

**2024 FLORIDA HEALTH INSURANCE MARKET  
REPORT**

**BY THE**

**FLORIDA HEALTH INSURANCE ADVISORY BOARD**

Adopted February 11, 2025

## **Introduction**

One of the responsibilities of the Florida Health Insurance Advisory Board (FHIAB) is to issue an annual report on the state of the health insurance market in Florida with a specific focus on the individual and small group markets.

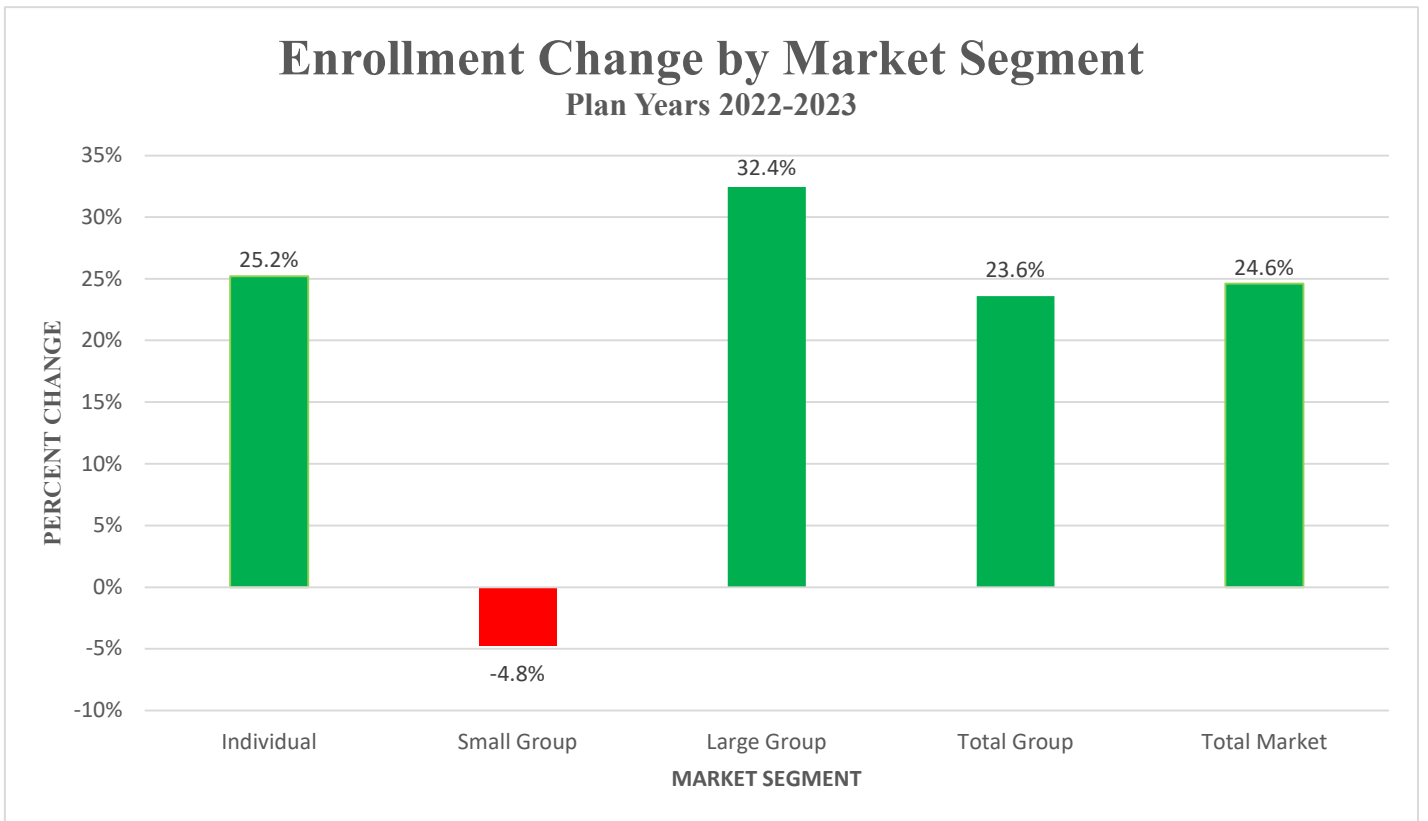
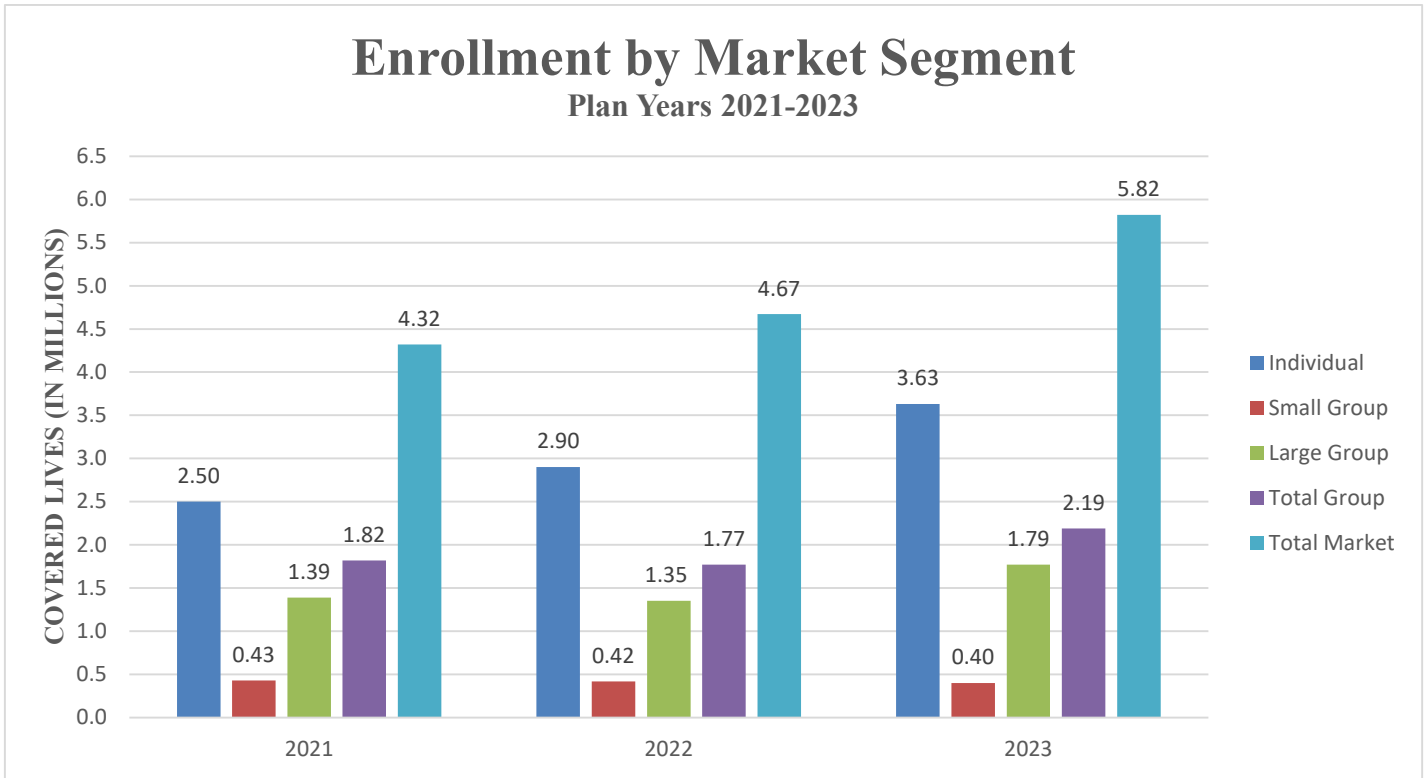
The following figures present enrollment, premium, and loss ratio summaries in Florida's commercial (non-governmental) major medical health insurance markets as reported and compiled from data filed with the Office of Insurance Regulation (Office) by each Accident and/or Health Coverage provider. This report incorporates insurance company data submitted to the Office for the year ending December 31, 2023. Previous reports are available on the FHIAB section of the Office's website at: <https://flor.com/life-health/florida-health-insurance-advisory-board>.

