in the Small Group Market from 2011 through 2020, by State	21
Figure 8: Number of States Where the Market Share of the Largest Issuer and Three Largest Issuers Were at Least 80 Percent, Large Group Health Insurance Market, 2011 through 2020	24
Figure 9: Percentage Point Change in Market Share Held by the Three Largest Issuers in the Large Group Market from 2011 through 2020, by State	26

Abbreviations

CMS	Centers for Medicare & Medicaid Services
HHS	Department of Health and Human Services
PPACA	Patient Protection and Affordable Care Act

This is a work of the U.S. government and is not subject to copyright protection in the United States. The published product may be reproduced and distributed in its entirety without further permission from GAO. However, because this work may contain copyrighted images or other material, permission from the copyright holder may be necessary if you wish to reproduce this material separately.



November 7, 2022

Congressional Committees

Historically, the market for private health insurance in the United States has been highly concentrated, meaning a small number of issuers enrolled most of the people in a given market.¹ In November 2020, we reported that, from 2010 to 2018, three types of insurance markets—the large group market (coverage offered by large employers), the small group market (coverage offered by small employers), and the individual market (consisting mainly of coverage sold directly to individual consumers who lack access to group coverage)—were highly concentrated.² We found that the three largest issuers in each of these markets held at least 80 percent of the market in most states from 2010 through 2018.³ Within the individual market, we reported similar concentration patterns for those issuers participating in the individual insurance exchanges—marketplaces operated by either the state or federal government (known as federally facilitated exchanges) that were required to be established in each state by the Patient Protection and Affordable Care Act (PPACA)—starting in 2015.⁴ Highly concentrated insurance markets may indicate less competition and could affect consumers’ choices of issuers and the premiums they pay.

¹We use the term “issuer” when referring to the entities that are licensed by a state to engage in the business of health insurance in that specific state.

²Federal law defines a small employer as having an average of 1 to 50 employees during the preceding calendar year; however, states may apply this definition based on an average of 1 to 100 employees. See 42 U.S.C. §§ 300gg-91(e)(4), 18024(b)(3).

³See GAO, *Private Health Insurance: Markets Remained Concentrated through 2018, with Increases in the Individual and Small Group Markets*, [GAO-21-34](#) (Washington D.C.: Nov. 13, 2020)

⁴Pub. L. No. 111-148, § 1321, 124 Stat. 119, 186 (2010) (“PPACA”). Health insurance exchanges are markets that operate within each state’s overall individual and small group market where eligible individuals and small employers can compare and select among qualified insurance plans offered by participating issuers. In this report, the term “state” includes the District of Columbia. States may choose to operate their own exchanges, or this responsibility can be carried out by the federal government.

PPACA included a provision for us to conduct a study on competition and concentration in health insurance markets.⁵ This report describes changes in the concentration of enrollment among issuers in each state's

1. individual health insurance market, including the individual market exchange;
2. small group health insurance market; and
3. large group health insurance market.

To describe changes in concentration in the three health insurance markets in each state, we analyzed Medical Loss Ratio data that PPACA requires issuers to report annually to the Department of Health and Human Services' (HHS) Centers for Medicare & Medicaid Services (CMS) for years 2019 and 2020. These were the most recent data available at the time of our analyses.⁶ We previously used this same data source to analyze concentration from 2011 through 2018. Where applicable, we present this information alongside our updated analyses in

⁵PPACA, § 1322(i), 124 Stat. at 192. PPACA includes a provision for us to report to Congress biennially beginning in 2014. In addition to [GAO-21-34](#), our prior work in response to this mandate includes GAO, *Private Health Insurance: Concentration of Enrollees among Individual, Small Group, and Large Group Insurers from 2010 through 2013*, [GAO-15-101R](#) (Washington, D.C.: Dec. 1, 2014); *Private Health Insurance: In Most States and New Exchanges Enrollees Continued to be Concentrated among Few Issuers in 2014*, [GAO-16-724](#) (Washington, D.C.: Sept. 6, 2016); *Private Health Insurance: Enrollment Remains Concentrated among Few Issuers, including in Exchanges*, [GAO-19-306](#) (Washington, D.C.: Mar. 21, 2019).

⁶PPACA required that all issuers report Medical Loss Ratio data to CMS, which include the percent of premiums the issuers spent on their enrollees' medical claims and quality initiatives, known as their medical loss ratio. These data also include enrollment data that can be used to calculate the market share for fully insured health plans. We did not examine self-funded health plans, where small and large employers set aside funds to pay for employee health care rather than pay premiums to an issuer to do so. These data include state-level enrollment data and are publicly available on the CMS website.

The federal government declared the COVID-19 pandemic a public health emergency in January 2020. It had far-reaching effects on the U.S. economy, including lower levels of employment relative to the pre-pandemic period. While we did not examine the effects of the pandemic in this report, it may have led to disruptions in the health insurance market. These include employees obtaining coverage through a health insurance exchange upon losing access to employer-sponsored health insurance. For more information on trends in the health insurance market during the COVID-19 pandemic, see GAO, *COVID-19: Current and Future Federal Preparedness Requires Fixes to Improve Health Data and Address Improper Payments*, [GAO-22-105397](#) (Washington, D.C.: April 27, 2022).

this report.⁷ Within the individual, small group, and large group markets in each of the 51 states, we determined the state-level market share for each issuer by calculating the ratio of the total number of covered life-years for each issuer in a state to the total number of covered life-years in that state.⁸

To analyze changes in concentration in the individual market exchanges, we obtained data from CMS for 2018, 2019, and 2020, the most recent data available at the time of our analyses.⁹ For states that used a federally facilitated exchange, CMS provided us with summary-level enrollment data from its data warehouse, the Multidimensional Insurance Data Analytics System, for 2019 and 2020.¹⁰ For states that operated their own exchange, CMS provided us with summary-level enrollment data from its PPACA Risk Adjustment Program for 2018, 2019, and 2020. CMS told us its PPACA Risk Adjustment Program collects enrollee-level data submitted by issuers annually, which CMS can access at the insurance plan summary level. Where applicable, we present previously reported information on the exchanges alongside our updated analyses in this report.¹¹

For each state's overall markets and exchange, we counted issuers as participating in a market if they had enrollment in that market. We did not count issuers as participating if they offered coverage in a market but did not have any enrollment. Because there can be multiple issuers within a

⁷[GAO-16-724](#), [GAO-19-306](#), and [GAO-21-34](#).

⁸We measured beneficiary enrollment by calculating covered life-years, which measure the average number of lives insured, including dependents, during the reporting year. Rather than a point-in-time measurement, this measure accounts for changes in enrollment that occur throughout the year.

⁹We did not include an analysis of small group exchanges in this report because officials from CMS told us that they discontinued collection of enrollment data for the small group exchanges in 2019. Additionally, we have previously reported that enrollment in the small group exchanges was low—typically less than 1 percent of the overall small group market. For more information about concentration in small group exchanges, see [GAO-19-306](#).

¹⁰States that operate their own exchanges can use a federally facilitated exchange for certain functions, such as enrollment. For this report, states that use federal infrastructure (i.e., Healthcare.gov) to operate their exchanges, even if the states retain plan management functions, are classified as “federally facilitated exchanges.”

¹¹We did not report on state-based exchange data in our most recent report in response to this mandate, [GAO-21-34](#). In the report prior to that, [GAO-19-306](#), we reported data on state-based exchanges that we received from the individual states.

market that share a single parent company, we aggregated such issuers to the parent company level. If there was no parent company, we analyzed the data by the individual issuers.¹² We did this to more fully account for the portion of the market held by each parent company. We calculated the three-firm concentration ratio—the combined shares of covered life-years for the three largest issuers in that market—and the market share of the single largest issuer in that market. We considered states' overall markets or exchanges to be highly concentrated if three or fewer issuers held at least 80 percent of the market share. Finally, while states may have multiple local markets with differing concentrations of enrollees among health issuers, the data we used to measure concentration were generally limited to enrollment at the state level, with the exception of our individual exchange enrollment data—thus precluding our ability to measure concentration within local markets except for the individual market exchanges.¹³ For all other markets, we present state-wide issuer market share, although all issuers may not have participated across the entire state.

We analyzed enrollment data from all of our sources as they were reported by issuers to CMS. We did not otherwise independently verify the accuracy or completeness of the information with the issuers. We assessed the reliability of the data in several ways, including reviewing relevant data manuals and other documentation and performing electronic tests of the data to identify any outliers or anomalies. We determined that the data were sufficiently reliable for the purposes of our reporting objectives.

We conducted this performance audit from January 2022 through November 2022 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable

¹²Specifically, we considered issuers to have the same parent company if in their Medical Loss Ratio data they reported having the same National Association of Insurance Commissioners holding group identifier, the same National Association of Insurance Commissioners company identifier, or the same Health Insurance Oversight System company identifier.

¹³A recent analysis of health issuance concentration found that, in 33 states, the largest issuer in the state overall was also the largest issuer in at least three-quarters of the local markets studied in that state. That analysis used 2020 data on enrollment in fully and self-insured plans by metropolitan statistical areas, which include a county or counties associated with a city or urbanized area that has a population of at least 50,000. See American Medical Association, *Competition in Health Insurance: A Comprehensive Study of U.S. Markets, 2021 Update* (Chicago, Ill.: 2021).

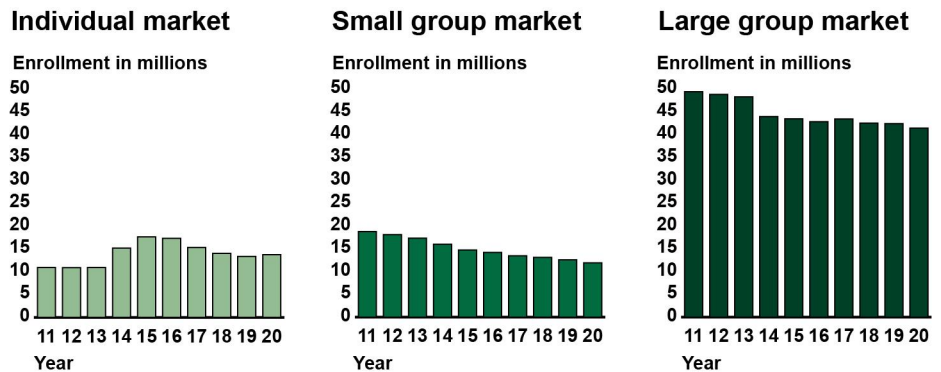
basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Background

Private health insurance is the most common source of health coverage in the United States—covering approximately two-thirds of the U.S. population in 2020, according to the U.S. Census Bureau. Small and large employers may offer fully insured group plans (by purchasing coverage from an issuer) or self-funded group plans (by setting aside funds to pay for employee health care).¹⁴ While the majority of private health insurance is provided through group plans, either small group (for small employers) or large group (for large employers), people may also choose to purchase coverage directly from an issuer through the individual market. Figure 1 shows the total covered life-years reported by issuers to CMS in the individual and fully insured small and large group markets.

Figure 1: Covered Life-Years Reported by Issuers to CMS in the Individual, Small Group, and Large Group Health Insurance Markets, 2011 through 2020

Source: GAO analysis of data from the Centers for Medicare & Medicaid Service (CMS). | GAO-23-105671



Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

¹⁴Most small employers purchase fully insured plans, while most large employers self-fund at least some of their employee health benefits. Approximately 67 percent of covered workers were in a self-funded plan in 2020, with 84 percent and 23 percent of covered workers in large employers and small employers, respectively, enrolled in self-funded plans; see Kaiser Family Foundation, *Employer Health Benefits 2020 Annual Survey* (San Francisco, Calif.: October, 2020).

Data table for Figure 1: Covered Life-Years Reported by Issuers to CMS in the Individual, Small Group, and Large Group Health Insurance Markets, 2011 through 2020

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Individual Market	10,952,606	10,915,315	10,960,514	15,216,908	17,665,378	17,348,603	15,334,508	14,051,170	13,380,523	13,754,780
Small Group Market	18,796,564	18,113,422	17,327,062	15,985,621	14,730,532	14,207,909	13,474,716	13,116,957	12,577,055	11,936,326
Large Group Market	49,450,494	48,860,550	48,322,335	43,999,526	43,509,820	42,870,889	43,468,961	42,557,417	42,458,842	41,460,490

Source: GAO analysis of data from the Centers for Medicare & Medicaid Service (CMS). | GAO-23-105671

Notes: We calculated the size of each market from 2011 through 2020 using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year. This is one of several ways to measure health insurance enrollment, so it may differ from other measures of market size. Small and large employers may offer fully insured group plans (by purchasing coverage from an issuer) or self-funded group plans (by setting aside funds to pay for employee health care). Most small employers purchase fully insured plans, while most large employers self-fund at least some of their employee health benefits. For the small group and large group markets, enrollment data is from fully insured plans only.

Several factors can affect concentration in health insurance markets.¹⁵ High concentration levels have often been the result of consolidation—mergers and acquisitions—among existing issuers. However, concentration can also increase if existing issuers leave the market, thereby reducing the number of issuers from which enrollees can purchase coverage. In addition, concentration can persist because it can be difficult for new issuers to enter the market. For example, issuers that do not have large numbers of enrollees may have greater challenges negotiating discounts with health care providers, which may encourage issuers to consolidate in order to attain enough enrollees to gain bargaining power.¹⁶

¹⁵In 2009, we conducted a structured literature review that examined the factors that can influence concentration of private health insurance markets. See GAO, *Private Health Insurance: Research on Competition in the Insurance Industry*, [GAO-09-864R](#) (Washington, D.C.: July 31, 2009).

¹⁶PPACA contains provisions that may affect market concentration and competition among health issuers, both in the overall market and in the health insurance exchanges initially established in 2014 within each state’s individual and small group markets. For example, PPACA required that issuers offer coverage to all individuals regardless of health status, and it limited the ability of issuers to deny coverage or charge higher premiums to individuals and small groups based on health risks or certain other factors.

Concentration in the Individual Health Insurance Market, Including the Exchanges, Was Higher in Recent Years than in 2011

States' individual health insurance markets were generally concentrated from 2011 through 2020, and concentration has increased since 2011. The individual market exchanges, which represented three-fourths of the overall individual market in 2020, have generally been concentrated since 2015, and all exchanges were concentrated in 2020.

The Individual Health Insurance Market Generally Has Become More Concentrated since 2011, and Most States Markets Remained Concentrated in 2019 and 2020

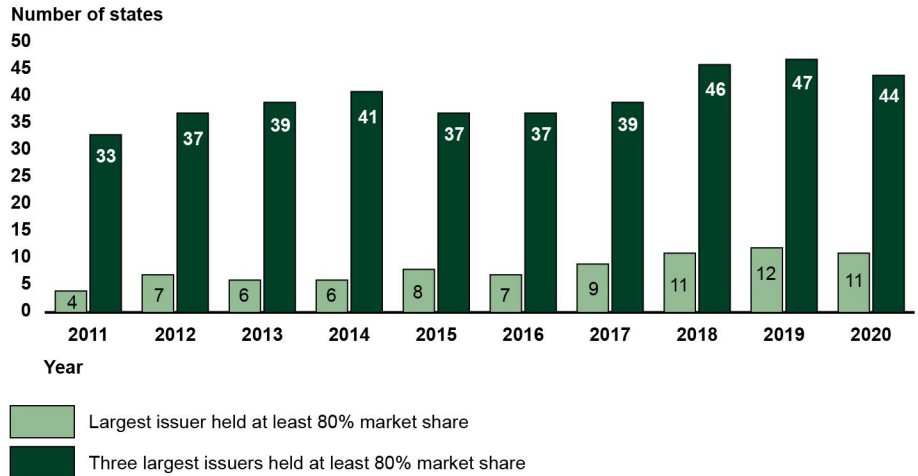
Our analysis of CMS data shows that enrollment in states' individual health insurance markets was generally concentrated from 2011 through 2020, and concentration has increased since 2011. The number of states with three or fewer issuers that held at least 80 percent of the market increased from 33 states in 2011 to 44 states in 2020, despite brief declines in 2015, 2016, and 2020 (see fig. 2).¹⁷ Across all states, the median market share of the three largest issuers increased from 85 percent in 2011 to 97 percent in 2020

In addition, the number of states in which 80 percent of enrollment was concentrated in a single issuer increased from four in 2011 to 11 in 2020. Despite this increase, the median market share of all states' largest issuer remained relatively consistent during this time period, and some states' largest issuer lost market share. For instance, Iowa's largest issuer held 83 percent of the market in 2011 and 50 percent of the market in 2020.

