

2024 Health Care Affordability State Policy Snapshot

MAINE

<p>CURB EXCESS PRICES IN THE SYSTEM</p> <p>IMPROVE OVERSIGHT, ACCOUNTABILITY AND TRANSPARENCY</p> <p>ADDRESS CONSOLIDATION AND PROMOTE COMPETITION</p> <p>MAKE OUT-OF-POCKET COSTS AFFORDABLE</p>	<p>PREMIUM RATE REVIEW</p>	<p>HEALTH CARE SPENDING BENCHMARKS</p>	<p>HOSPITAL PRICE REGULATION</p>	<p>PUBLIC OPTION</p>
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State Has Active Legislation 

State Does Not Have Active Legislation 

The Health Care Value Hub (“the Hub”) is proud to launch the 2024 Health Care Affordability Policy Snapshot (“Affordability Snapshot”) which replaces the annual Healthcare Affordability Scorecard (“Scorecard”). The Affordability Snapshot provides legislators, consumer advocates, regulators and other stakeholders a tool to compare their state’s health policies across other states.

The categories examined in this resource explore a variety of policy options that have previously appeared in the Scorecard, as well additional policies that impact health care affordability. Policies were selected based on whether they have the potential to impact health care affordability or access to health care at the state level, whether a reputable source was available for review, and whether evidence was current within the past ten years.

Policies were examined for whether they were active, implemented to a limited degree, or not active as of July 1, 2024. Sources for this information can be found in the downloadable Data and Source Document available on the [Dashboard](#) page.

The Hub offers both online and hands-on support, with a staff dedicated to monitoring, translating, and disseminating evidence and connecting advocates, researchers, and policymakers to build communities and galvanize action around creating a patient-centered, high-value healthcare system. As a research-based organization, the Hub takes a comprehensive approach to improving affordability through policy analysis, translation, visualization, and collaborative engagement. We encourage advocates, legislators, and other stakeholders to share our findings to improve consumer health care affordability across the states.

Curb Excess Prices in the System

Premium Rate Review

States can control excessive health insurance premium increases through premium rate review, where state insurance regulators scrutinize proposed rate hikes for the upcoming year to ensure that the increases are based on accurate data and realistic projections of health care costs and utilization. The Affordable Care Act (ACA) set standards for these efforts, and states meeting these standards are recognized by the Centers for Medicare and Medicaid Services (CMS) as having an effective rate review process. States may also establish the authority to approve or deny rate increases and incorporate affordability criteria into their evaluations. This section examines whether a state has an effective rate review program, as defined by CMS, the power to approve or deny rate increases, and if affordability criteria are integrated into the rate review process.

Health Care Spending Benchmarks

Health spending benchmarks aim to limit annual health care spending growth by establishing a maximum limit, or “benchmark.” Benchmarks may examine overall spending or spending for specific hospitals or insurers. If the benchmark is surpassed, the overseeing state entity will often collaborate with providers to curtail spending, and some states authorize the entity to mandate performance improvement plans or impose penalties. This section examines whether a state has established a benchmark, and if so, whether the state has statutory authority to enforce the benchmark.

Hospital Price Regulation

This section assesses state efforts to reduce hospital service costs through reference-based pricing, global budgets, or a comparable program that regulates hospital pricing. Unlike reference-based benefits, which set a maximum allowed benefit for specified drugs or services, reference-based pricing establishes set service costs based on a predetermined reference rate. As of publication, each state that has implemented this model has set reimbursement as a multiple of the Medicare reimbursement rate.

Similarly, global budgeting involves setting a fixed prospective payment for a specified range of services over a defined period, rather than being paid for each service. By establishing a limit on annual spending, this model shifts the financial responsibility to providers and payers and encourages managing service delivery within the set budget. Some states have established state-specific insurance models which mirror select aspects of these strategies, which are also highlighted under “alternative hospital price regulation strategies.”

Public Option

A Public Option is a state-managed health insurance model designed to enhance competition and control costs through negotiated rates. States possess a degree of flexibility in designing these coverage options, resulting in variations in cost-containment measures and provisions related to network adequacy and reimbursement. This section highlights states that have an active Public Option and those with provider participation mandates to ensure consistent access to in-network providers.