## **Executive Summary**

Overall enrollment continued to grow, with gains in the individual market and large group markets offsetting minor losses in the small group market. The long-term trend of increasing individual enrollment and decreasing group enrollment stabilized for CY 2023, with growth in the large group market offsetting declines in the small group market.

Today, in the State of Florida, people covered under individual policies exceed those covered under a group policy. Under the Affordable Care Act (ACA), all individual policies must be guaranteed issue; no application can be rejected based on the health status of the applicant. The individually underwritten policies reported herein are either grandfathered policies, which means they were issued before the passage of the ACA and can be renewed indefinitely, or transitional policies, which means they were issued after passage of the ACA. Transitional policies were extended indefinitely on March 23, 2022, by a bulletin issued by the Centers for Medicare & Medicaid Services (CMS). Regardless, most individual policyholders have moved to an ACA-compliant policy due to the subsidies available on the Federal Marketplace, reducing the market share of both grandfathered and transitional policies.

**Commercial Enrollment**



As illustrated above and shown in Table 1 below, total enrollment in Florida's commercial health insurance markets increased in 2023 by 1,149,698 covered lives or 24.6%. This follows an increase from the previous year of 351,541 covered lives or 8.1%. The overall market remains significantly larger than before the ACA, and the trend of large year-over-year increases has accelerated in 2023.

As of year-end 2023, coverage by market segment consisted of:

- **Individual Coverage** – 3,631,873, an increase of 731,529 covered lives or 25.2%
- **Small Group** (1-50 members) – 400,164, a decrease of 20,112 covered lives or 4.8%
- **Large Group** (51+ members) – 1,789,341, an increase of 438,281 covered lives or 32.4%
- **Total Market** – 5,821,378 an increase of 1,149,698 covered lives or 24.6%

The individual market enrollment continues to grow despite the implied tax penalty (individual mandate) being set to \$0 and changes to federal and state law that encourage growth of alternative products such as short-term limited duration policies (up to 364 days) and health care sharing ministries. In general, the individual market remains attractive for those with income levels that qualify for subsidies on the Marketplace but less attractive for those who do not qualify for subsidies.