For additional discussion about industry consolidation, see Leemore S. Dafny, "Evaluating the Impact of Health Insurance Industry Consolidation: Learning from Experience," *Commonwealth Fund Issue Brief* (New York, N.Y.: Commonwealth Fund, 2015).

¹⁷See appendix I for additional data on the individual market from 2011 through 2020.

Figure 2: Number of States Where the Market Share of the Largest Issuer and Three Largest Issuers Was at Least 80 Percent, Individual Health Insurance Market, 2011 through 2020



Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Data table for Figure 2: Number of States Where the Market Share of the Largest Issuer and Three Largest Issuers Was at Least 80 Percent, Individual Health Insurance Market, 2011 through 2020

Largest Issuer in Individual Markets										
States larger than:	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
80%	4	7	6	6	8	7	9	11	12	11

Three Largest Issuers in Individual Markets										
States larger than:	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
80%	33	37	39	41	37	37	39	46	47	44

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105671

Notes: This figure includes the 50 states and the District of Columbia. All states had at least three issuers in their individual markets during this time period. Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year.

As concentration increased, the number of issuers participating in the individual market decreased from 2011 through 2020. From 2011 through 2020, the median number of issuers per state decreased from 30 to 10. In 2020, New York had the most issuers (23, down from 38 in 2011). Three states—Alaska, Hawaii, and Vermont—had the fewest issuers (four; all these states had at least 10 in 2011). Despite these decreases, all states had multiple issuers participating in the market, including those that had a single issuer with at least 80 percent market share. For example, although South Carolina had 11 issuers participating in the individual market in 2020, Blue Cross Blue Shield of South Carolina held around 92

percent of market. (See table 1 for trends in issuer participation as concentration increased.)

Table 1: Trends in Issuer Participation and Concentration in the Individual Health Insurance Market across States, 2011 through 2020

Year	Median number of issuers per state	Median market share of three largest issuers (percent)	Median market share of the largest issuer (percent)
2011	30	85	56
2012	26	87	54
2013	25	88	55
2014	21	88	56
2015	19	90	56
2016	15	90	54
2017	14	96	56
2018	12	98	59
2019	10	98	58
2020	10	97	57

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Notes: This table includes the 50 states and the District of Columbia. All states had at least three issuers in their individual markets during this time period. Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year.

From 2011 through 2020, 42 states experienced increases in concentration among the three largest issuers, and nine states experienced decreases (see fig. 3).

- Of the 42 states with increased concentration, 25 states had an increase of 10 or more percentage points, with a median increase of 11 percentage points. For example, in Wyoming, which had the largest percentage point increase (29 percent), 20 issuers exited the individual market, which may have contributed to more concentration among remaining issuers.
- Of the nine states with decreased concentration, two states had a decrease of 10 or more percentage points, with a median decrease of 6 percentage points. For example, Wisconsin, the state with fourth largest percentage point decrease (8 percent), had no issuer with more than a 25 percent share of the market, making it the least concentrated state in 2020.

Letter

	Change in State market share for 3 largest issuers from 2011 to 2020	Rounded	Map Key	# of States per category
West Virginia	20.92	21	20 or more	X
Florida	19.80	20	20 or more	X
Oklahoma	18.05	18	10-19	X
South Carolina	16.80	17	10-19	X
Missouri	16.43	16	10-19	X
Oregon	15.85	16	10-19	X
Connecticut	15.49	15	10-19	X
Indiana	15.42	15	10-19	X
Delaware	15.30	15	10-19	X
Louisiana	14.88	15	10-19	X
Illinois	14.83	15	10-19	X
Montana	14.59	15	10-19	X
Kansas	14.42	14	10-19	X
Mississippi	14.42	14	10-19	X
District of Columbia	12.03	12	10-19	X
Nebraska	11.75	12	10-19	X
Maryland	11.12	11	10-19	X
South Dakota	9.95	10	10-19	X
Pennsylvania	9.84	10	10-19	X
Utah	9.69	10	10-19	X
North Dakota	9.58	10	10-19	X
Nevada	9.05	9	0-9	X
North Carolina	8.94	9	0-9	X
New Jersey	8.66	9	0-9	X
Michigan	8.54	9	0-9	X
Arizona	8.36	8	0-9	X
Iowa	8.13	8	0-9	X
Maine	7.56	8	0-9	X
New Hampshire	6.57	7	0-9	X
Texas	4.69	5	0-9	X
Kentucky	3.89	4	0-9	X
Tennessee	3.79	4	0-9	X
Alabama	2.74	3	0-9	X
Vermont	1.17	1	0-9	X
California	1.00	1	0-9	X
Hawaii	0.81	1	0-9	X

Letter

	Change in State market share for 3 largest issuers from 2011 to 2020	Rounded	Map Key	# of States per category
Rhode Island	0.34	0	0-9	X
Idaho	0.10	0	0-9	X
New Mexico	-0.48	<0	Less than zero	X
New York	-1.50	<0	Less than zero	X
Massachusetts	-1.68	<0	Less than zero	X
Arkansas	-2.18	<0	Less than zero	X
Virginia	-4.67	<0	Less than zero	X
Minnesota	-6.25	<0	Less than zero	X
Wisconsin	-7.59	<0	Less than zero	X
Ohio	-11.62	<0	Less than zero	X
Washington	-16.20	<0	Less than zero	X

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105671

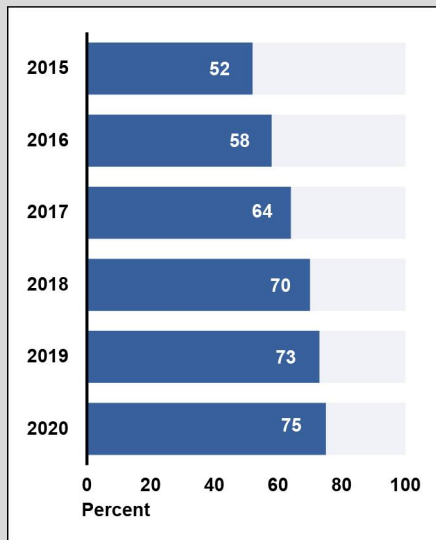
Notes: All states had at least three issuers in their individual markets in 2011. Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year.

Most Individual Market Exchanges Were Concentrated in Each Year since 2015, and All Were Concentrated in 2020

Our analysis of CMS data also showed that enrollment in the individual market exchange was concentrated in at least 47 states from 2015 through 2020, with all states' exchanges concentrated in 2020 (see fig. 4).¹⁸ From 2015 through 2020, states in which the top three issuers already had at least 80 percent market share became more concentrated. This was often because the number of issuers decreased or the existing issuers increased their market share within a state—such that the state had three or fewer issuers with 100 percent of the market share. The number of states in which three or fewer issuers held 100 percent of the market share increased from 16 states in 2015 to 31 states in 2020, with a peak of 38 states in 2019. In addition, the median number of issuers participating in each state's exchange decreased from four in 2015 to three in 2020.

Exchange Enrollment Increased as a Proportion of the Overall Individual Market from 2015 through 2020

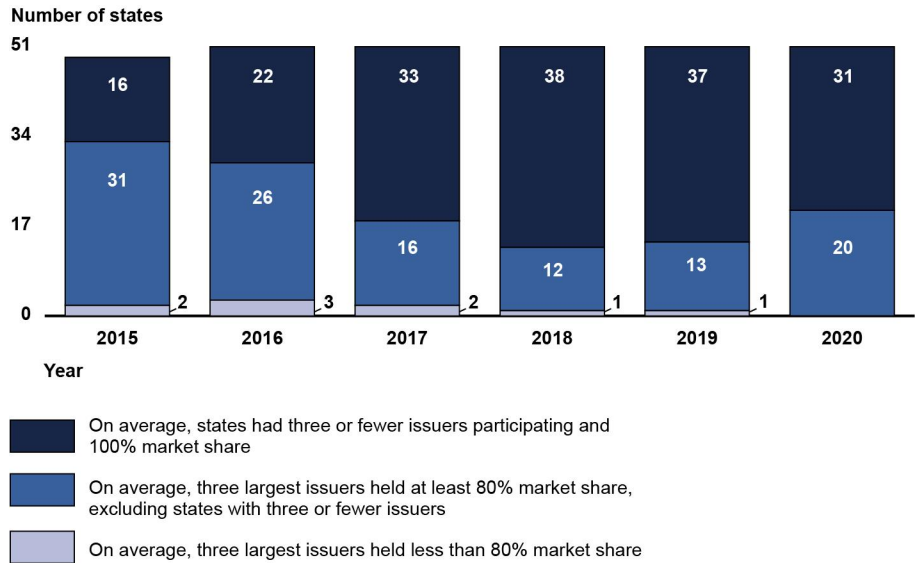
Enrollment through the health insurance exchanges—marketplaces where consumers can compare and select among insurance plans sold by participating issuers—became a larger proportion of overall individual market enrollment in states, increasing from 52 percent in 2015 to 75 percent in 2020.



Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

¹⁸We present statistics by state in appendix II.

Figure 4: Extent to Which the Three Largest Individual Market Exchange Issuers Were Concentrated, on Average, in 51 States' Rating Areas, 2015 through 2020



Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Data table for Figure 4: Extent to Which the Three Largest Individual Market Exchange Issuers Were Concentrated, on Average, in 51 States' Rating Areas, 2015 through 2020

	2015	2016	2017	2018	2019	2020
On average, states had three or fewer issuers participating and 100% market share	16	22	33	38	37	31
On average, three largest issuers held at least 80% market share, excluding states with three or fewer issuers	31	26	16	12	13	20
On average, three largest issuers held less than 80% market share	2	3	2	1	1	0

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105671

Notes: Hawaii and Minnesota are not included in this figure for 2015 because we were unable to obtain data for that year. The remaining 49 states, including the District of Columbia, are included in 2015, and Hawaii and Minnesota are included for later years.

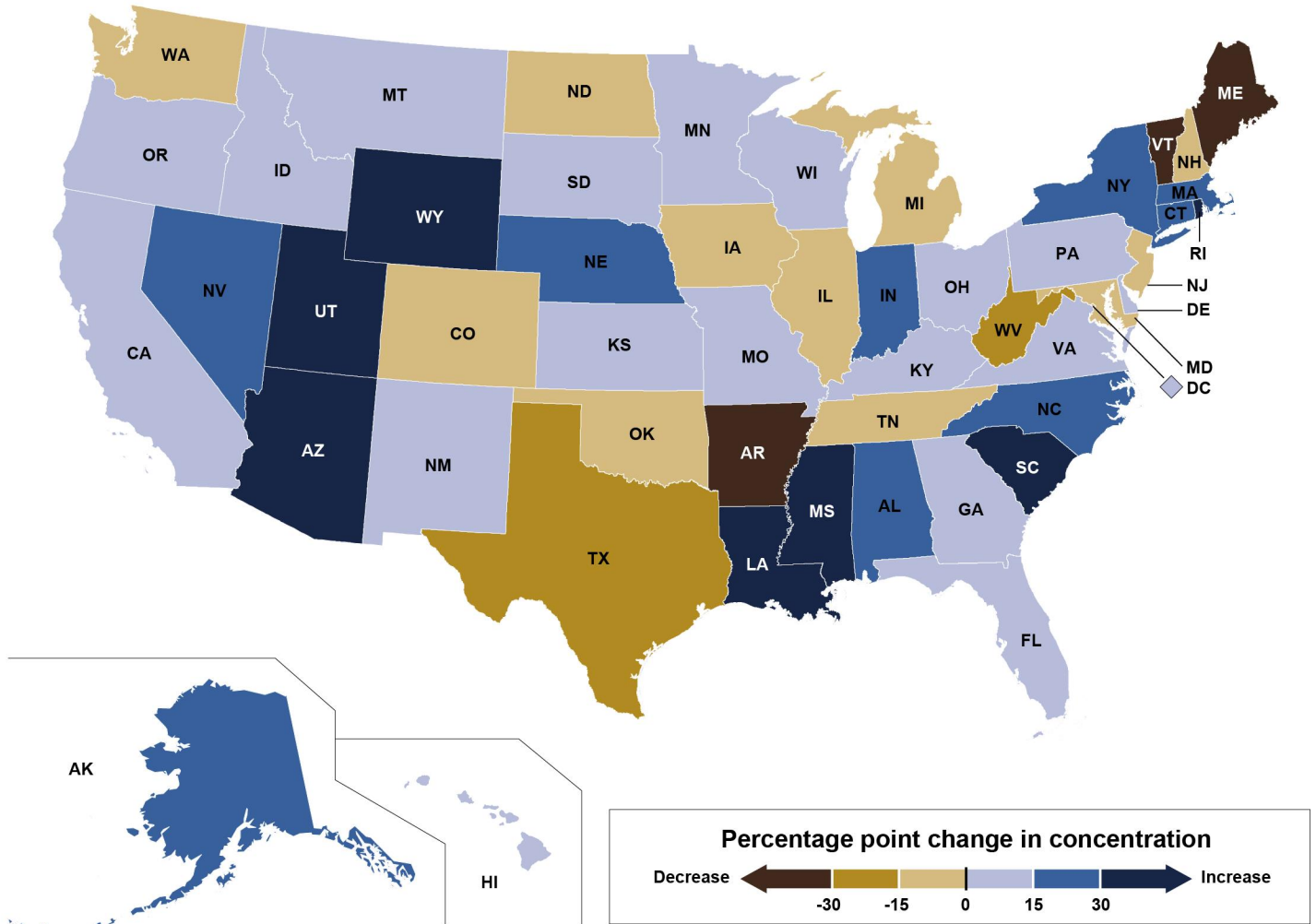
Rating areas are geographic areas established by states and used, in part, by issuers to set premium rates.

Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. The market share is calculated using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year. Market share in this figure refers to the average market share of the three largest issuers across a state's rating areas weighted by the number of covered life-years in each rating area. Issuer counts in this figure reflect the number of issuers, on average, across a state's rating areas, weighted by the number of covered life-years in each rating area.

From 2015 through 2020, 35 states experienced increases in concentration among their largest issuer and 16 states experienced decreases (see fig. 5).

- Of the 35 states with increased concentration, 21 states had increases of 10 or more percentage points, with a median increase of 14 percentage points. For example, Louisiana had the largest percentage point increase (44 percent); the number of issuers participating in the state's exchange decreased from four issuers in 2015 to one issuer in 2020.
- Of the 16 states with decreased concentration, 10 states had decreases of 10 or more percentage points, with a median decrease of 10 percentage points.

Figure 5: Percent Point Change in Average Market Share of the Largest Individual Market Exchange Issuer across Rating Areas from 2015 through 2020, by State



Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Data table for Figure 5: Percent Point Change in Average Market Share of the Largest Individual Market Exchange Issuer across Rating Areas from 2015 through 2020, by State

	2020-2015 Difference	Rounded	Map Key	# of States per category
LA	44.4	44	30 or more	1. X
MS	40.0	40	30 or more	2. X
WY	38.7	39	30 or more	3. X
SC	32.9	33	30 or more	4. X

Letter

	2020-2015 Difference	Rounded	Map Key	# of States per category
UT	32.4	32	30 or more	5. X
AZ	31.5	32	30 or more	6. X
RI	30.6	31	30 or more	7. X
NE	28.9	29	15-29	1. X
CT	23.8	24	15-29	2. X
NV	23.1	23	15-29	3. X
NC	21.3	21	15-29	4. X
NY	20.6	21	15-29	5. X
IN	19.4	19	15-29	6. X
AK	18.8	19	15-29	7. X
AL	16.7	17	15-29	8. X
MA	16.3	16	15-29	9. X
KY	14.4	14	0-14	1. X
GA	14.4	14	0-14	2. X
NM	14.3	14	0-14	3. X
MN	12.8	13	0-14	4. X
VA	11.0	11	0-14	5. X
KS	9.4	9	0-14	6. X
FL	9.1	9	0-14	7. X
DE	8.1	8	0-14	8. X
OR	7.2	7	0-14	9. X
ID	6.8	7	0-14	10. X
SD	6.1	6	0-14	11. X
CA	5.7	6	0-14	12. X
HI	4.1	4	0-14	13. X
MO	2.9	3	0-14	14. X
DC	2.2	2	0-14	15. X
WI	1.9	2	0-14	16. X
PA	1.7	2	0-14	17. X
MT	0.9	1	0-14	18. X
OH	0.8	1	0-14	19. X
CO	-2.0	-2	-14 thru 0	1. X
NH	-4.5	-5	-14 thru 0	2. X
IL	-5.3	-5	-14 thru 0	3. X
NJ	-5.7	-6	-14 thru 0	4. X
IA	-6.3	-6	-14 thru 0	5. X
OK	-8.8	-9	-14 thru 0	6. X
MI	-10.1	-10	-14 thru 0	7. X

	2020-2015 Difference	Rounded	Map Key	# of States per category
ND	-10.4	-10	-14 thru 0	8. X
MD	-10.6	-11	-14 thru 0	9. X
TN	-11.6	-12	-14 thru 0	10. X
WA	-11.7	-12	-14 thru 0	11. X
TX	-19.9	-20	-29 thru -15	1. X
WV	-25.7	-26	-29 thru -15	2. X
AR	-32.1	-32	-30 or less	1. X
VT	-36.1	-36	-30 or less	2. X
ME	-38.1	-38	-30 or less	3. X

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105671

Notes: Hawaii and Minnesota’s percent point change is from 2016 through 2020 because we were unable to obtain data for 2015 for those states.