Policy	Status as of July 1, 2024	Summary
Premium Rate Review	<ul style="list-style-type: none"> ● Has an effective rate review process. ● Has the authority to modify or reject premium rate increases. ⊗ Does not incorporate affordability criteria into premium rate review. 	Maine has the authority to approve or deny proposed premium rate increases in the individual and small group markets, but not the large group market. The state also has the authority to hold public hearings to solicit stakeholder engagement in the process.
Health Care Spending Benchmarks	<ul style="list-style-type: none"> ⊗ Does not have health care spending benchmark for providers and/or insurers.* ⊗ Does not have a spending benchmark, with or without an enforcement mechanism.* 	
Hospital Price Regulation	<ul style="list-style-type: none"> ⊗ Has not implemented hospital reference-based pricing or rate-setting. ⊗ Has not implemented hospital global budgets. ⊗ Has not implemented alternative hospital price regulation strategies. 	
Public Option	<ul style="list-style-type: none"> ⊗ Does not have an active Public Option. ⊗ Does not offer a state-wide Public Option, with or without a provider participation mandate. 	Maine passed legislation in 2023 to study the feasibility of establishing a Public Option. The findings, published in early 2024 in the report titled A Public Option for Maine: Considerations for Policy Makers, will be used to support future policy decisions.

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 ● Policy or Program Partially Implemented
 ⊗ State Does Not Have an Active Policy or Program
 * No Source, or Limited Information Found

Improve Oversight, Accountability, and Transparency

Health Spending Oversight Entities

Health Spending Oversight Entities monitor and track health care spending systematically, offering data and research support to ensure efficient resource use. While many states set population health priorities, few have established oversight entities with enforcement powers. This section examines whether a state has a health spending oversight entity reviewing primary care, hospital, or prescription drug spending, and if upper payment limits for prescription drugs have been implemented.

All-Payer or Multi-Payer Claims Database

All-payer claims databases (APCDs) compile diverse health care data, that may include health, dental, and pharmacy claims from private insurers, state employee health programs, Medicare, and Medicaid. In instances where a database includes only some of these payers, it is referred to as a multi-payer claims database. Typically created through legislation, APCDs are often subject to state oversight and regulation. However, some claims databases have been voluntarily developed by independent entities, limiting oversight.

This section examines whether a state has an active all-payer or multi-payer claims database, if the database is facilitated and managed by the state or by third-party entities, if the data is free and accessible without institutional review board approval, and if the database is required to capture race and ethnicity demographic information.

Price Transparency

This section evaluates state efforts to provide access to health care price data through a publicly available and easily accessible tool. To be credited, the tool must show negotiated prices for various services and be accessible without fees, IRB approval, or legislative restrictions. Additionally, this section reviews whether a state requires prescription drug price data to be reported to a state entity and if a state has another form of price transparency regulation.

Medical Debt Collection Regulations

This section examines how a state regulates providers' ability to collect medical debt once it has been incurred. It reviews whether a state: prohibits providers from sending debts to collections while a patient is actively pursuing efforts to address the bill (e.g., appealing to insurance, applying for financial assistance, negotiating the bill, in a payment plan); prohibits spouses or other persons from being held liable for another adult's debt; limits collections' ability to garnish wages; prohibits collections from initiating home foreclosure; prohibits collections from initiating actions that would lead to an individual's arrest due to medical debt; prohibits collections from seizing a bank account.

Policy	Status as of July 1, 2024	Summary
Health Spending Oversight Entity	<ul style="list-style-type: none"> ● Has a Prescription Drug Affordability Board reporting on prescription drug prices. ⊗ Does not enforce prescription drug prices through upper payment limits. ⊗ Does not monitor and report on hospital spending. ● Monitors and reports on primary care spending. 	<p>Maine's Prescription Drug Affordability Review Board has the authority to determine spending targets for specific drugs and can recommend policies to meet the targets. Bill LD 1829 was introduced in 2022 to allow for upper payment limits but was not passed.</p> <p>LD 1353 passed in 2019 requires the Maine Quality Forum to submit annual report on primary care spending in the state starting in 2020.</p>
All-Payer or Multi-Payer Claims Database	<ul style="list-style-type: none"> ● Has a(n) all-payer or multi-payer claims database. ● Database is operated by the state. ⊗ Database includes access restrictions. ● Database is required to capture demographic information. 	<p>APCD data is available by formal request and payment. Age, sex, race, and ethnicity are demographics included in the state APCD.</p>
Price Transparency	<ul style="list-style-type: none"> ● Has a price transparency tool showing negotiated rates. ● Has a Prescription Drug price transparency reporting requirement. ⊗ Does not have any other price transparency regulation.* 	<p>CompareMaine reports payment data on 320 health care procedures performed at 344 health care settings. Drug manufacturers are required to annually report to the Main Health Data Organization when the wholesale acquisition cost (WAC) of a brand-name drug has increased by more than 20% per pricing unit, increased the WAC of a generic that costs at least \$10 per pricing unit by more than 20% per pricing unit, or introduced a new drug for distribution when the WAC is greater than the Medicare Part D threshold.</p>
Medical Debt Collection Regulations	<ul style="list-style-type: none"> ⊗ Does not prohibit providers from sending debts to collections while patient is actively pursuing means to pay the bill.* ⊗ Does not prohibit other persons being held liable for another adult's medical debt. ⊗ Does not prohibit collections from initiating home lien or foreclosure due to medical debt. ● Exceeds federal wage garnishment protections. ● Prohibits actions that would lead to an individual's arrest due to medical debt. ⊗ Does not prohibit collections from initiating bank account seizure due to medical debt.* 	<p>Debt collectors in Maine are barred from pursuing collections on unpaid medical debt from patients eligible for free or charity care. The state also prohibits initiating litigation or pursuing actions that may lead to an individual's arrest when the individual's household earns less than 300% FPL.</p>