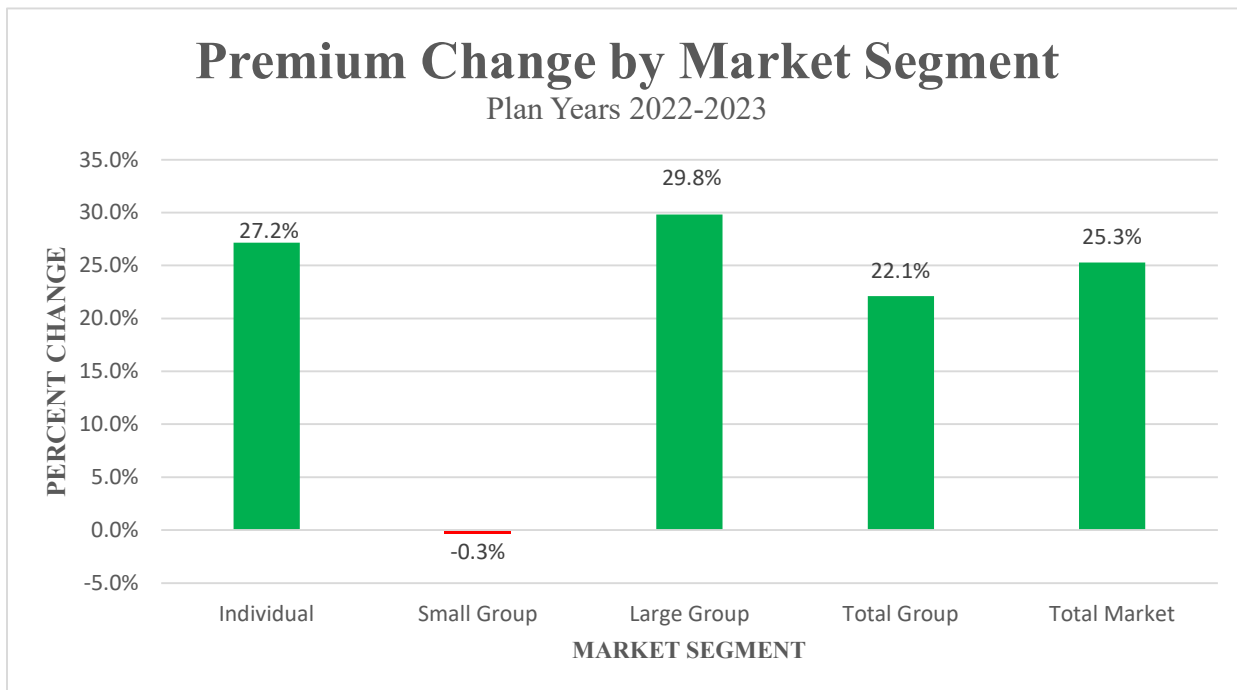
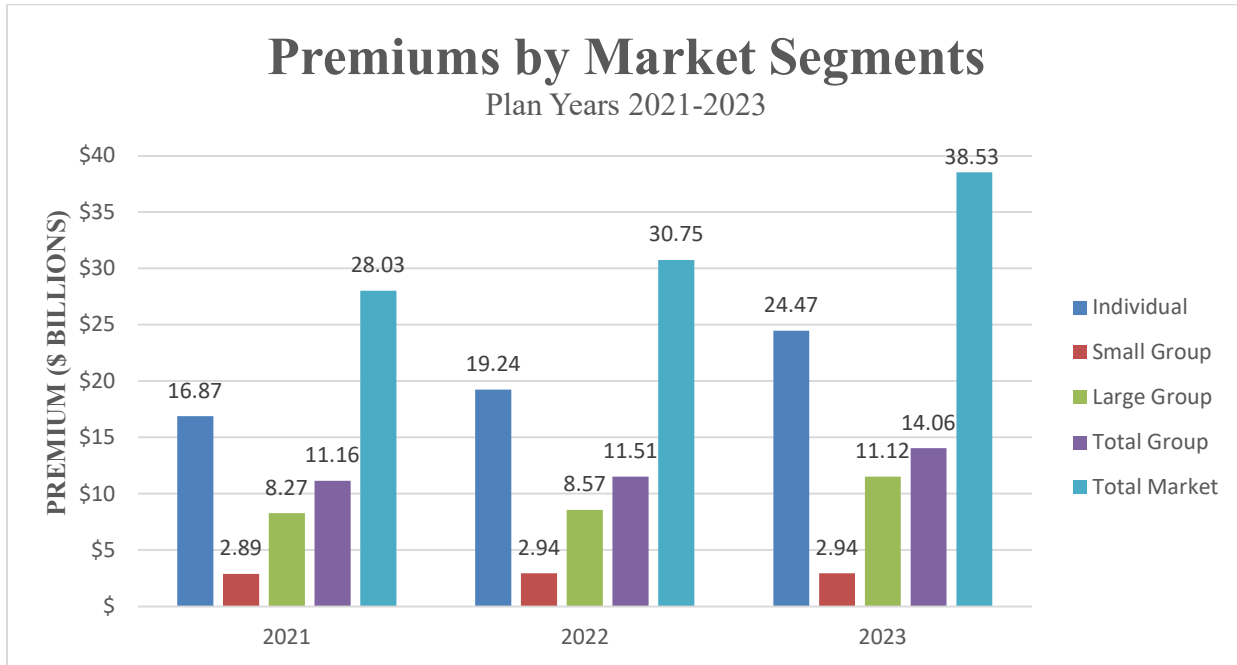
In 2021, the individual market overtook the group market in terms of enrollment – which accelerated dramatically in 2021 as the individual market grew 27.4%. This trend has continued through 2022 and 2023 supported by enhanced subsidies and Medicaid disenrollments. The 2023 data continues to show a decline in small group coverage in Florida.