Rating areas are geographic areas established by states and used, in part, by issuers to set premium rates.

Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated issuers’ market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year. Market share refers to the average market share of the largest issuer across a state’s rating areas—geographic areas established by states and used, in part, by issuers to set premium rates—weighted by the number of covered life-years in each rating area. In some cases, the identity of the largest issuer varied across rating areas in a state, and changed over time.

Concentration in Small Group Health Insurance Markets Generally Increased from 2011 through 2020

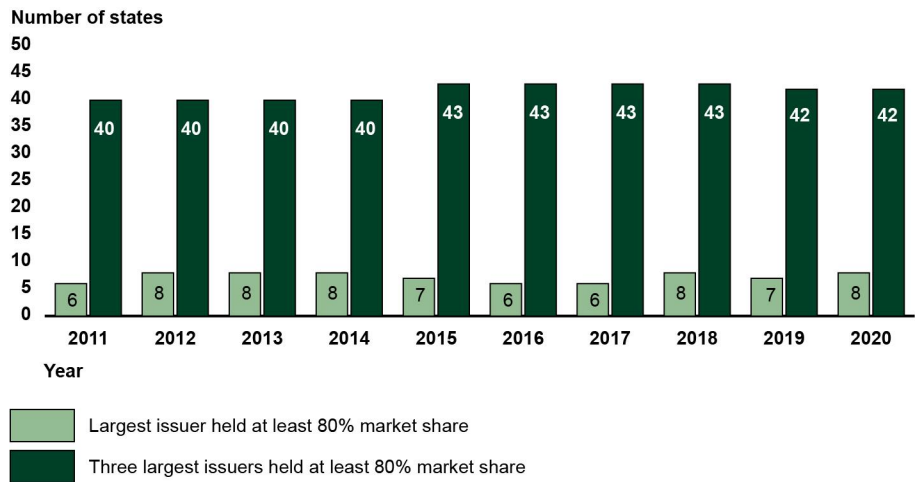
Our analysis of CMS data shows that enrollment in states’ small group health insurance markets generally became more concentrated from 2011 through 2020. During this time, the number of states with three or fewer issuers that held at least 80 percent of the market share increased from 36 states to 47 states, with a marked increase since 2015 (see fig. 6). Additionally, from 2011 through 2020, the median market share of the top three issuers increased by 10 percentage points—from 87 percent to 97 percent.¹⁹

In addition, the number of states in which 80 percent of enrollment was concentrated in a single issuer increased from three states in 2011 to 13 states in 2020. The median market share of the largest issuer also

¹⁹See appendix IV for additional data on the small group market from 2011 through 2020.

increased by 7 percentage points—from 50 percent in 2011 to 57 percent in 2020. For example, Iowa’s largest issuer, the Wellmark Group, increased its market share from 61 percent in 2011 to 79 percent in 2020.

Figure 6: Number of States Where the Market Share of the Largest Issuer and Three Largest Issuers Was at Least 80 Percent, Small Group Health Insurance Market, 2011 through 2020



Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Data table for Figure 6: Number of States Where the Market Share of the Largest Issuer and Three Largest Issuers Was at Least 80 Percent, Small Group Health Insurance Market, 2011 through 2020

Largest Issuer in Small Group Markets

States larger than:	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
80%	3	5	5	5	6	11	11	11	11	13

Three Largest Issuers in Small Group Markets

States larger than:	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
80%	36	38	37	39	38	40	43	46	47	47

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105671

Notes: This figure includes the 50 states and the District of Columbia. All states, except Vermont and Wyoming, had at least three issuers in their small group markets during this time period. Small and large employers may offer fully insured group plans (by purchasing coverage from an issuer) or self-funded group plans (by setting aside funds to pay for employee health care). Most small employers purchase fully insured plans, while most large employers self-fund at least some of their employee health benefits. For the small group and large group markets, enrollment data are from fully insured plans only. Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year.

As concentration increased, the number of issuers per state decreased. Specifically, the median number of issuers decreased from 13 issuers in 2011 to five issuers in 2020. For example, the number of issuers in Indiana decreased from 27 issuers in 2011 to nine issuers in 2020. (See table 2 for trends in issuer participation as concentration increased.)

Table 2: Trends in Issuer Participation and Concentration in the Small Group Health Insurance Market across States, 2011 through 2020

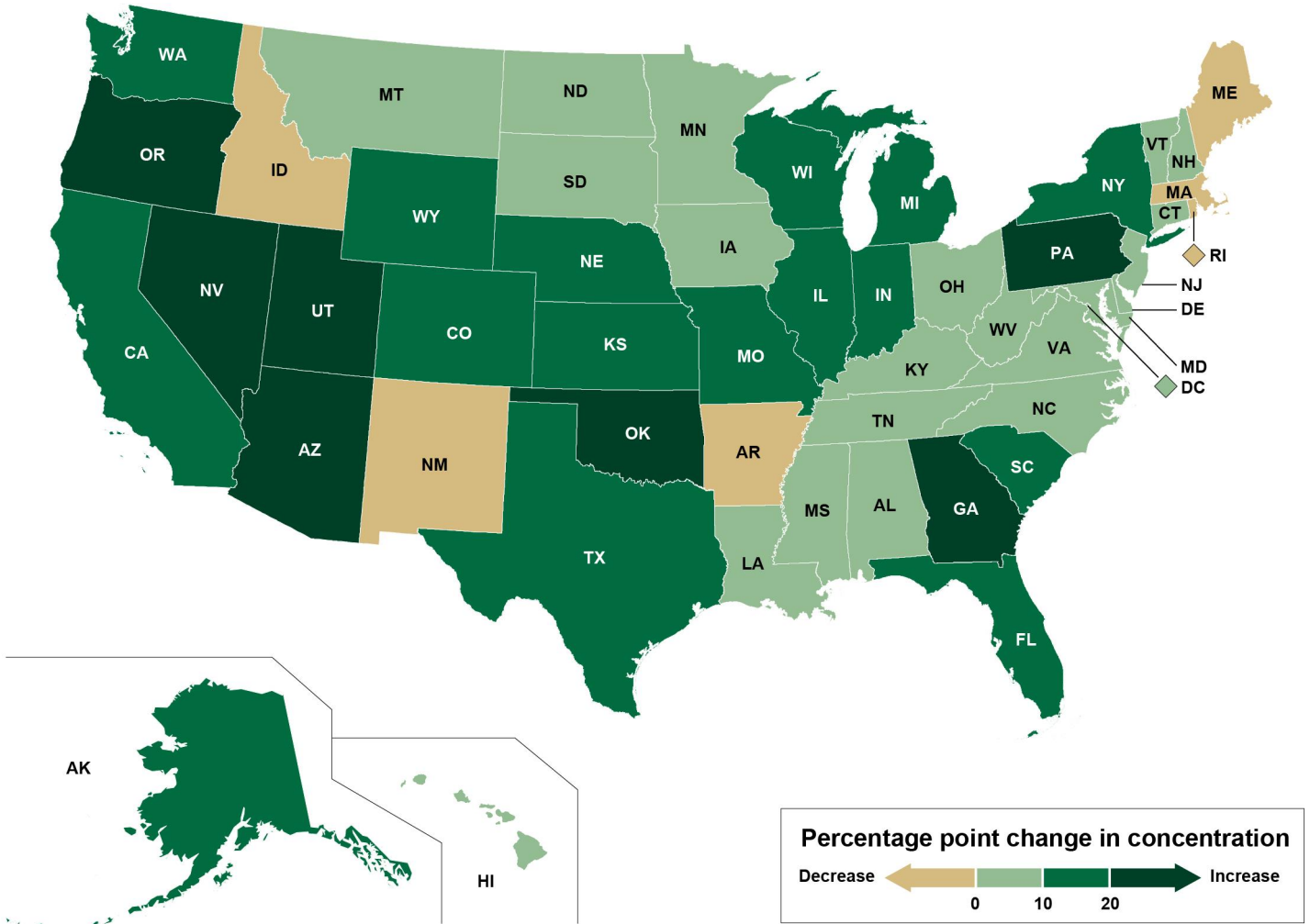
Year	Median number of issuers per state	Median market share of three largest issuers (percent)	Median market share of the largest issuer (percent)
2011	13	87	50
2012	12	88	55
2013	12	88	59
2014	10	88	57
2015	9	89	55
2016	7	92	53
2017	6	92	57
2018	5	94	57
2019	6	96	58
2020	5	97	57

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Notes: This table includes the 50 states and the District of Columbia. All states, except Vermont and Wyoming, had at least three issuers in their small group markets during this time period. We calculated market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year.

From 2011 through 2020, 45 states experienced increases in concentration among the three largest issuers, and six states experienced decreases (see fig. 7). Of the 45 states with increased concentration, 23 states had an increase of 10 or more percentage points, with a median increase of 10 percentage points. The six states with decreased concentration had a median decrease of 3 percentage points.

Figure 7: Percentage Point Change in Market Share Held by the Three Largest Issuers in the Small Group Market from 2011 through 2020, by State



Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Data table for Figure 7: Percentage Point Change in Market Share Held by the Three Largest Issuers in the Small Group Market from 2011 through 2020, by State

	Change in State market share for 3 largest issuers from 2011 to 2020	Rounded	Map Key	# of States per category
Arizona	26.73	27	20 or more	1. X
Oklahoma	23.91	24	20 or more	2. X
Pennsylvania	22.34	22	20 or more	3. X

	Change in State market share for 3 largest issuers from 2011 to 2020	Rounded	Map Key	# of States per category
Oregon	21.74	22	20 or more	4. X
Utah	21.09	21	20 or more	5. X
Nevada	20.77	21	20 or more	6. X
Georgia	20.25	20	20 or more	7. X
Texas	18.18	18	10-19	1. X
California	17.78	18	10-19	2. X
Wisconsin	17.13	17	10-19	3. X
Illinois	17.01	17	10-19	4. X
Missouri	16.93	17	10-19	5. X
Colorado	15.34	15	10-19	6. X
Indiana	15.17	15	10-19	7. X
Washington	15.11	15	10-19	8. X
Florida	15.05	15	10-19	9. X
New York	12.85	13	10-19	10. X
Alaska	12.36	12	10-19	11. X
Wyoming	12.08	12	10-19	12. X
Kansas	11.47	11	10-19	13. X
Nebraska	11.37	11	10-19	14. X
Michigan	10.25	10	10-19	15. X
South Carolina	9.58	10	10-19	16. X
Iowa	9.36	9	0-9	1. X
Ohio	9.24	9	0-9	2. X
Maryland	8.33	8	0-9	3. X
Montana	8.28	8	0-9	4. X
West Virginia	8.05	8	0-9	5. X
New Jersey	7.27	7	0-9	6. X
Hawaii	7.23	7	0-9	7. X
Connecticut	7.14	7	0-9	8. X
Virginia	6.62	7	0-9	9. X
Kentucky	6.61	7	0-9	10. X
South Dakota	5.69	6	0-9	11. X
North Carolina	5.41	5	0-9	12. X
Minnesota	5.29	5	0-9	13. X
Louisiana	4.97	5	0-9	14. X
Delaware	4.72	5	0-9	15. X
Tennessee	4.36	4	0-9	16. X
District of Columbia	3.87	4	0-9	17. X

	Change in State market share for 3 largest issuers from 2011 to 2020	Rounded	Map Key	# of States per category
Mississippi	2.51	3	0-9	18. X
New Hampshire	1.35	1	0-9	19. X
Alabama	0.35	0	0-9	20. X
North Dakota	0.06	0	0-9	21. X
Vermont	0.04	0	0-9	22. X
Arkansas	-0.09	0	Less than zero	1. X
Massachusetts	-1.78	-2	Less than zero	2. X
New Mexico	-2.55	-3	Less than zero	3. X
Rhode Island	-2.59	-3	Less than zero	4. X
Maine	-4.53	-5	Less than zero	5. X
Idaho	-5.06	-5	Less than zero	6. X

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105671

Notes: All states, except Vermont and Wyoming, had at least three issuers in their small group markets during this time period. Small and large employers may offer fully insured group plans (by purchasing coverage from an issuer) or self-funded group plans (by setting aside funds to pay for employee health care). Most small employers purchase fully insured plans, while most large employers self-fund at least some of their employee health benefits. For the small group and large group markets, enrollment data are from fully insured plans only. Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year.

Large Group Health Insurance Markets Remained Concentrated from 2011 through 2020

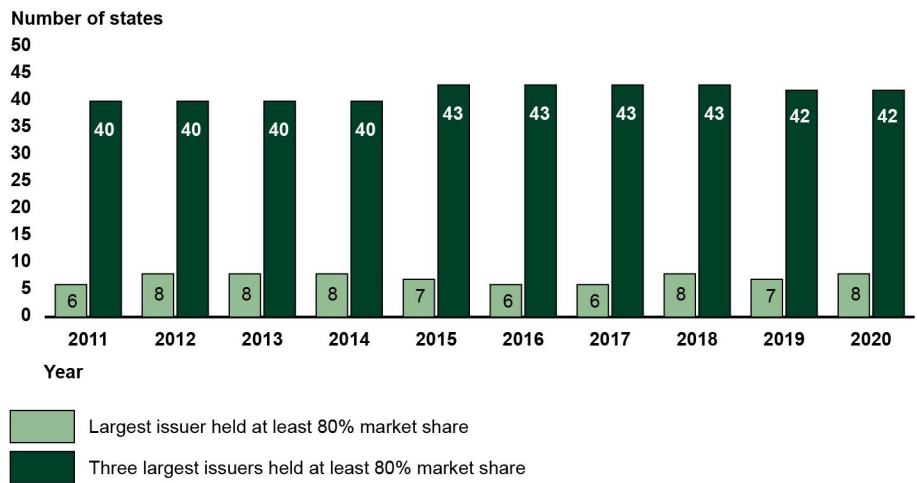
Our review of CMS data shows that concentration in states' large group health insurance markets remained generally steady from 2011 through 2020. The number of states with three or fewer issuers that held at least 80 percent of the market increased from 40 states in 2011 to 42 states in 2020 (see fig. 8).²⁰ During this time period, the median market share of the top three issuers increased by 4 percentage points, from 88 percent to 92 percent.

The number of states in which 80 percent of enrollment was concentrated in a single issuer also remained relatively unchanged, although the

²⁰See appendix V for additional data on the large group market for 2011 through 2020.

median market share of states' largest issuers increased. States with a single issuer that held at least of 80 percent market share slightly increased from six in 2011 to eight in 2020, with small fluctuations within the decade. During the same period, the median market share of the largest issuer increased by 9 percentage points, from 55 percent to 64 percent.

Figure 8: Number of States Where the Market Share of the Largest Issuer and Three Largest Issuers Were at Least 80 Percent, Large Group Health Insurance Market, 2011 through 2020



Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Data table for Figure 8: Number of States Where the Market Share of the Largest Issuer and Three Largest Issuers Were at Least 80 Percent, Large Group Health Insurance Market, 2011 through 2020

Largest Issuer in Large Group Markets

States larger than:	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
80%	6	8	8	8	7	6	6	8	7	8

Three Largest Issuers in Large Group Markets

States larger than:	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
80%	40	40	40	40	43	43	43	43	42	42

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105671

Notes: This figure includes the 50 states and the District of Columbia. All states had at least three issuers in their large group markets during this time period. Small and large employers may offer fully insured group plans (by purchasing coverage from an issuer) or self-funded group plans (by setting aside funds to pay for employee health care). Most small employers purchase fully insured plans, while most large employers self-fund at least some of their employee health benefits. For the small group and large group markets, enrollment data are from fully insured plans only. Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year.

In addition, as concentration remained generally steady, the number of issuers in each state generally decreased. Specifically, the median number of issuers per state decreased from 12 issuers in 2011 to eight issuers in 2020 (see table 3).

Table 3: Trends in Issuer Participation and Concentration in the Large Group Health Insurance Market across States, 2011 through 2020

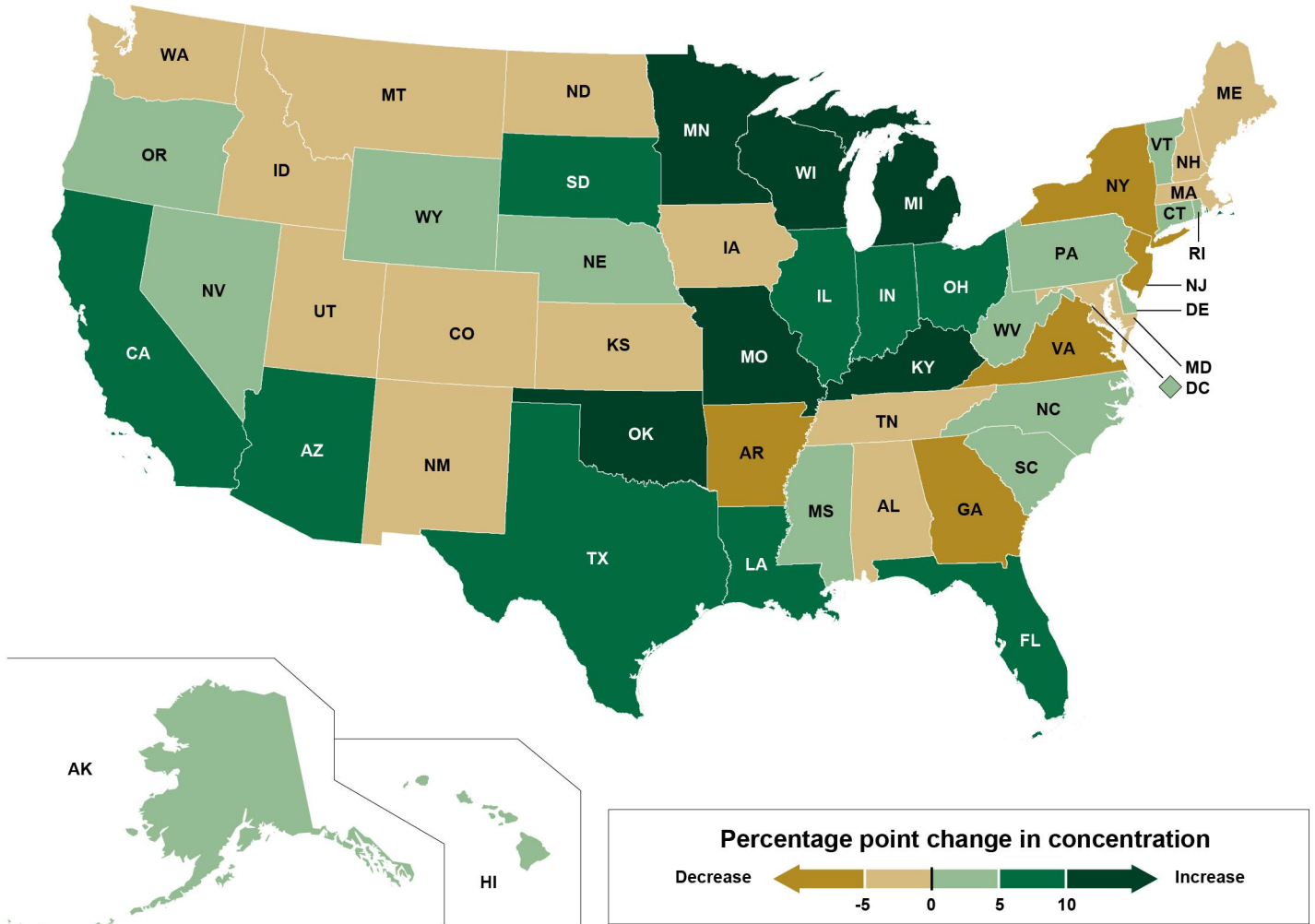
Year	Median number of issuers per state	Median market share of three largest issuers (percent)	Median market share of the largest issuer (percent)
2011	12	88	55
2012	11	89	60
2013	11	89	60
2014	10	90	59
2015	10	90	61
2016	9	90	58
2017	9	91	56
2018	9	92	58
2019	8	92	64
2020	8	92	64

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Notes: This table includes the 50 states and the District of Columbia. All states had at least three issuers in their large group markets during this time period. We calculated market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year.

From 2011 through 2020, 31 states experienced increases in concentration among the three largest issuers, and 20 states experienced decreases (see fig. 9). Of the 31 states with increased concentration, six states had an increase of 10 or more percentage points, with a median increase of approximately 4 percentage points. Similarly, the 20 states with decreased concentration had a median decrease of 1 percentage point.

Figure 9: Percentage Point Change in Market Share Held by the Three Largest Issuers in the Large Group Market from 2011 through 2020, by State



Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Data table for Figure 9: Percentage Point Change in Market Share Held by the Three Largest Issuers in the Large Group Market from 2011 through 2020, by State

	Change in State market share for 3 largest issuers from 2011 to 2020	Rounded	Map Key	# of States per category
Michigan	12.17	12	10 or more	1. X
Missouri	10.91	11	10 or more	2. X
Oklahoma	10.90	11	10 or more	3. X
Minnesota	10.77	11	10 or more	4. X
Wisconsin	9.93	10	10 or more	5. X
Kentucky	9.76	10	10 or more	6. X
Florida	9.47	9	5-9	1. X
Arizona	9.43	9	5-9	2. X
Indiana	9.34	9	5-9	3. X
Louisiana	8.61	9	5-9	4. X
South Dakota	8.24	8	5-9	5. X
California	7.65	8	5-9	6. X
Texas	6.20	6	5-9	7. X
Ohio	5.97	6	5-9	8. X
Illinois	5.96	6	5-9	9. X
District of Columbia	3.73	4	0-4	1. X
Hawaii	3.26	3	0-4	2. X
Delaware	2.89	3	0-4	3. X
Wyoming	2.70	3	0-4	4. X
North Carolina	2.30	2	0-4	5. X
Pennsylvania	2.23	2	0-4	6. X
Mississippi	1.46	1	0-4	7. X
Rhode Island	1.41	1	0-4	8. X
West Virginia	1.40	1	0-4	9. X
Nevada	1.05	1	0-4	10. X
Oregon	0.95	1	0-4	11. X
Nebraska	0.93	1	0-4	12. X
South Carolina	0.90	1	0-4	13. X
Alaska	0.66	1	0-4	14. X
Vermont	0.23	0	0-4	15. X
Connecticut	0.22	0	0-4	16. X
Tennessee	-0.03	0	Less than zero thru -4	1. X

	Change in State market share for 3 largest issuers from 2011 to 2020	Rounded	Map Key	# of States per category
Colorado	-0.04	0	Less than zero thru -4	2. X
Alabama	-0.07	0	Less than zero thru -4	3. X
New Hampshire	-0.15	0	Less than zero thru -4	4. X
Massachusetts	-0.33	0	Less than zero thru -4	5. X
Washington	-0.44	0	Less than zero thru -4	6. X
Iowa	-0.49	0	Less than zero thru -4	7. X
New Mexico	-0.83	-1	Less than zero thru -4	8. X
Kansas	-0.93	-1	Less than zero thru -4	9. X
Maine	-1.00	-1	Less than zero thru -4	10. X
Montana	-1.20	-1	Less than zero thru -4	11. X
North Dakota	-1.39	-1	Less than zero thru -4	12. X
Idaho	-3.41	-3	Less than zero thru -4	13. X
Maryland	-3.47	-3	Less than zero thru -4	14. X
Utah	-3.91	-4	Less than zero thru -4	15. X
New Jersey	-4.60	-5	-5 or less	1. X
Virginia	-4.61	-5	-5 or less	2. X
Georgia	-6.78	-7	-5 or less	3. X
Arkansas	-9.48	-9	-5 or less	4. X
New York	-18.29	-18	-5 or less	5. X

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105671

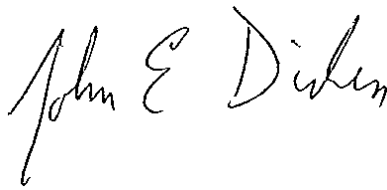
Notes: All states had at least three issuers in their large group markets during this time period. Small and large employers may offer fully insured group plans (by purchasing coverage from an issuer) or self-funded group plans (by setting aside funds to pay for employee health care). Most small employers purchase fully insured plans, while most large employers self-fund at least some of their employee health benefits. For the small group and large group markets, enrollment data are from fully

insured plans only. Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year. In some cases, the identity of the largest three issuers changed over time.

We provided a draft of this report to HHS for review and comment. The department provided technical comments, which we incorporated as appropriate.

We sent copies of this report to the appropriate Congressional committees, the Secretary of Health and Human Services, and other interested parties. In addition, the report is available at no charge on the GAO website at <http://www.gao.gov>.

If you or your staff have any questions about this report, please contact John E. Dicken at (202) 512-7114 or dickenj@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report. GAO staff who made key contributions to this report are listed in appendix VI.



John E. Dicken
Director, Health Care

List of Committees

The Honorable Ron Wyden
Chairman

The Honorable Mike Crapo
Ranking Member
Committee on Finance
United States Senate

The Honorable Patty Murray
Chair

The Honorable Richard Burr
Ranking Member
Committee on Health, Education, Labor, and Pensions
United States Senate

The Honorable Bobby Scott
Chairman

The Honorable Virginia Foxx
Republican Leader
Committee on Education and Labor
House of Representatives

The Honorable Frank Pallone, Jr.
Chair

The Honorable Cathy McMorris Rodgers
Republican Leader
Committee on Energy and Commerce
House of Representatives

The Honorable Richard E. Neal
Chair

The Honorable Kevin Brady
Republican Leader
Committee on Ways and Means
House of Representatives

Appendix I: Number and Market Share of Largest Issuers Participating in Each State's Individual Market

The three tables below present information for each state on a) the number of participating issuers in the individual health insurance market from 2011 through 2020, b) the market share of the largest and three largest issuers from 2017 through 2020, and c) the percentage change in market share of the three largest issuers from 2011 through 2020 and 2019 through 2020.

Table 4: Number of Issuers in Each State's Individual Health Insurance Market, 2011 through 2020

	Number of issuers									
	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Alabama	27	22	23	17	16	11	10	10	7	8
Alaska	13	13	14	12	10	7	5	5	3	4
Arizona	30	26	24	27	23	17	15	11	12	12
Arkansas	32	26	24	21	19	16	14	14	10	11
California	45	34	30	33	31	27	27	23	22	21
Colorado	35	29	25	26	24	19	17	15	14	15
Connecticut	26	20	19	17	15	11	9	8	7	8
Delaware	20	17	16	14	13	10	8	7	6	6
District of Columbia	18	18	18	16	13	10	8	7	6	6
Florida	40	33	31	28	30	22	20	17	16	17
Georgia	38	32	31	29	25	18	17	15	13	16
Hawaii	14	15	12	10	9	7	6	4	4	4
Idaho	23	22	19	18	17	14	11	10	8	8
Illinois	42	37	34	30	25	21	18	16	15	14
Indiana	37	30	28	23	23	19	14	11	8	8
Iowa	33	27	25	21	19	14	12	9	8	7
Kansas	35	30	28	24	20	15	15	13	11	11
Kentucky	27	22	23	21	21	17	15	14	11	12
Louisiana	34	26	26	24	22	16	15	14	9	10

**Appendix I: Number and Market Share of
Largest Issuers Participating in Each State's
Individual Market**

	Number of issuers									
	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Maine	20	18	18	15	12	9	8	6	8	7
Maryland	27	24	23	19	18	15	13	10	8	9
Massachusetts	31	29	28	25	25	20	19	16	15	15
Michigan	41	33	33	31	29	22	18	14	12	12
Minnesota	36	29	26	25	25	18	15	13	13	13
Mississippi	30	25	22	21	18	14	14	12	8	10
Missouri	37	31	31	25	23	18	18	15	14	16
Montana	25	22	21	20	16	13	11	8	7	7
Nebraska	31	28	26	25	19	16	13	11	8	8
Nevada	24	20	21	19	19	15	12	10	10	9
New Hampshire	20	17	15	13	14	9	7	6	6	5
New Jersey	24	24	20	19	19	16	14	12	10	10
New Mexico	28	24	22	18	18	14	13	11	10	10
New York	38	32	28	32	33	27	27	23	23	23
North Carolina	31	26	25	22	18	15	14	12	11	11
North Dakota	21	20	19	13	12	10	7	8	7	6
Ohio	43	36	34	32	29	24	20	19	16	15
Oklahoma	30	26	25	23	21	16	15	12	9	12
Oregon	31	28	25	29	25	21	17	13	11	11
Pennsylvania	38	34	36	33	31	24	22	22	21	21
Rhode Island	14	12	13	11	9	7	7	6	5	5
South Carolina	31	24	22	20	17	15	13	10	9	11
South Dakota	30	26	25	17	14	11	9	9	8	8
Tennessee	33	29	26	23	20	15	14	13	13	14
Texas	50	40	36	38	37	32	30	25	19	20
Utah	24	19	19	19	17	14	13	11	9	9
Vermont	16	14	12	10	6	5	5	5	4	4
Virginia	32	29	29	29	26	21	21	16	16	17
Washington	30	27	25	24	23	19	16	14	12	14
West Virginia	27	25	24	19	18	15	12	11	9	9
Wisconsin	42	38	35	35	31	24	23	18	19	19
Wyoming	25	23	21	16	14	11	9	7	5	5
Total	1529	1311	1235	1131	1031	816	725	621	545	563

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services. | GAO-23-105672

Note: Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level.

**Appendix I: Number and Market Share of
Largest Issuers Participating in Each State's
Individual Market**

Table 5: Market Share of the Largest and Three Largest Issuers in Each State's Individual Health Insurance Market, 2017 through 2020

	Largest issuer name	Market share of the largest issuer (percent)				Market share of the three largest issuers (percent)			
		2017	2018	2019	2020	2017	2018	2019	2020
Alabama	BCBS OF AL GRP	97.6	97.3	96.7	96.5	99.9	99.7	99.8	99.7
Alaska	PREMERA BLUE CROSS GROUP	99.3	99.3	99.5	91.1	99.9	100.0	100.0	100.0
Arizona	CENTENE CORP GRP	43.8	49.5	40.6	37.1	95.8	99.0	88.9	85.5
Arkansas	ARKANSAS BCBS GRP	63.6	63.3	63.9	57.4	93.5	93.5	92.9	89.3
California	BLUE SHIELD OF CALIFORNIA GROUP	30.0	36.9	36.2	—	81.5	80.1	80.0	79.1
	KAISER FOUNDATION GRP	—	—	—	34.7				
Colorado	KAISER FOUNDATION GRP	41.1	41.0	37.0	—	87.8	83.2	81.6	78.5
	WELLPOINT INC GRP	—	—	—	34.1				
Connecticut	HIP INS GRP	61.4	67.7	72.9	73.4	98.4	99.3	99.7	99.9
Delaware	HIGHMARK GRP	62.2	99.1	99.0	99.2	99.5	99.9	99.8	99.9
District of Columbia	CAREFIRST INC GRP	84.6	81.7	83.7	83.8	99.5	99.4	99.9	99.9
Florida	BLUE CROSS AND BLUE SHIELD OF FLORIDA, INC.	60.1	68.5	64.4	60.2	88.8	93.0	93.3	92.3
Georgia	CENTENE CORP GRP	—	47.4	55.8	64.1	91.3	88.6	92.8	89.0
	WELLPOINT INC GRP	55.5	—	—	—				
Hawaii	HAWAII MEDICAL SERVICE ASSOCIATION	58.7	58.8	56.6	64.6	99.9	99.9	99.9	99.9
Idaho	BLUE CROSS OF IDAHO HEALTH SERVICE, INC.	34.7	50.5	44.2	—	78.6	91.8	93.2	92.7
	IHC INC GRP	—	—	—	41.1				
Illinois	HCSC GRP	73.0	76.8	79.5	76.1	89.7	91.1	93.1	94.0
Indiana	CENTENE CORP GRP	—	—	57.5	51.3	72.5	96.1	96.6	97.3
	CARESOURCE MANAGEMENT GROUP	—	46.3	—	—				
	WELLPOINT INC GRP	28.2	—	—	—				
Iowa	WELLMARK GROUP	63.5	58.7	59.9	50.4	95.6	99.7	99.8	99.8
Kansas	BCBS OF KS GRP	61.2	67.2	69.5	60.2	97.0	92.9	94.6	90.8