Federal legislation could be influencing this outcome. In 2021 the U.S. Congress passed the American Rescue Plan which included enhanced premium tax credits for those under 400% of the Federal Poverty Level to make purchasing ACA policies more affordable. These tax credits were extended by the Inflation Reduction Act of 2022, although these tax credits are set to expire at the end of 2025 unless the U.S. Congress acts to extend the tax credits.

**Table 1**  
**Commercial Insurance Enrollment 2021-2023**

<b>Market Segments</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>
<b>Individual Guaranteed Issue</b>			
ACA On-Exchange	2,199,609	2,630,125	3,310,945
ACA Off-Exchange	200,346	185,310	245,384
Grandfathered (In-State and Out-of-State)	284	246	219
Transitional (In-State and Out-of-State)	25	20	20
<b>Total Guaranteed Issue</b>	<b>2,400,264</b>	<b>2,815,701</b>	<b>3,556,568</b>
<b>Individually Underwritten</b>			
Grandfathered (In-State and Out-of-State)	32,356	27,334	23,176
Transitional (In-State and Out-of-State)	68,444	57,203	51,507
<b>Total Individually Underwritten</b>	<b>100,800</b>	<b>84,537</b>	<b>74,683</b>
<b>Conversion</b>			
<b>Total Conversion</b>	<b>170</b>	<b>106</b>	<b>622</b>
<b>Small Groups (1-50)</b>			
Self-Employed or Sole Proprietor	80	57	92
2 – 50 Member Groups	427,826	420,219	400,072
<b>Total Small Groups</b>	<b>427,906</b>	<b>420,276</b>	<b>400,164</b>
<b>Large Groups (51+)</b>			
<b>Total Large Groups</b>	<b>1,390,999</b>	<b>1,351,060</b>	<b>1,789,341</b>
<b>Market Totals</b>			
<b>Total Individual Market</b>	<b>2,501,234</b>	<b>2,900,344</b>	<b>3,631,873</b>
<b>Total Group Market</b>	<b>1,818,905</b>	<b>1,771,336</b>	<b>2,189,505</b>
<b>Total Commercial Market</b>	<b>4,320,139</b>	<b>4,671,680</b>	<b>5,821,378</b>