**Appendix I: Number and Market Share of
Largest Issuers Participating in Each State's
Individual Market**

	Largest issuer name	Market share of the largest issuer (percent)				Market share of the three largest issuers (percent)			
		2017	2018	2019	2020	2017	2018	2019	2020
Kentucky	WELLPOINT INC GRP	77.9	55.7	69.6	58.6	99.3	99.8	100.0	100.0
Louisiana	LOUISIANA HLTH SERV GRP	76.1	91.8	98.6	98.7	98.4	99.6	100.0	100.0
Maine	MAINE COMMUNITY HEALTH OPTIONS	40.1	58.6	42.7	—	98.6	99.8	99.8	99.8
	WELLPOINT INC GRP	—	—	—	42.8				
Maryland	CAREFIRST INC GRP	76.5	66.1	65.2	70.4	99.2	99.4	99.6	99.6
Massachusetts	TUFTS HEALTH PLAN	41.4	44.3	49.7	52.8	78.1	83.2	86.2	86.7
Michigan	BCBS OF MI GRP	49.3	58.5	56.1	52.2	81.4	82.9	86.3	85.3
Minnesota	HEALTHPARTNERS GRP	38.4	39.2	36.5	31.2	82.9	82.9	78.6	78.5
Mississippi	CENTENE CORP GRP	45.2	55.7	61.6	65.4	94.6	99.4	99.7	97.5
Missouri	CENTENE CORP GRP	—	—	37.2	42.9	82.4	86.2	87.4	85.4
	CIGNA HLTH GRP	—	36.7	—	—				
	WELLPOINT INC GRP	44.7	—	—	—				
Montana	HCSC GRP	50.6	—	38.8	39.4	99.7	99.8	99.9	99.9
	MONTANA HEALTH COOPERATIVE	—	42.9	—	—				
Nebraska	MEDICA GRP	—	74.5	79.1	86.1	93.7	99.7	99.8	99.8
	AETNA GRP	35.6	—	—	—				
New Hampshire	WELLPOINT INC GRP	45.7	61.1	68.4	61.3	99.7	99.8	99.6	99.7
New Jersey	BCBS OF NJ GRP	71.6	61.3	55.6	55.9	98.8	97.8	98.3	98.4
New Mexico	MOLINA HEALTHCARE INC GRP	40.4	40.6	42.1	45.5	88.8	89.9	91.7	80.5
New York	NEW YORK STATE CATHOLIC HEALTH PLAN, INC.	17.4	25.1	26.6	29.4	45.5	52.5	52.5	54.2
Nevada	UNITEDHEALTH GRP	58.4	65.1	60.8	68.5	94.0	94.1	96.9	92.4
North Carolina	BLUE CROSS AND BLUE SHIELD OF NORTH CAROLINA	95.6	96.2	97.4	91.8	99.5	99.7	99.4	99.0
North Dakota	BLUE CROSS BLUE SHIELD OF NORTH DAKOTA	—	—	80.7	65.7	99.7	99.6	99.7	99.9
	NORIDIAN MUTUAL INSURANCE COMPANY	82.3	85.7	—	—				
Ohio	MEDICAL MUTUAL OF OHIO	31.4	35.6	38.7	30.8	77.6	70.5	70.0	68.7

**Appendix I: Number and Market Share of
Largest Issuers Participating in Each State's
Individual Market**

	Largest issuer name	Market share of the largest issuer (percent)				Market share of the three largest issuers (percent)			
		2017	2018	2019	2020	2017	2018	2019	2020
Oklahoma	HCSC GRP	93.8	95.5	94.8	87.5	99.7	99.8	99.0	97.4
Oregon	PROVIDENCE HEALTH PLAN	46.0	45.3	37.7	34.1	76.7	90.1	82.3	80.5
Pennsylvania	INDEPENDENCE BLUE CROSS GRP	37.9	40.0	39.2	36.7	78.1	81.3	80.8	81.5
Rhode Island	NEIGHBORHOOD HEALTH PLAN OF RHODE ISLAND	—	52.3	58.1	60.6	99.7	99.7	99.9	99.9
	BLUE CROSS & BLUE SHIELD OF RHODE ISLAND	61.5	—	—	—				
South Carolina	BCBS OF SC GRP	95.7	96.5	97.1	91.5	99.7	99.8	99.8	96.6
South Dakota	AVERA HEALTH PLANS, INC.	41.2	—	35.7	38.1	98.2	98.4	98.6	98.7
	WELLMARK GROUP	—	36.4	—	—				
Tennessee	BCBS OF TN INC	26.8	45.0	44.1	41.6	74.5	88.5	82.8	83.7
Texas	HCSC GRP	39.7	37.1	38.3	36.3	73.4	73.4	80.2	78.9
Utah	IHC INC GRP	60.0	85.2	86.9	85.1	97.2	99.8	99.7	95.3
Vermont	BCBS OF VT GRP	80.1	66.8	57.0	52.3	100.0	100.0	100.0	100.0
Virginia	WELLPOINT INC GRP	49.9	—	42.6	48.7	75.6	72.4	84.8	81.8
	CIGNA HLTH GRP	—	24.9	—	—				
Washington	KAISER FOUNDATION GRP	29.7	47.6	45.8	38.4	70.9	88.1	88.4	79.6
West Virginia	HIGHMARK GRP	78.2	67.6	67.7	68.2	98.3	98.4	98.3	98.6
Wisconsin	COMMON GROUND HEALTHCARE COOPERATIVE	—	23.3	28.3	24.3	50.4	53.5	57.5	51.0
	MOLINA HEALTHCARE INC GRP	23.8	—	—	—				
Wyoming	BLUE CROSS BLUE SHIELD OF WYOMING	96.1	96.8	97.7	98.4	99.7	99.7	99.9	99.9

Legend: — This symbol indicates that this issuer was not the largest in that year.

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services. | GAO-23-105672

Notes: Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated issuers' market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year. We reprinted issuer names as they were reported in the data from the Centers for Medicare & Medicaid Services.

**Appendix I: Number and Market Share of
Largest Issuers Participating in Each State's
Individual Market**

Table 6: Percentage Change in Market Share for the Three Largest Issuers in Each State's Individual Health Insurance Market, 2011 to 2020 and 2019 to 2020

State	Percentage change in market share for the three largest issuers from 2011 to 2020	Percentage change in market share for the three largest issuers from 2019 to 2020
Alabama	2.7	-0.1
Alaska	23.6	0.0
Arizona	8.4	-3.5
Arkansas	-2.2	-3.6
California	1.0	-0.9
Colorado	25.1	-3.2
Connecticut	15.5	0.2
Delaware	15.3	0.1
District of Columbia	12.0	0.0
Florida	19.8	-1.0
Georgia	21.3	-3.8
Hawaii	0.8	0.0
Idaho	0.1	-0.6
Illinois	14.8	0.9
Indiana	15.4	0.7
Iowa	8.1	0.0
Kansas	14.4	-3.8
Kentucky	3.9	0.0
Louisiana	14.9	0.0
Maine	7.6	0.0
Maryland	11.1	0.0
Massachusetts	-1.7	0.5
Michigan	8.5	-1.0
Minnesota	-6.3	-0.1
Mississippi	14.4	-2.2
Missouri	16.4	-2.0
Montana	14.6	0.0
Nebraska	11.8	0.0
Nevada	9.1	-4.5
New Hampshire	6.6	0.0
New Jersey	8.7	0.1
New Mexico	-9.3	-11.2
New York	-1.5	1.7

Appendix I: Number and Market Share of Largest Issuers Participating in Each State's Individual Market

State	Percentage change in market share for the three largest issuers from 2011 to 2020	Percentage change in market share for the three largest issuers from 2019 to 2020
North Carolina	8.9	-0.4
North Dakota	9.6	0.2
Ohio	-11.6	-1.3
Oklahoma	18.1	-1.6
Oregon	15.9	-1.8
Pennsylvania	9.8	0.7
Rhode Island	0.3	0.0
South Carolina	16.8	-3.2
South Dakota	9.9	0.2
Tennessee	3.8	0.8
Texas	4.7	-1.3
Utah	9.7	-4.4
Vermont	1.2	0.0
Virginia	-4.7	-3.0
Washington	-16.2	-8.8
West Virginia	20.9	0.3
Wisconsin	-7.6	-6.5
Wyoming	28.8	0.0

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services. | GAO-23-105672

Notes: This table includes the 50 states and the District of Columbia. All states had at least three issuers in their individual markets from 2011 through 2020. Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We issuers' calculated market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year.

Appendix II: States' Individual Market Exchange Enrollment as a Proportion of Overall Individual Market Enrollment, 2020

Table 7 presents a) covered life-years in each state's individual health insurance market exchange, b) covered life-years in each state's overall individual market, and c) covered life-years in each state's individual market exchange as a proportion of covered life-years in the overall individual market.

Table 7: Covered Life-Years in Each State's Individual Market Health Insurance Exchange as a Proportion of Total Covered Life-Years in the Overall Individual Market, 2020

State	Covered life-years, individual market exchange	Covered life-years, overall individual market	Individual market exchange covered life-years as a proportion of overall market (percent)
Alabama	142,035	183,729	77.3
Alaska	15,373	18,255	84.2
Arizona	134,007	184,662	72.6
Arkansas	55,548	339,550	16.4
California	1,508,779	2,248,756	67.1
Colorado	153,679	227,455	67.6
Connecticut	99,874	115,588	86.4
Delaware	22,124	26,396	83.8
District of Columbia	15,171	17,755	85.4
Florida	1,744,519	2,056,020	84.8
Georgia	409,976	436,326	94.0
Hawaii	18,400	32,813	56.1
Idaho	68,239	93,390	73.1
Illinois	257,165	373,377	68.9
Indiana	124,149	135,645	91.5
Iowa	51,057	99,690	51.2

**Appendix II: States' Individual Market
Exchange Enrollment as a Proportion of
Overall Individual Market Enrollment, 2020**

State	Covered life-years, individual market exchange	Covered life-years, overall individual market	Individual market exchange covered life-years as a proportion of overall market (percent)
Kansas	75,969	103,273	73.6
Kentucky	70,626	96,531	73.2
Louisiana	74,801	114,865	65.1
Maine	55,084	62,585	88.0
Maryland	148,438	229,018	64.8
Massachusetts	293,236	363,620	80.6
Michigan	232,966	340,932	68.3
Minnesota	102,984	159,150	64.7
Mississippi	86,086	127,738	67.4
Missouri	181,558	225,011	80.7
Montana	39,800	49,830	79.9
Nebraska	81,881	90,884	90.1
Nevada	66,282	95,524	69.4
New Hampshire	40,321	51,164	78.8
New Jersey	214,640	315,252	68.1
New Mexico	36,795	44,441	82.8
New York	239,849	359,103	66.8
North Carolina	449,264	537,400	83.6
North Dakota	19,770	42,246	46.8
Ohio	173,251	245,663	70.5
Oklahoma	142,226	162,980	87.3
Oregon	126,256	174,046	72.5
Pennsylvania	288,081	404,484	71.2
Rhode Island	33,003	43,743	75.4
South Carolina	187,372	238,573	78.5
South Dakota	27,351	51,567	53.0
Tennessee	176,649	226,049	78.1
Texas	1,001,733	1,186,029	84.5
Utah	183,835	223,102	82.4
Vermont	26,567	32,427	81.9
Virginia	230,765	277,650	83.1
Washington	189,849	231,703	81.9
West Virginia	17,384	20,859	83.3
Wisconsin	175,219	210,649	83.2

**Appendix II: States' Individual Market
Exchange Enrollment as a Proportion of
Overall Individual Market Enrollment, 2020**

State	Covered life-years, individual market exchange	Covered life-years, overall individual market	Individual market exchange covered life-years as a proportion of overall market (percent)
Wyoming	22,517	27,282	82.5
Total	10,332,503	13,754,780	75.1

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services. | GAO-23-105672

Note: We calculated the size of each market using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year. This is one of several ways to measure health insurance enrollment, so it may differ from other measures of market size.

Appendix III: Number and Market Share of Issuers in Individual Market Exchanges, 2015-2020

The four tables below present information on the number of participating issuers and the market share of the largest issuers in each state’s individual market health insurance exchange, from 2015 through 2020. Specifically: table 8 presents the average number of exchange issuers across each state’s rating areas; table 9 presents the names and market shares of the largest exchange issuer and the market share of the three largest issuers for each state, from 2017 through 2020; table 10 presents the average market share of the largest issuer across each state’s rating area; and table 11 presents percentage change in market share of the largest and three largest issuers in each state’s individual market exchange.

Table 8: Weighted Average Number of Individual Market Exchange Issuers Participating in Each State’s Rating Areas, 2015 through 2020

	Weighted average number of issuers participating in state’s rating areas					
	2015	2016	2017	2018	2019	2020
Alabama	2.3	2.4	1.0	1.2	1.2	1.2
Alaska	2.0	2.0	1.0	1.0	1.0	1.9
Arizona	11.0	6.3	1.2	1.2	3.1	3.8
Arkansas	3.7	5.0	3.9	3.9	3.9	4.0
California	4.8	5.3	5.3	5.2	4.4	4.9
Colorado	8.2	6.7	5.0	5.0	4.9	5.5
Connecticut	4.0	4.0	2.0	2.0	2.0	2.0
Delaware	2.0	2.0	2.0	1.0	1.0	1.0
District of Columbia	3.0	2.0	2.0	2.0	2.0	2.0
Florida	6.1	4.4	2.9	2.5	2.6	3.8
Georgia	7.8	6.9	3.9	2.4	2.6	4.1
Hawaii	n/a ^a	2.0	2.0	2.0	2.0	2.0
Idaho	5.0	5.0	5.0	4.0	4.0	4.0
Illinois	5.7	5.2	2.6	2.4	2.4	2.5
Indiana	6.9	6.7	3.9	1.9	2.0	2.0
Iowa	2.6	3.4	3.4	1.0	2.0	2.0

**Appendix III: Number and Market Share of
Issuers in Individual Market Exchanges, 2015-
2020**

	Weighted average number of issuers participating in state's rating areas					
	2015	2016	2017	2018	2019	2020
Kansas	2.4	2.4	2.4	2.3	2.3	3.7
Kentucky	4.8	6.4	2.3	1.6	1.8	1.8
Louisiana	4.1	3.5	2.5	2.0	1.0	1.2
Maine	3.0	3.0	3.0	2.0	3.0	3.0
Maryland	5.0	5.0	3.0	2.0	2.0	2.0
Massachusetts	9.9	10.0	9.0	6.3	6.6	6.6
Michigan	7.6	6.2	6.2	5.1	5.6	5.7
Minnesota	n/a ^a	4.0	4.0	3.3	3.4	3.4
Mississippi	2.9	3.0	1.9	1.0	1.0	2.0
Missouri	3.3	3.7	2.0	1.9	1.8	2.8
Montana	4.0	3.0	3.0	3.0	3.0	3.0
Nebraska	3.9	4.0	2.0	1.0	1.0	2.0
Nevada	4.1	2.9	2.9	1.9	1.9	2.9
New Hampshire	5.0	5.0	4.0	3.0	3.0	3.0
New Jersey	5.0	5.0	2.0	3.0	3.0	3.0
New Mexico	5.0	4.0	4.0	4.0	4.0	4.0
New York	10.0	8.8	8.9	7.5	6.8	6.8
North Carolina	2.7	2.7	1.3	1.2	1.4	1.8
North Dakota	3.0	3.0	3.0	1.9	3.0	3.0
Ohio	10.0	9.8	4.9	4.2	4.7	5.2
Oklahoma	3.6	2.0	1.0	1.0	2.0	2.3
Oregon	8.2	7.7	4.6	4.0	4.1	4.4
Pennsylvania	4.9	4.0	2.0	0.0	2.6	3.0
Rhode Island	3.0	3.0	2.0	2.0	2.0	2.0
South Carolina	3.6	1.7	1.0	1.0	1.1	1.9
South Dakota	3.0	2.0	2.0	2.0	2.0	2.0
Tennessee	4.1	3.1	1.5	1.3	2.5	3.6
Texas	7.7	7.3	3.5	3.6	3.6	4.4
Utah	5.3	3.1	2.8	2.0	2.9	4.3
Vermont	2.0	2.0	2.0	2.0	2.0	2.0
Virginia	4.4	5.6	5.4	3.3	3.6	3.6
Washington	7.3	7.7	6.6	3.9	3.6	4.9
West Virginia	1.0	1.3	1.8	1.8	1.8	1.9
Wisconsin	6.3	6.9	5.1	3.7	4.0	4.8
Wyoming	2.0	1.0	1.0	1.0	1.0	1.0

Legend: n/a = not applicable.

Appendix III: Number and Market Share of Issuers in Individual Market Exchanges, 2015-2020

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Notes: Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. Rating areas are established by states and used, in part, by issuers to set premium rates. Issuer participation and enrollment can vary across rating areas in a state. The issuer counts in this table reflect the average number of participating issuers across a state's rating areas, weighted by the number of covered life-years in each rating area.

^aData were not available from Hawaii and Minnesota in 2015.

Table 9: Market Share of the Largest and Three Largest Issuers in Each State's Individual Market Health Insurance Exchange, 2017 through 2020

	Largest issuer name	Market share of the largest issuer (percent)				Market share of the three largest issuers (percent)			
		2017	2018	2019	2020	2017	2018	2019	2020
Alabama	BCBS OF AL GRP	100.0	99.3	98.0	97.6	100.0	100.0	100.0	100.0
Alaska	PREMERA BLUE CROSS GROUP	100.0	100.0	100.0	90.1	100.0	100.0	100.0	100.0
Arizona	CENTENE CORP GRP	72.6	74.1	58.1	50.9	100.0	100.0	95.9	92.4
Arkansas	ARKANSAS BCBS GRP	68.7	60.7	65.4	62.0	99.9	99.5	99.6	99.7
California	KAISER FOUNDATION GRP	28.3	33.1	34.3	36.3	72.4	79.8	79.5	78.1
Colorado	KAISER FOUNDATION GRP	42.4	42.7	37.8	—	89.9	85.2	83.6	76.1
	WELLPOINT INC GRP	—	—	—	31.9				
Connecticut	HIP INS GRP	63.4	74.0	77.6	76.8	100.0	100.0	100.0	100.0
Delaware	HIGHMARK GRP	54.7	100.0	100.0	100.0	100.0	100.0	100.0	100.0
District of Columbia	CAREFIRST INC GRP	83.0	79.6	81.9	82.9	100.0	100.0	100.0	100.0
Florida	BLUE CROSS AND BLUE SHIELD OF FLORIDA, INC.	58.9	68.1	62.4	57.3	97.4	100.0	97.3	95.0
Georgia	WELLPOINT INC GRP	48.1	—	—	—	93.1	100.0	93.7	90.7
	CENTENE CORP GRP	—	52.3	59.8	68.2				
Hawaii	HAWAII MEDICAL SERVICE ASSOCIATION	52.8	50.7	59.8	62.7	100.0	100.0	100.0	100.0
Idaho	BLUE CROSS OF IDAHO HEALTH SERVICE, INC.	—	48.0	—	—	85.8	99.7	99.6	99.5
	IHC INC GRP	36.1	—	46.8	49.2				
Illinois	HCSC GRP	66.0	72.8	76.4	71.5	90.7	100.0	94.0	95.0
Indiana	CENTENE CORP GRP	35.6	—	63.8	56.0	80.3	100.0	100.0	100.0
	CARE SOURCE MANAGEMENT GROUP	—	52.3	—	—				
Iowa	AETNA GRP	67.0	—	—	—	99.2	100.0	100.0	100.0
	MEDICA GRP	—	100.0	84.4	91.1				
Kansas	BCBS OF KS GRP	61.3	63.0	65.5	54.2	100.0	100.0	100.0	95.3
Kentucky	WELLPOINT INC GRP	59.8	—	56.4	—	100.0	100.0	100.0	100.0
	CARESOURCE MANAGEMENT GROUP	—	65.5	—	56.3				

Appendix III: Number and Market Share of Issuers in Individual Market Exchanges, 2015-2020

	Largest issuer name	Market share of the largest issuer (percent)				Market share of the three largest issuers (percent)			
		2017	2018	2019	2020	2017	2018	2019	2020
Louisiana	LOUISIANA HLTH SERV GRP	68.2	90.2	100.0	97.7	100.0	100.0	100.0	100.0
Maine	MAINE COMMUNITY HEALTH OPTIONS	42.4	60.3	43.1	—	100.0	100.0	100.0	100.0
	WELLPOINT INC GRP	—	—	—	42.0				
Maryland	CAREFIRST INC GRP	65.4	54.1	54.5	63.3	100.0	100.0	100.0	100.0
Massachusetts	TUFTS HEALTH PLAN	47.1	49.3	55.0	58.3	90.5	92.1	92.6	92.2
Michigan	BCBS OF MI GRP	49.5	61.9	59.1	53.3	86.0	94.1	90.7	86.8
Minnesota	UCARE MINNESOTA	—	30.8	32.6	40.5	76.8	86.4	81.1	81.3
	HEALTHPARTNERS GRP	26.0	—	—	—				
Mississippi	CENTENE CORP GRP	90.4	100.0	100.0	96.9	100.0	100.0	100.0	100.0
Missouri	WELLPOINT INC GRP	44.7	—	—	—	91.9	100.0	98.1	94.5
	CIGNA HLTH GRP	—	48.0	—	—				
	CENTENE CORP GRP	—	—	47.6	53.2				
Montana	HCSC GRP	43.5	—	—	—	100.0	100.0	100.0	100.0
	MONTANA HEALTH COOPERATIVE	—	50.3	44.9	42.1				
Nebraska	AETNA GRP	56.0	—	—	—	100.0	100.0	100.0	100.0
	MEDICA GRP	—	100.0	100.0	89.3				
Nevada	UNITEDHEALTH GRP	56.6	63.7	54.7	66.1	100.0	100.0	100.0	100.0
New Hampshire	WELLPOINT INC GRP	—	80.6	64.0	55.7	99.8	100.0	100.0	100.0
	MINUTEMAN HEALTH, INC	43.5	—	—	—				
New Jersey	BCBS OF NJ GRP	68.3	54.6	—	—	100.0	100.0	100.0	100.0
	INDEPENDENCE BLUE CROSS GRP	—	—	48.3	48.1				
New Mexico	MOLINA HEALTHCARE INC GRP	62.0	58.0	58.3	54.6	97.0	98.1	97.2	93.8
New York	NEW YORK STATE CATHOLIC HEALTH PLAN, INC.	32.9	42.9	40.1	42.8	55.3	62.2	62.1	65.3
North Carolina	BLUE CROSS AND BLUE SHIELD OF NORTH CAROLINA	95.6	96.3	97.6	90.9	100.0	100.0	100.0	99.5
North Dakota	BLUE CROSS BLUE SHIELD OF NORTH DAKOTA	71.1	80.0	70.1	—	100.0	100.0	100.0	100.0
	SANFORD HEALTH PLAN/SANFORD HEALTH PLAN OF MINNESOTA	—	—	—	53.5				
Ohio	CARESOURCE MANAGEMENT GROUP	31.7	40.7	—	30.7	74.3	89.9	78.7	75.3

Appendix III: Number and Market Share of Issuers in Individual Market Exchanges, 2015-2020

	Largest issuer name	Market share of the largest issuer (percent)				Market share of the three largest issuers (percent)			
		2017	2018	2019	2020	2017	2018	2019	2020
	MEDICAL MUTUAL OF OHIO	—	—	30.9	—				
Oklahoma	HCSC GRP	100.0	100.0	97.8	88.7	100.0	100.0	100.0	100.0
Oregon	PROVIDENCE HEALTH PLAN	50.4	47.8	38.9	34.1	82.0	98.3	84.9	83.2
Pennsylvania	INDEPENDENCE BLUE CROSS GRP	39.4	40.6	38.5	34.5	77.3	98.2	81.6	80.9
Rhode Island	NEIGHBORHOOD HEALTH PLAN OF RHODE ISLAND	54.5	72.4	78.2	80.7	100.0	100.0	100.0	100.0
South Carolina	BCBS OF SC GRP	100.0	100.0	99.9	92.1	100.0	100.0	100.0	98.7
South Dakota	AVERA HEALTH PLANS, INC.	75.5	50.6	56.9	57.7	100.0	100.0	100.0	100.0
Tennessee	BCBS OF TN INC	35.2	55.0	52.6	47.8	100.0	100.0	90.8	90.0
Texas	HCSC GRP	27.8	27.0	—	—	73.6	95.4	80.6	78.8
	CENTENE CORP GRP	—	—	35.4	37.0				
Utah	IHC INC GRP	55.2	88.5	89.5	86.9	100.0	100.0	100.0	97.9
Vermont	BCBS OF VT GRP	80.7	60.6	50.2	55.6	100.0	100.0	100.0	100.0
Virginia	WELLPOINT INC GRP	43.6	—	38.8	45.9	74.3	98.9	86.8	84.5
	CIGNA HLTH GRP	—	29.3	—	—				
Washington	KAISER FOUNDATION GRP	—	39.2	38.2	30.5	68.2	87.8	88.4	78.4
	MOLINA HEALTHCARE INC GRP	23.4	—	—	—				
West Virginia	HIGHMARK GRP	79.4	67.5	68.0	68.1	100.0	100.0	100.0	100.0
Wisconsin	COMMON GROUND HEALTHCARE COOPERATIVE	—	27.7	32.9	27.4	58.7	95.8	62.9	53.5
	MOLINA HEALTHCARE INC GRP	31.0	—	—	—				
Wyoming	BLUE CROSS BLUE SHIELD OF WYOMING	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Legend: — This symbol indicates that this issuer was not the largest in that year.

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Notes: Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We measured issuers' market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year. Market share in this table represents an issuer's total state-level market share, which does not take into account variations in market share across a state's exchange rating areas. We reprinted issuer names as they were reported in the data from the Centers for Medicare & Medicaid Services.

Appendix III: Number and Market Share of Issuers in Individual Market Exchanges, 2015-2020

Table 10: Weighted Average Market Share of the Largest Issuer across Each State’s Rating Areas, Individual Market Exchange, 2015 through 2020

	Weighted average market share of the largest issuer across each state’s rating areas (percent)					
	2015	2016	2017	2018	2019	2020
Alabama	80.9	68.0	100.0	99.3	98.0	97.6
Alaska	71.3	69.8	100.0	100.0	100.0	90.1
Arizona	38.8	42.3	98.3	98.8	82.7	70.2
Arkansas	94.2	91.9	68.7	60.7	65.4	62.0
California	43.4	42.9	42.0	47.3	47.8	49.1
Colorado	48.5	54.3	55.1	55.8	53.4	46.5
Connecticut	54.8	62.8	72.7	78.8	79.3	78.5
Delaware	91.9	90.5	54.7	100.0	100.0	100.0
District of Columbia	80.8	85.6	83.0	79.6	81.9	82.9
Florida	58.6	62.0	70.5	69.9	72.1	67.8
Georgia	60.7	38.1	58.5	75.7	73.3	75.0
Hawaii	n/a ^a	58.5	52.8	50.7	59.8	62.7
Idaho	60.5	48.8	55.8	51.6	64.2	67.3
Illinois	78.4	61.1	70.9	75.2	77.5	73.1
Indiana	47.8	32.5	46.4	68.5	72.1	67.2
Iowa	97.4	75.5	72.6	100.0	84.4	91.1
Kansas	66.1	82.7	90.7	84.1	86.8	75.4
Kentucky	65.3	63.4	67.4	89.8	71.8	79.7
Louisiana	53.3	49.9	69.7	90.2	100.0	97.7
Maine	81.0	67.5	42.4	61.5	43.3	42.9
Maryland	77.4	64.6	65.4	65.0	66.3	66.9
Massachusetts	42.0	47.0	47.1	49.6	55.0	58.3
Michigan	67.7	57.9	56.0	62.2	61.7	57.5
Minnesota	n/a ^a	44.1	51.0	54.8	50.3	56.9
Mississippi	56.9	54.2	90.4	100.0	100.0	96.9
Missouri	66.3	51.9	73.6	77.5	74.3	69.2
Montana	46.8	61.5	51.7	50.3	49.3	47.7
Nebraska	60.4	47.8	73.7	100.0	100.0	89.3
Nevada	47.9	63.4	67.2	72.4	63.0	71.0
New Hampshire	60.2	46.0	43.5	80.5	64.0	55.7
New Jersey	54.0	60.1	68.3	54.6	48.3	48.3
New Mexico	42.6	43.6	68.8	58.0	58.3	56.9
New York	24.8	28.3	35.4	44.3	42.2	45.4
North Carolina	69.6	60.4	95.6	96.3	97.6	90.9

Appendix III: Number and Market Share of Issuers in Individual Market Exchanges, 2015-2020

Weighted average market share of the largest issuer across each state's rating areas (percent)						
	2015	2016	2017	2018	2019	2020
North Dakota	72.2	60.3	71.1	88.8	78.3	61.8
Ohio	41.1	39.2	45.1	48.6	44.9	41.9
Oklahoma	97.5	94.9	100.0	100.0	97.8	88.7
Oregon	41.8	55.6	55.0	53.6	49.7	49.0
Pennsylvania	73.3	64.4	79.6	82.3	82.7	75.0
Rhode Island	50.1	48.5	54.5	72.4	78.2	80.7
South Carolina	59.2	95.5	100.0	100.0	99.9	92.1
South Dakota	60.7	73.2	75.5	65.6	66.2	66.8
Tennessee	77.6	65.6	83.7	87.1	77.6	66.0
Texas	69.4	43.5	53.3	51.6	49.4	49.4
Utah	54.5	61.9	61.6	88.5	89.5	86.9
Vermont	91.7	88.0	80.7	60.6	50.2	55.6
Virginia	51.2	50.7	56.6	78.8	71.9	62.3
Washington	48.5	40.4	32.2	41.7	44.8	36.9
West Virginia	100.0	95.9	81.1	73.7	76.5	74.3
Wisconsin	51.8	54.1	57.5	60.1	63.4	53.7
Wyoming	61.3	100.0	100.0	100.0	100.0	100.0

Legend: n/a = not applicable.

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Notes: Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated issuers' market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year. Rating areas are established by states and used, in part, by issuers to set premium rates. Issuer participation and enrollment can vary across rating areas in a state. The market shares in this table reflect the average market share of the largest issuer across a state's rating areas, weighted by the share of covered life-years in each rating area. In some cases, the identity of the largest issuer varied across rating areas in a state and changed over time.

^aData were not available from Hawaii and Minnesota in 2015.

Table 11: Percentage Change of Largest Issuer's Market Share across a State's Rating Areas in Each Individual Health Insurance Market Exchange, 2015 to 2020 and 2019 to 2020

State	Percentage change in market share of the largest issuer from 2015 to 2020	Percentage change in market share of the largest issuers from 2019 to 2020
Alabama	16.7	-0.4
Alaska	18.8	-9.9
Arizona	31.5	-12.4
Arkansas	-32.1	-3.3
California	5.7	1.3

Appendix III: Number and Market Share of Issuers in Individual Market Exchanges, 2015-2020

State	Percentage change in market share of the largest issuer from 2015 to 2020	Percentage change in market share of the largest issuers from 2019 to 2020
Colorado	-2.0	-6.9
Connecticut	23.8	-0.8
Delaware	8.1	0.0
District of Columbia	2.2	1.0
Florida	9.1	-4.3
Georgia	14.4	1.8
Hawaii	4.1 ^a	2.9
Idaho	6.8	3.1
Illinois	-5.3	-4.4
Indiana	19.4	-4.9
Iowa	-6.3	6.7
Kansas	9.4	-11.4
Kentucky	14.4	7.9
Louisiana	44.4	-2.3
Maine	-38.1	-0.5
Maryland	-10.6	0.6
Massachusetts	16.3	3.3
Michigan	-10.1	-4.2
Minnesota	12.8 ^a	6.6
Mississippi	40.0	-3.1
Missouri	2.9	-5.1
Montana	0.9	-1.6
Nebraska	28.9	-10.7
Nevada	23.1	8.0
New Hampshire	-4.5	-8.3
New Jersey	-5.7	0.0
New Mexico	14.3	-1.5
New York	20.6	3.2
North Carolina	21.3	-6.7
North Dakota	-10.4	-16.5
Ohio	0.8	-3.0
Oklahoma	-8.8	-9.1
Oregon	7.2	-0.6
Pennsylvania	1.7	-7.6
Rhode Island	30.6	2.4
South Carolina	32.9	-7.7

Appendix III: Number and Market Share of Issuers in Individual Market Exchanges, 2015-2020

State	Percentage change in market share of the largest issuer from 2015 to 2020	Percentage change in market share of the largest issuers from 2019 to 2020
South Dakota	6.1	0.6
Tennessee	-11.6	-11.6
Texas	-19.9	0.0
Utah	32.4	-2.6
Vermont	-36.1	5.4
Virginia	11.0	-9.6
Washington	-11.7	-7.9
West Virginia	-25.7	-2.2
Wisconsin	1.9	-9.7
Wyoming	38.7	0.0

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services (CMS). | GAO-23-105672

Notes: Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated issuers' market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year. Rating areas are established by states and used, in part, by issuers to set premium rates. Issuer participation and enrollment can vary across rating areas in a state. The market shares in this table reflect the average market share of the largest issuer across a state's rating areas, weighted by the share of covered life-years in each rating area. In some cases, the identity of the largest issuer varied across rating areas in a state and changed over time.