## Commercial Premium

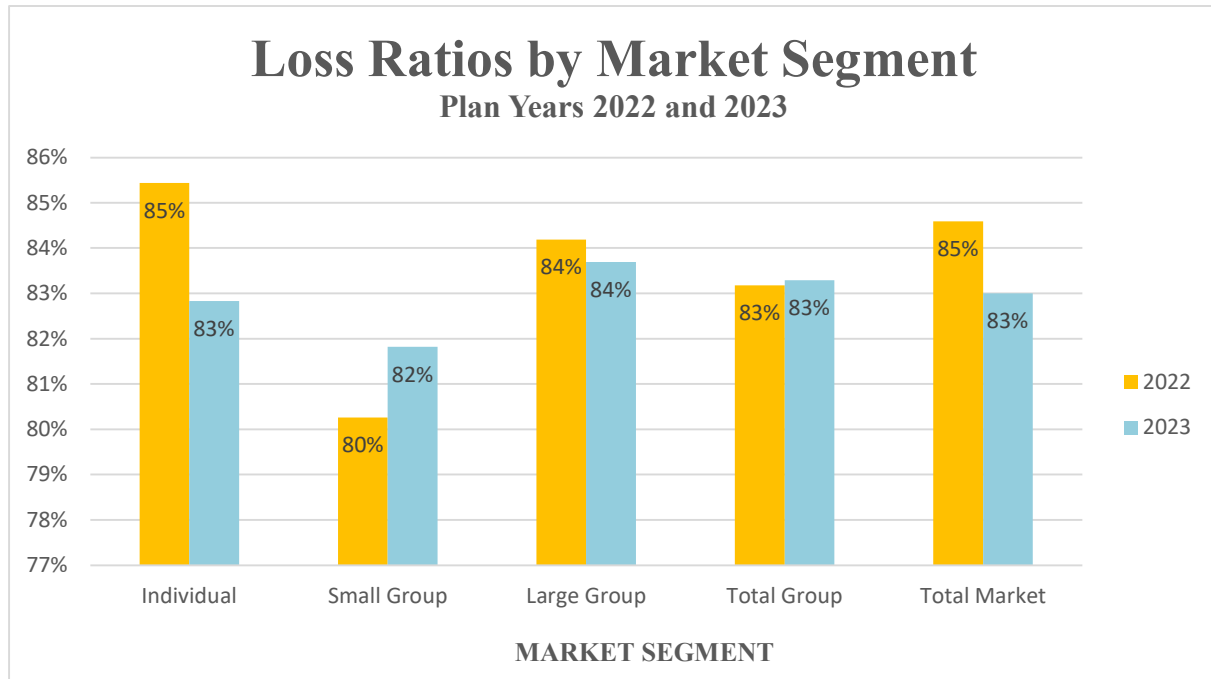


As illustrated above and shown in Table 2 below, the overall commercial market generated \$38.5 billion in premiums in 2023, a 25.3% increase from 2022. This follows a 9.7% increase the prior year. The increase is largely the result of the higher enrollment in the individual market and large group markets, and higher premiums per member in all markets.

**Table 2**  
**Commercial Insurance Premium 2021-2023**

Market Segments	2021	2022	2023
<b>Individual Guaranteed Issue</b>			
Grandfathered (In-State and Out-of-State)	\$611,513	\$451,948	\$372,565
Transitional (In-State and Out-of-State)	\$348,047	\$331,912	\$343,604
ACA On-Exchange	\$15,093,892,765	\$17,534,106,462	\$22,793,815,445
ACA Off-Exchange	\$1,223,834,541	\$1,162,947,165	\$1,174,948,187
<b>Total Guaranteed Issue</b>	<b>\$16,318,686,866</b>	<b>\$18,703,174,317</b>	<b>\$23,969,479,801</b>
<b>Individually Underwritten</b>			
Grandfathered (In-State and Out-of-State)	\$203,547,896	\$196,782,090	\$182,096,799
Transitional (In-State and Out-of-State)	\$349,056,939	\$337,867,456	\$317,232,850
<b>Total Individually Underwritten</b>	<b>\$552,604,835</b>	<b>\$534,649,546</b>	<b>\$499,329,649</b>
<b>Conversion</b>			
<b>Total Conversion</b>	<b>\$637,218</b>	<b>\$1,095,243</b>	<b>\$944,604</b>
<b>Small Groups (1 – 50)</b>			
Self-Employed or Sole Proprietor	\$699,306	\$577,277	\$834,340
2 – 50 Member Groups	\$2,889,626,140	\$2,944,225,548	\$2,934,320,568
<b>Total Small Groups</b>	<b>\$2,890,325,446</b>	<b>\$2,944,802,825</b>	<b>\$2,935,154,908</b>
<b>Large Groups (51+)</b>			
<b>Total Large Groups</b>	<b>\$8,265,413,042</b>	<b>\$8,566,575,785</b>	<b>\$11,121,412,029</b>
<b>Market Totals</b>			
<b>Total Individual Market</b>	<b>\$16,871,928,920</b>	<b>\$19,238,919,106</b>	<b>\$24,469,754,054</b>
<b>Total Group Market</b>	<b>\$11,155,738,488</b>	<b>\$11,511,378,610</b>	<b>\$14,056,566,937</b>
<b>Total Commercial Market</b>	<b>\$28,027,667,408</b>	<b>\$30,750,297,716</b>	<b>\$38,526,320,991</b>

## Loss Ratios



The loss ratios provided above are calculated by dividing the losses associated with various market segments by the amount of premiums collected. As expected, each market demonstrates a different loss ratio profile.

The loss ratios decreased “across-the-board” in all categories except for the small group market and total group markets which had a very modest increase.

In the individual market, the overall loss ratio decreased from 85.44% in 2022 to 82.83% in 2023 while the small group overall loss ratio increased from 80.26% in 2022 to 81.82% in 2023.