^aHawaii and Minnesota's percent point change is from 2016 through 2020 because we were unable to obtain data for 2015 for those states.

Appendix IV: Number of Issuers and Market Share of Largest Issuers Participating in Small Group Health Insurance Market

The three tables below present information on a) the number of participating issuers in each state’s small group health insurance market from 2011 through 2020, b) the market share of the largest and three largest issuers from 2017 through 2020, and c) the percentage change from 2011 through 2020 and 2019 through 2020.

Table 12: Number of Issuers in Each State’s Small Group Health Insurance Market, 2011 through 2020

	Number of issuers									
	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Alabama	11	9	8	7	6	5	4	3	3	3
Alaska	7	6	6	6	5	4	4	4	4	4
Arizona	14	12	12	13	12	8	7	7	7	6
Arkansas	13	12	11	11	9	6	6	4	4	4
California	27	27	22	22	18	15	13	14	15	16
Colorado	11	11	9	9	10	8	6	6	6	7
Connecticut	11	8	7	9	9	7	6	6	6	5
Delaware	9	8	8	6	4	3	3	3	3	3
District of Columbia	9	7	6	6	7	5	5	5	5	5
Florida	16	13	14	13	12	9	8	9	7	7
Georgia	23	22	20	16	14	9	9	7	7	8
Hawaii	6	6	6	6	5	5	5	5	5	5
Idaho	11	10	11	10	11	10	9	9	9	8
Illinois	26	27	21	18	14	13	12	9	9	9
Indiana	27	26	24	20	18	16	11	9	9	9
Iowa	17	15	15	15	14	11	11	9	8	8
Kansas	17	14	13	10	8	6	6	5	5	5
Kentucky	10	8	9	8	8	5	5	5	4	4
Louisiana	12	10	11	10	8	6	5	5	4	4
Maine	8	6	5	5	6	5	5	5	5	5

Appendix IV: Number of Issuers and Market Share of Largest Issuers Participating in Small Group Health Insurance Market

	Number of issuers									
	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Maryland	8	8	8	7	6	5	5	4	4	4
Massachusetts	13	14	13	13	11	12	11	9	9	9
Michigan	25	24	24	22	21	16	15	13	13	12
Minnesota	10	9	9	9	8	8	7	6	8	7
Mississippi	10	9	8	8	7	5	4	3	3	3
Missouri	19	19	17	13	11	8	8	7	7	7
Montana	10	9	8	9	8	6	5	5	5	5
Nebraska	17	15	12	12	8	7	4	3	3	3
Nevada	17	16	14	14	12	8	8	8	7	7
New Hampshire	9	7	6	7	6	6	5	4	4	3
New Jersey	7	7	6	7	7	7	6	7	6	5
New Mexico	11	8	7	7	4	4	4	5	4	4
New York	16	14	14	16	15	16	17	16	15	13
North Carolina	16	14	13	10	10	5	5	4	4	3
North Dakota	6	6	6	6	5	5	4	4	5	4
Ohio	30	29	25	24	22	17	13	10	10	9
Oklahoma	18	16	15	11	9	8	6	5	5	4
Oregon	9	8	8	13	14	14	13	8	8	9
Pennsylvania	21	19	19	16	14	11	10	10	10	11
Rhode Island	4	4	3	5	4	4	4	4	4	4
South Carolina	15	13	12	10	8	5	4	3	3	3
South Dakota	12	11	11	11	8	7	6	5	6	6
Tennessee	15	14	14	13	11	6	5	4	5	6
Texas	27	25	23	21	18	16	14	11	11	11
Utah	12	13	12	11	10	8	8	8	7	6
Vermont	4	3	3	3	3	3	2	2	2	3
Virginia	20	15	17	15	12	11	11	10	9	9
Washington	13	12	13	12	9	8	6	7	7	8
West Virginia	14	13	12	9	6	5	5	4	4	4
Wisconsin	27	26	24	24	23	21	21	18	18	18
Wyoming	9	7	7	7	6	4	3	2	2	3
Total	729	664	621	585	514	422	379	338	333	328

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services. | GAO-23-105672

Note: Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level.

Appendix IV: Number of Issuers and Market Share of Largest Issuers Participating in Small Group Health Insurance Market

Table 13: Market Share of the Largest and Three Largest Issuers in Each State’s Small Group Health Insurance Market, 2017 through 2020

	Largest issuer name	Market share of the largest Issuer (percent)				Market Share of the three largest issuers (percent)			
		2017	2018	2019	2020	2017	2018	2019	2020
Alabama	BCBS OF AL GRP	96.1	96.4	97.3	97.7	100.0	100.0	100.0	2020
Alaska	PREMERA BLUE CROSS GROUP	70.6	85.3	94.7	93.4	95.4	97.6	98.8	100.0
Arizona	BLUE CROSS AND BLUE SHIELD OF ARIZONA, INC.	—	—	—	—	82.7	86.9	91.6	92.7
	UNITEDHEALTH GRP	42.0	47.6	51.2	49.9				
Arkansas	ARKANSAS BCBS GRP	63.9	62.3	57.8	60.2	98.1	97.3	94.1	95.2
California	KAISER FOUNDATION GRP	37.5	38.9	38.9	38.9	76.0	79.3	80.8	80.6
Colorado	WELLPOINT INC GRP	—	—	—	—	92.0	93.8	95.8	96.7
	UNITEDHEALTH GRP	40.0	46.1	49.5	49.8				
Connecticut	HIP INS GRP	—	—	—	—	77.7	84.7	87.2	90.4
	WELLPOINT INC GRP	40.3	42.6	—	—				
	UNITEDHEALTH GRP	—	—	36.2	45.9				
Delaware	HIGHMARK GRP	74.4	85.5	88.1	88.6	100.0	100.0	100.0	100.0
District of Columbia	CAREFIRST INC GRP	80.4	78.6	77.6	77.3	96.8	97.5	98.4	98.3
Florida	BLUE CROSS AND BLUE SHIELD OF FLORIDA, INC.	42.3	39.8	—	47.0	81.7	85.1	93.4	94.6
	UNITEDHEALTH GRP	—	—	46.9	—				
Georgia	WELLPOINT INC GRP	—	—	—	—	80.2	87.1	91.3	89.6
	HUMANA GRP	37.7	39.5	40.6	40.3				
Hawaii	HAWAII MEDICAL SERVICE ASSOCIATION	48.4	49.1	51.0	50.4	88.1	89.7	90.2	90.1
Idaho	BLUE CROSS OF IDAHO HEALTH SERVICE, INC.	42.0	48.9	50.3	48.7	95.9	94.2	90.9	90.6
Illinois	HCSC GRP	72.9	73.4	78.1	80.5	93.6	95.4	97.7	97.8
Indiana	WELLPOINT INC GRP	52.0	53.3	51.7	53.4	87.2	92.0	91.7	91.0
Iowa	WELLMARK GROUP	84.2	81.9	80.4	79.3	97.3	98.1	99.2	99.4
Kansas	BCBS OF KS GRP	61.3	56.8	65.1	75.1	87.5	87.8	91.1	92.7
Kentucky	WELLPOINT INC GRP	50.2	51.0	52.6	53.7	96.8	99.6	100.0	100.0
Louisiana	LOUISIANA HLTH SERV GRP	81.7	81.5	85.3	89.2	98.9	99.3	99.9	100.0
Maine	HARVARD PILGRIM HTH CARE GRP	37.0	53.0	53.2	52.3	86.7	90.0	92.4	93.6
Maryland	CAREFIRST INC GRP	67.4	69.5	71.1	73.4	93.4	98.8	99.5	99.7
Massachusetts	BCBS OF MA GRP	50.8	53.3	50.7	46.3	80.0	81.6	81.1	79.0
Michigan	BCBS OF MI GRP	56.8	63.3	65.4	63.9	84.3	88.5	90.1	91.2

Appendix IV: Number of Issuers and Market Share of Largest Issuers Participating in Small Group Health Insurance Market

	Largest issuer name	Market share of the largest issuer (percent)				Market Share of the three largest issuers (percent)			
		2017	2018	2019	2020	2017	2018	2019	2020
Minnesota	HEALTHPARTNERS GRP	43.5	43.8	41.0	37.1	87.9	93.1	93.1	88.9
Mississippi	MISSISSIPPI INS GRP	83.8	85.1	87.4	89.2	99.5	100.0	100.0	100.0
Missouri	WELLPOINT INC GRP	38.6	36.5	—	—	79.1	86.3	93.2	94.9
	UNITEDHEALTH GRP	—	—	44.2	49.1				
Montana	HCSC GRP	68.0	55.1	55.2	57.0	99.5	99.3	99.3	98.0
Nebraska	BLUE CROSS AND BLUE SHIELD OF NEBRASKA	62.7	56.9	58.1	58.1	96.2	100.0	100.0	100.0
Nevada	UNITEDHEALTH GRP	57.6	64.8	66.8	69.2	81.0	85.0	90.6	93.6
New Hampshire	HARVARD PILGRIM HTH CARE GRP	49.7	43.0	—	41.2	97.9	98.9	99.2	100.0
	WELLPOINT INC GRP	—	—	39.7	—				
New Jersey	BCBS OF NJ GRP	56.0	63.7	66.3	69.6	88.9	95.8	99.4	99.4
New Mexico	HCSC GRP	—	—	—	—	88.6	85.0	85.6	84.9
	PRESBYTERIAN HLTHCARE SERV GRP	34.5	38.8	36.0	34.1				
New York	UNITEDHEALTH GRP	46.5	51.1	52.4	51.8	70.9	75.5	78.7	79.4
North Carolina	BLUE CROSS AND BLUE SHIELD OF NORTH CAROLINA	46.2	—	—	—	96.7	98.6	99.6	100.0
	UNITEDHEALTH GRP	—	53.5	54.9	51.3				
North Dakota	NORIDIAN MUTUAL INSURANCE COMPANY	85.1	84.5	—	—	99.8	99.9	99.6	99.4
	BLUE CROSS BLUE SHIELD OF NORTH DAKOTA	—	—	83.2	81.8				
Ohio	WELLPOINT INC GRP	36.6	35.4	—	—	80.3	83.6	87.3	87.5
	MEDICAL MUTUAL OF OHIO	—	—	38.5	41.6				
Oklahoma	HCSC GRP	68.1	68.0	76.7	83.6	96.3	97.9	99.8	99.9
Oregon	PROVIDENCE HEALTH PLAN	37.6	37.9	31.5	—	72.8	78.2	78.5	81.8
	REGENCE GRP	—	—	—	37.8				
Pennsylvania	INDEPENDENCE BLUE CROSS GRP	31.2	31.3	33.7	34.0	73.1	73.9	78.9	79.4
Rhode Island	BLUE CROSS & BLUE SHIELD OF RHODE ISLAND	82.8	81.5	80.4	82.0	98.7	98.0	97.4	96.6
South Carolina	BCBS OF SC GRP	86.0	82.4	79.9	83.0	98.9	100.0	100.0	100.0
South Dakota	WELLMARK GROUP	77.9	75.0	71.6	70.1	94.8	96.2	95.0	95.9
Tennessee	BCBS OF TN INC	63.0	64.6	65.1	63.5	98.5	99.7	99.6	99.6
Texas	HCSC GRP	65.0	69.4	78.7	82.5	92.4	94.2	97.5	97.8
Utah	IHC INC GRP	67.4	71.7	74.7	73.4	91.7	94.2	98.6	98.9

Appendix IV: Number of Issuers and Market Share of Largest Issuers Participating in Small Group Health Insurance Market

	Largest issuer name	Market share of the largest issuer (percent)				Market Share of the three largest issuers (percent)			
		2017	2018	2019	2020	2017	2018	2019	2020
Vermont	BCBS OF VT GRP	86.7	65.7	60.3	50.1	100.0	100.0	100.0	100.0
Virginia	WELLPOINT INC GRP	43.2	40.4	39.2	41.1	72.9	79.6	82.3	83.1
Washington	PREMERA BLUE CROSS GROUP	36.0	36.8	40.8	42.4	89.4	91.4	92.6	93.0
West Virginia	HIGHMARK GRP	83.1	81.1	80.7	83.4	95.1	99.3	99.7	99.7
Wisconsin	UNITEDHEALTH GRP	28.9	31.5	32.8	35.2	52.0	57.2	63.5	68.0
Wyoming	BLUE CROSS BLUE SHIELD OF WYOMING	86.0	85.9	85.8	87.8	100.0	100.0	100.0	100.0

Legend: — This symbol indicates that this issuer was not the largest in that year.

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services. | GAO-23-105672

Notes: Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated issuers' market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year. We reprinted issuer names as they were reported in the data from the Centers for Medicare & Medicaid Services.

Table 14: Percentage Change of the Three Largest Issuers' Market Share in Each State's Small Group Health Insurance Market, 2011 to 2020 and 2019 to 2020

State	Percentage change of the three largest issuers from 2011 to 2020	Percentage change of the three largest issuers from 2019 to 2020
Alabama	0.4	0.0
Alaska	12.4	0.4
Arizona	26.7	1.0
Arkansas	-0.1	1.1
California	17.8	-0.2
Colorado	15.3	0.9
Connecticut	7.1	3.2
Delaware	4.7	0.0
District of Columbia	3.9	-0.1
Florida	15.1	1.2
Georgia	20.3	-1.8
Hawaii	7.2	-0.1
Idaho	-5.1	-0.4
Illinois	17.0	0.1
Indiana	15.2	-0.7
Iowa	9.4	0.1
Kansas	11.5	1.6
Kentucky	6.6	0.0

Appendix IV: Number of Issuers and Market Share of Largest Issuers Participating in Small Group Health Insurance Market

State	Percentage change of the three largest issuers from 2011 to 2020	Percentage change of the three largest issuers from 2019 to 2020
Louisiana	5.0	0.1
Maine	-4.5	1.2
Maryland	8.3	0.2
Massachusetts	-1.8	-2.0
Michigan	10.3	1.1
Minnesota	5.3	-4.1
Mississippi	2.5	0.0
Missouri	16.9	1.7
Montana	8.3	-1.3
Nebraska	11.4	0.0
Nevada	20.8	3.0
New Hampshire	1.4	0.8
New Jersey	7.3	-0.1
New Mexico	-2.6	-0.7
New York	12.9	0.7
North Carolina	5.4	0.4
North Dakota	0.1	-0.2
Ohio	9.2	0.2
Oklahoma	23.9	0.1
Oregon	21.7	3.3
Pennsylvania	22.3	0.5
Rhode Island	-2.6	-0.8
South Carolina	9.6	0.0
South Dakota	5.7	0.8
Tennessee	4.4	0.0
Texas	18.2	0.3
Utah	21.1	0.3
Vermont	0.0	0.0
Virginia	6.6	0.8
Washington	15.1	0.4
West Virginia	8.1	0.0
Wisconsin	17.1	4.5
Wyoming	12.1	0.0

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services. | GAO-23-105672

Notes: This table includes the 50 states and the District of Columbia. All states, except Vermont and Wyoming, had least three issuers in their small group markets from 2011 through 2020. Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the

**Appendix IV: Number of Issuers and Market
Share of Largest Issuers Participating in Small
Group Health Insurance Market**

parent company level. We calculated market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year.

Appendix V: Number of Issuers and Market Share of Largest Issuers Participating in Large Group Health Insurance Market

The three tables below present information on a) the number of participating issuers in each state’s large group health insurance market from 2011 through 2020, b) the market share of the largest and three largest issuers from 2017 through 2020, and c) the percentage change from 2011 through 2020 and 2019 through 2020.