The large group market experienced an overall loss ratio decrease from 84.19% in 2022 to 83.68% in 2023. This market segment has a higher volume and lower administrative cost environment; consequently, higher loss ratios are generally expected in this market segment relative to other markets.

**Table 3**  
**Direct Premium/Losses & Loss Ratios 2022-2023**

Market Segments	2022			2023		
	Direct Premium Earned	Direct Losses Incurred	Loss Ratio	Direct Premium Earned	Direct Losses Incurred	Loss Ratio
<b>Individual Guaranteed Issue</b>						
Grandfathered (In-State and Out-of-State)	\$451,948	\$680,738	150.62%	\$372,565	\$601,053	161.33%
Transitional (In-State and Out-of-State)	\$331,912	\$353,238	106.43%	\$343,604	\$515,388	149.99%
ACA On-Exchange	\$17,534,106,462	\$15,066,004,579	85.92%	\$22,793,815,445	\$18,990,592,886	83.31%
ACA Off-Exchange	\$1,162,947,165	\$904,087,317	77.74%	\$1,174,948,187	\$862,240,002	73.39%
<b>Total Guaranteed Issue</b>	<b>\$18,703,174,317</b>	<b>\$15,975,837,175</b>	<b>85.42%</b>	<b>\$23,969,479,801</b>	<b>\$19,853,949,328</b>	<b>82.83%</b>
<b>Individually Underwritten</b>						
Grandfathered (In-State and Out-of-State)	\$196,782,090	\$150,978,359	76.72%	\$182,096,799	\$142,715,314	78.37%
Transitional (In-State and Out-of-State)	\$337,867,456	\$306,123,234	90.60%	\$317,232,850	\$270,893,905	85.39%
<b>Total Individually Underwritten</b>	<b>\$534,649,546</b>	<b>\$457,101,593</b>	<b>85.50%</b>	<b>\$499,329,649</b>	<b>\$413,609,219</b>	<b>82.83%</b>
<b>Conversion</b>						
<b>Total Conversion</b>	<b>\$1,095,243</b>	<b>\$4,586,808</b>	<b>418.79%</b>	<b>\$944,604</b>	<b>\$1,663,164</b>	<b>176.07%</b>
<b>Small Groups (1 – 50)</b>						
Self-Employed or Sole Proprietor	\$577,277	\$1,119,410	193.91%	\$834,340	\$1,122,109	134.49%
2 – 50 Member Groups	\$2,944,225,548	\$2,362,419,233	80.24%	\$2,934,320,568	\$2,400,554,783	81.81%
<b>Total Small Groups</b>	<b>\$2,944,802,825</b>	<b>\$2,363,538,643</b>	<b>80.26%</b>	<b>\$2,935,154,908</b>	<b>\$2,401,676,892</b>	<b>81.82%</b>
<b>Large Groups (51+)</b>						
<b>Total Large Groups</b>	<b>\$8,566,575,785</b>	<b>\$7,212,113,718</b>	<b>84.19%</b>	<b>\$11,121,412,029</b>	<b>\$9,306,250,718</b>	<b>83.68%</b>
<b>Market Totals</b>						
<b>Total Individual Market</b>	<b>\$19,238,919,106</b>	<b>\$16,437,525,576</b>	<b>85.44%</b>	<b>\$24,469,754,054</b>	<b>\$20,269,221,712</b>	<b>82.83%</b>
<b>Total Group Market</b>	<b>\$11,511,378,610</b>	<b>\$9,575,652,361</b>	<b>83.18%</b>	<b>\$14,056,566,937</b>	<b>\$11,707,927,609</b>	<b>83.29%</b>
<b>Total Commercial Market</b>	<b>\$30,750,297,716</b>	<b>\$26,013,177,937</b>	<b>84.59%</b>	<b>\$38,526,320,991</b>	<b>\$31,977,149,321</b>	<b>83.00%</b>

## **Background**

The FHIAB evolved from small group health insurance reform in Florida. Originally established in 1992 as the Florida Small Employer Health Reinsurance Program, it was expanded in 1997 to include the Florida Individual Health Reinsurance Program. Both Programs were governed by the same Board of Directors and operated as the Florida Health Reinsurance Program.