Table 15: Number of Issuers in Each State’s Large Group Health Insurance Market, 2011 through 2020

	Number of issuers									
	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Alabama	7	8	7	7	7	8	6	6	6	6
Alaska	6	4	5	5	5	4	4	4	4	4
Arizona	13	13	12	12	12	11	9	9	9	8
Arkansas	10	10	9	10	10	7	8	8	8	8
California	32	28	24	25	24	23	23	25	24	25
Colorado	13	10	10	10	10	9	9	9	9	9
Connecticut	9	7	5	7	8	8	7	7	7	6
Delaware	6	6	6	5	4	5	4	5	5	5
District of Columbia	9	7	6	6	7	7	6	7	7	7
Florida	14	11	12	11	13	11	10	11	9	9
Georgia	16	16	16	14	15	13	11	10	10	10
Hawaii	7	7	7	7	6	6	7	6	6	6
Idaho	12	9	9	11	12	12	11	11	10	11
Illinois	20	21	18	18	19	18	18	17	18	18
Indiana	23	24	19	17	16	15	15	14	13	13
Iowa	14	14	14	12	13	13	14	13	12	13
Kansas	14	13	13	11	10	8	9	8	8	8
Kentucky	11	11	8	9	9	8	9	9	8	8
Louisiana	9	9	10	10	10	9	8	8	7	7
Maine	5	5	5	6	6	6	6	7	7	7

Appendix V: Number of Issuers and Market Share of Largest Issuers Participating in Large Group Health Insurance Market

	Number of issuers									
	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Alabama	7	8	7	7	7	8	6	6	6	6
Maryland	9	7	6	6	7	6	6	5	5	5
Massachusetts	13	12	11	12	13	13	12	11	10	12
Michigan	24	25	24	25	25	19	18	17	16	17
Minnesota	14	11	11	9	11	11	11	9	10	10
Mississippi	9	9	8	9	9	7	7	8	8	7
Missouri	18	16	15	14	14	11	10	9	9	9
Montana	8	6	7	8	7	8	7	7	6	7
Nebraska	10	8	9	10	10	7	8	7	7	7
Nevada	14	13	13	13	13	10	12	12	12	11
New Hampshire	6	6	6	6	5	8	7	6	6	5
New Jersey	9	10	8	9	8	8	8	8	7	7
New Mexico	10	8	7	6	6	6	5	6	5	5
New York	16	16	15	16	15	16	16	16	14	14
North Carolina	13	12	11	10	9	8	7	6	7	6
North Dakota	7	8	8	7	7	6	5	7	7	6
Ohio	20	21	18	21	21	20	15	14	13	13
Oklahoma	12	11	12	11	9	10	8	9	9	9
Oregon	12	12	11	11	15	13	13	10	10	10
Pennsylvania	17	17	18	17	16	15	17	17	14	15
Rhode Island	5	5	4	5	5	4	4	4	4	4
South Carolina	12	10	10	8	8	6	7	7	6	6
South Dakota	11	11	12	10	7	8	8	8	8	8
Tennessee	10	9	9	11	12	9	10	9	9	9
Texas	23	22	22	20	21	21	18	16	16	16
Utah	12	13	14	13	12	12	12	12	11	10
Vermont	4	3	4	4	3	3	3	3	3	3
Virginia	14	13	16	16	14	14	13	12	13	12
Washington	13	13	12	11	10	10	9	9	9	10
West Virginia	11	11	11	8	7	7	5	6	6	6
Wisconsin	28	27	27	26	25	23	21	21	21	21
Wyoming	6	6	7	7	7	6	4	4	4	4
Total	640	604	581	572	567	526	500	489	472	472

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services. | GAO-23-105672

Note: Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level.

Appendix V: Number of Issuers and Market Share of Largest Issuers Participating in Large Group Health Insurance Market

Table 16: Market Share of the Largest and Three Largest Issuers in Each State’s Large Group Health Insurance Market, 2017 through 2020

	Largest issuer name	Market share of the largest issuer (percent)				Market share of the three largest issuers (percent)			
		2017	2018	2019	2020	2017	2018	2019	2020
Alabama	BCBS OF AL GRP	93.2	94.1	94.5	95.1	99.7	99.9	99.8	99.8
Alaska	PREMERA BLUE CROSS GROUP	87.9	92.7	94.6	96.1	98.9	99.2	99.4	99.7
Arizona	BLUE CROSS AND BLUE SHIELD OF ARIZONA, INC.	39.6	49.6	54.1	57.2	86.5	85.1	88.5	89.5
Arkansas	ARKANSAS BCBS GRP	77.5	75.5	69.3	62.8	96.4	94.4	91.4	89.3
California	KAISER FOUNDATION GRP	49.9	51.3	52.0	53.3	74.5	75.6	77.0	77.1
Colorado	KAISER FOUNDATION GRP	48.3	48.2	48.6	49.3	87.1	84.5	84.8	84.1
Connecticut	WELLPOINT INC GRP	29.4	—	—	29.6	74.6	72.9	75.4	73.3
	UNITEDHEALTH GRP	—	26.8	27.8	—				
Delaware	HIGHMARK GRP	62.2	68.6	73.6	73.8	94.7	97.4	96.8	96.9
District of Columbia	AETNA GRP	44.5	42.0	40.1	37.4	82.7	80.5	79.4	79.0
Florida	BLUE CROSS AND BLUE SHIELD OF FLORIDA, INC.	46.4	46.6	45.9	46.1	87.8	87.7	86.8	85.8
Georgia	WELLPOINT INC GRP	41.0	36.9	40.6	42.8	76.4	75.1	76.0	76.1
Hawaii	HAWAII MEDICAL SERVICE ASSOCIATION	67.2	66.8	66.1	66.2	95.5	95.4	95.3	96.1
Idaho	BLUE CROSS OF IDAHO HEALTH SERVICE, INC.	66.5	67.4	70.0	70.1	93.0	93.2	93.3	93.2
Illinois	HCSC GRP	65.3	68.9	71.4	72.6	88.5	91.0	91.9	92.3
Indiana	WELLPOINT INC GRP	61.8	65.6	66.8	68.1	92.2	92.3	92.1	91.5
Iowa	WELLMARK GROUP	78.0	79.3	78.0	78.8	96.5	95.0	93.3	93.3
Kansas	BCBS OF KS GRP	45.7	46.5	48.6	48.7	89.0	90.5	91.6	90.6
Kentucky	WELLPOINT INC GRP	65.2	67.0	67.9	67.8	92.5	98.3	98.9	98.0
Louisiana	LOUISIANA HLTH SERV GRP	63.9	66.0	69.3	69.9	90.9	92.3	96.5	96.9
Maine	WELLPOINT INC GRP	68.5	68.9	69.3	68.0	94.8	94.5	94.2	93.4
Maryland	CAREFIRST INC GRP	55.1	55.1	55.1	54.5	91.6	91.3	90.4	90.3
Massachusetts	BCBS OF MA GRP	58.2	60.2	61.9	61.0	82.0	83.8	85.1	84.9
Michigan	BCBS OF MI GRP	55.2	57.6	65.8	66.7	80.3	83.4	91.1	92.0
Minnesota	HEALTHPARTNERS GRP	46.1	48.5	47.4	44.4	96.6	97.3	95.4	93.6
Mississippi	MISSISSIPPI INS GRP	82.7	84.3	83.3	83.4	98.5	98.5	97.9	98.7
Missouri	WELLPOINT INC GRP	36.3	35.9	35.6	—	84.8	84.3	86.4	86.0
	BCBS OF KC GRP	—	—	—	33.3				
Montana	HCSC GRP	81.1	82.3	84.2	83.7	97.4	97.9	98.5	97.5

Appendix V: Number of Issuers and Market Share of Largest Issuers Participating in Large Group Health Insurance Market

	Largest issuer name	Market share of the largest issuer (percent)				Market share of the three largest issuers (percent)			
		2017	2018	2019	2020	2017	2018	2019	2020
Nebraska	BLUE CROSS AND BLUE SHIELD OF NEBRASKA	73.2	73.5	76.8	80.5	98.3	98.8	99.6	99.8
Nevada	UNITEDHEALTH GRP	65.2	66.4	64.9	63.7	87.4	89.2	89.2	88.5
New Hampshire	WELLPOINT INC GRP	56.0	55.6	56.1	56.5	95.0	94.0	94.0	94.3
New Jersey	BCBS OF NJ GRP	54.1	53.6	51.6	52.1	85.9	85.4	82.8	81.6
New Mexico	HCSC GRP	54.6	55.2	61.9	69.7	93.2	93.0	92.7	92.2
New York	LIFETIME HLTHCARE GRP	—	—	—	—	45.1	46.3	45.4	43.7
	UNITEDHEALTH GRP	15.7	16.3	—	15.0				
	AETNA GRP	—	—	16.1	—				
North Carolina	BLUE CROSS AND BLUE SHIELD OF NORTH CAROLINA	63.1	66.4	70.1	73.0	94.6	95.1	95.4	95.5
North Dakota	NORIDIAN MUTUAL INSURANCE COMPANY	49.0	51.3	—	—	99.9	99.9	99.4	98.0
	BLUE CROSS BLUE SHIELD OF NORTH DAKOTA	—	—	51.4	47.9				
Ohio	WELLPOINT INC GRP	44.0	42.2	45.5	48.9	82.8	82.9	85.3	85.4
Oklahoma	HCSC GRP	50.7	54.2	63.9	69.9	79.9	80.7	87.0	90.5
Oregon	KAISER FOUNDATION GRP	42.4	43.6	45.1	46.3	77.4	77.0	77.7	78.3
Pennsylvania	HIGHMARK GRP	35.1	39.3	39.3	40.2	64.0	68.3	69.0	70.8
Rhode Island	BLUE CROSS & BLUE SHIELD OF RHODE ISLAND	78.3	77.3	78.7	79.4	98.9	99.6	99.3	99.3
South Carolina	BCBS OF SC GRP	87.7	91.1	91.2	91.9	98.1	98.6	98.7	99.1
South Dakota	WELLMARK GROUP	61.7	64.9	64.9	65.2	90.0	94.4	96.2	96.4
Tennessee	BCBS OF TN INC	70.6	71.8	72.0	69.1	92.0	92.8	93.9	92.9
Texas	HCSC GRP	41.4	43.0	46.0	50.4	84.2	85.0	86.7	87.8
Utah	IHC INC GRP	39.9	41.4	42.4	44.0	83.0	82.6	84.5	85.7
Vermont	BCBS OF VT GRP	92.1	90.6	91.0	80.2	100.0	100.0	100.0	100.0
Virginia	WELLPOINT INC GRP	44.3	41.6	41.8	44.3	70.9	69.3	69.5	70.6
Washington	GROUP HLTH COOP GRP	—	—	—	—	86.0	82.7	82.7	88.4
	KAISER FOUNDATION GRP	34.2	34.1	34.4	38.4				
West Virginia	HIGHMARK GRP	78.1	80.2	78.2	79.2	97.6	98.4	97.9	97.7
Wisconsin	UNITEDHEALTH GRP	18.6	—	—	—	51.0	50.6	51.6	50.8
	UNIVERSITY HEALTH CARE & GUNDERSEN LUTHERAN GROUP	—	20.6	20.0	20.4				
Wyoming	BLUE CROSS BLUE SHIELD OF WYOMING	71.2	86.0	91.0	91.5	95.8	99.0	98.3	98.2

Legend: — This symbol indicates that this issuer was not the largest in that year.

Appendix V: Number of Issuers and Market Share of Largest Issuers Participating in Large Group Health Insurance Market

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services. | GAO-23-105672

Notes: Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated issuers' market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year. We reprinted issuer names as they were reported in the data from the Centers for Medicare & Medicaid Services.

Table 17: Percentage Change of the Three Largest Issuers' Market Share in Each State's Large Group Health Insurance Market, 2011 to 2020 and 2019 to 2020

State	Percentage change of the three largest issuers from 2011 to 2020	Percentage change of the three largest issuers from 2019 to 2020
Alabama	-0.1	0.0
Alaska	0.7	0.3
Arizona	9.4	1.1
Arkansas	-9.5	-2.1
California	7.7	0.2
Colorado	0.0	-0.7
Connecticut	0.2	-2.2
Delaware	2.9	0.2
District of Columbia	3.7	-0.3
Florida	9.5	-1.0
Georgia	-6.8	0.1
Hawaii	3.3	0.8
Idaho	-3.4	-0.1
Illinois	6.0	0.3
Indiana	9.3	-0.7
Iowa	-0.5	0.0
Kansas	-0.9	-1.0
Kentucky	9.8	-0.9
Louisiana	8.6	0.3
Maine	-1.0	-0.8
Maryland	-3.5	-0.1
Massachusetts	-0.3	-0.2
Michigan	12.2	0.9
Minnesota	10.8	-1.8
Mississippi	1.5	0.9
Missouri	10.9	-0.4
Montana	-1.2	-1.0
Nebraska	0.9	0.2
Nevada	1.1	-0.7

Appendix V: Number of Issuers and Market Share of Largest Issuers Participating in Large Group Health Insurance Market

State	Percentage change of the three largest issuers from 2011 to 2020	Percentage change of the three largest issuers from 2019 to 2020
New Hampshire	-0.2	0.3
New Jersey	-4.6	-1.2
New Mexico	-0.8	-0.4
New York	-18.3	-1.7
North Carolina	2.3	0.0
North Dakota	-1.4	-1.4
Ohio	6.0	0.1
Oklahoma	10.9	3.6
Oregon	1.0	0.6
Pennsylvania	2.2	1.8
Rhode Island	1.4	0.0
South Carolina	0.9	0.4
South Dakota	8.2	0.2
Tennessee	0.0	-1.0
Texas	6.2	1.1
Utah	-3.9	1.2
Vermont	0.2	0.0
Virginia	-4.6	1.2
Washington	-0.4	5.7
West Virginia	1.4	-0.2
Wisconsin	9.9	-0.8
Wyoming	2.7	-0.1

Source: GAO analysis of data from the Centers for Medicare & Medicaid Services. | GAO-23-105672

Notes: This table includes the 50 states and the District of Columbia. All states had at least three issuers in their large group markets from 2011 through 2020. Where multiple issuers in a state shared a parent company, we aggregated the individual issuers to the parent company level. We calculated market share using covered life-years, which measure the average number of lives insured, including dependents, during the reporting year.

Appendix VI: GAO Contact and Staff Acknowledgments

GAO Contact

John E. Dicken, (202) 512-7114, dickenj@gao.gov

Staff Acknowledgments

In addition to the contact named above, William D. Hadley, Assistant Director; Colin Ashwood, Analyst-in-Charge; Gail-Lynn Michel; Laurie Pachter; Moon Parks; Daniel Ries; Ethiene Salgado-Rodriguez; Ravi Sharma; and Jennifer Whitworth made key contributions to this report.

GAO's Mission

The Government Accountability Office, the audit, evaluation, and investigative arm of Congress, exists to support Congress in meeting its constitutional responsibilities and to help improve the performance and accountability of the federal government for the American people. GAO examines the use of public funds; evaluates federal programs and policies; and provides analyses, recommendations, and other assistance to help Congress make informed oversight, policy, and funding decisions. GAO's commitment to good government is reflected in its core values of accountability, integrity, and reliability.

Obtaining Copies of GAO Reports and Testimony

The fastest and easiest way to obtain copies of GAO documents at no cost is through our website. Each weekday afternoon, GAO posts on its [website](#) newly released reports, testimony, and correspondence. You can also [subscribe](#) to GAO's email updates to receive notification of newly posted products.

Order by Phone

The price of each GAO publication reflects GAO's actual cost of production and distribution and depends on the number of pages in the publication and whether the publication is printed in color or black and white. Pricing and ordering information is posted on GAO's website, <https://www.gao.gov/ordering.htm>.

Place orders by calling (202) 512-6000, toll free (866) 801-7077, or TDD (202) 512-2537.

Orders may be paid for using American Express, Discover Card, MasterCard, Visa, check, or money order. Call for additional information.

Connect with GAO

Connect with GAO on [Facebook](#), [Flickr](#), [Twitter](#), and [YouTube](#).
Subscribe to our [RSS Feeds](#) or [Email Updates](#). Listen to our [Podcasts](#).
Visit GAO on the web at <https://www.gao.gov>.

To Report Fraud, Waste, and Abuse in Federal Programs

Contact FraudNet:

Website: <https://www.gao.gov/about/what-gao-does/fraudnet>

Automated answering system: (800) 424-5454 or (202) 512-7700

Congressional Relations

A. Nicole Clowers, Managing Director, ClowersA@gao.gov, (202) 512-4400, U.S. Government Accountability Office, 441 G Street NW, Room 7125, Washington, DC 20548

Public Affairs

Chuck Young, Managing Director, youngc1@gao.gov, (202) 512-4800
U.S. Government Accountability Office, 441 G Street NW, Room 7149
Washington, DC 20548

Strategic Planning and External Liaison

Stephen J. Sanford, Managing Director, spel@gao.gov, (202) 512-4707
U.S. Government Accountability Office, 441 G Street NW, Room 7814,
Washington, DC 20548



Please Print on Recycled Paper.