Florida law changes in 2005 directed the Program to advise the Office of Insurance Regulation, the Agency for Health Care Administration, the Department of Financial Services, other executive departments, and the Legislature on health insurance issues. Specifically, the board shall:

1. Provide a forum for stakeholders, consisting of insurers, employers, agents, consumers, and regulators, in the private health insurance market in this state.
2. Review and recommend strategies to improve the functioning of the health insurance markets in this state with a specific focus on market stability, access, and pricing.
3. Make recommendations to the office for legislation addressing health insurance market issues and provide comments on health insurance legislation proposed by the office.
4. Meet at least three times each year. One meeting shall be held to hear reports and to secure public comment on the health insurance market, to develop any legislation needed to address health insurance market issues, and to provide comments on health insurance legislation proposed by the office.
5. Issue a report to the office on the state of the health insurance market by September 1 each year. The report shall include recommendations for changes in the health insurance market, results from implementation of previous recommendations, and information on health insurance markets.

In light of these developments, the Board voted to change its name to the Florida Health Insurance Advisory Board, which better reflected its new responsibilities.

The composition of the board of directors was also changed to decrease the number of insurance company representatives and to add representatives of the business community and other stakeholders. There are 14 members of the Board as prescribed by statute. A current listing of the FHIAB directors as of January 2025 follows:

**FLORIDA HEALTH INSURANCE ADVISORY  
BOARD OF DIRECTORS**

**Alexis Bakofsky, Chair Designee**

Deputy Commissioner – Life & Health  
Office of Insurance Regulation  
200 East Gaines Street  
Tallahassee, FL 32399

**Stefan Grow**

Chief of Staff  
Florida Agency for Health Care Admin.  
2727 Mahan Drive, Mailstop #2  
Tallahassee, FL 32308

**Louisa McQueeney**

Communications Director  
Florida Voices for Health  
9653 El Clair Ranch Road  
Boynton Beach, FL 33437  
Term Ending: 12/31/2027

**Christina Lake**

Executive Vice President  
Datamaxx Group, Inc.  
2001 Drayton Drive  
Tallahassee, FL 32311  
Term Ending: 12/31/2027

**William "Bill" Herrle**

Executive Director  
NFIB  
110 East Jefferson Street  
Tallahassee, FL 32301  
Term Ending: 12/31/2026

**Eric Johnson, PhD, ASA**

Chief Actuary & VP of Analytics  
& Business Intelligence  
AvMed Health Plans  
4300 NW 89th Blvd.  
Gainesville, FL 32606  
Term Ending: 12/31/2026

**Richard B. Weiss, CPA**

President, Florida Market  
Aetna  
261 N University Drive  
Plantation, FL 33324  
Term Ending: 12/31/2024

**John J. Matthews**

Vice President of Legal, Regulatory and  
Government Affairs  
Oscar Health  
4560 Grove Park Drive  
Tallahassee, FL 32311  
Term Ending: 12/31/2026

**Seth M. Phelps**

Assistant General Counsel  
Blue Cross and Blue Shield of Florida, Inc.  
4800 Deerwood Campus Parkway  
DCC1-7th Floor  
Jacksonville, FL 32246  
Term Ending: 12/31/2026

**Rick Wallace**

President/CEO  
FAMOS, LLC  
d/b/a American Academy of Cosmetology  
1330 Blanding Blvd, Suite 125  
Orange Park, FL 32065  
Term Ending: 12/31/2028

**Robert Muszynski**

Director of Finance and Administration  
WMFE (NPR) Radio  
11510 E. Colonial Drive  
Orlando, FL 32817  
Term Ending: 12/31/2028

**Nathan Landsbaum**

President and CEO, Florida  
Sunshine Health  
1700 N. University Drive  
Plantation, FL 33322  
Term Ending: 12/31/2027

**Vickie Whaley**

Managing Principal, Region 1  
FBMC Benefits Management  
3101 Sessions Road, Suite 200  
Tallahassee, FL 32303  
Term Ending: 12/31/2028

*One director position designated for  
agents is vacant.*