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Address Consolidation and Promote Competition

Consolidation Assessment and Authorization

This section examines whether relevant parties are required by law or statute to notify the state of hospital consolidation transactions beyond the federal requirements, and whether the state has the authority to review these transactions; to approve, reject, or modify conditions of the transaction; and if consumer affordability or price growth are included in the review criteria

Balance Bill Protections

The federal No Surprises Act (NSA) protects patients from balance bills, which are unexpected costs from out-of-network providers. Under the federal legislation, patients receiving emergency care or who are unknowingly treated by out-of-network providers during an in-network procedure are only required to pay the in-network cost-sharing amount for services provided. Effective January 1, 2022, the No Surprises Act applies to most health plans but not all care sites and services. States can legislate additional protections for balance bills not covered under the NSA, such as for ground ambulances, or services provided at urgent care locations, hospice facilities, and birthing centers.

Facility Fee Limits

Facility fees are charges for services provided in outpatient and physician office settings that hospitals own. These fees increase the out-of-pocket costs for care and are becoming increasingly more common as the rate of health system consolidation has accelerated. This section explores whether a state prohibits facility fees under certain circumstances, if they have imposed regulations to protect consumers against out-of-pocket costs from facility fees, and if they require hospitals to report facility fee data.

Anti-Competitive Contract Provisions

Anti-competitive contracting is a pattern of contracting between health care providers and insurers where one party gains unfair advantages over potential competitors. States can enact regulations that limit dominant health systems from abusing their market power in ways that increase prices. This section evaluates whether states prohibit four types of anti-competitive contracting practices in the health system:

- **Most Favored Nation Clauses:** Health systems agree not to offer lower prices to competing insurers, preventing them from offering the same service at a lower price. These provisions may allow insurers and providers to collude to raise prices.
- **All-or-Nothing Clauses:** Health systems require plans to contract with all providers in their system or none of them, even if those providers are low-value or high-cost.
- **Non-Compete Clauses:** Doctors are prohibited from working at competing hospitals within a certain distance for a certain period of time.
- **Anti-Tiering or Anti-Steering Clauses:** Insurers must place favored providers in higher tiers regardless of cost or quality (anti-tiering) and restrict directing patients to higher value care from competitors (anti-steering).

Policy	Status as of July 1, 2024	Summary
Consolidation Assessment & Authorization	<ul style="list-style-type: none"> ● Requires certain healthcare providers to notify the state of consolidation transactions. ● Has authority to approve, set conditions, or disapprove consolidation transactions. ⊗ Does not include consumer affordability or price growth in review criteria or approval conditions. 	Maine requires the state Certificate of Need program be notified of transfers of ownership of health facilities, and has authority to approve, set conditions for, or disapprove transactions. The state also requires the Attorney General be notified of general nonprofit conversions under \$500,000, which the AG approves if they meet criteria including maintaining accessibility of services for communities affected by the transaction. The courts approve general nonprofit conversions over \$500,000 if they meet criteria.
Balance Bill Protections	<ul style="list-style-type: none"> ● Prohibits balance billing for out-of-network ground ambulance services. ⊗ Does not prohibit balance billing for out-of-network services at specific facilities not included in the NSA. 	Maine has established balance bill protections that extend to both public and private ground ambulance services.
Facility Fee Limits	<ul style="list-style-type: none"> ● Prohibits facility fees for specified procedures and/or care settings. ⊗ Does not have codified protections against out-of-pocket costs from facility fees.* ● Requires hospitals to report facility fee data. 	Maine prohibits providers from charging facility fees for services provided in on- and off-campus office settings. The state's all-payer health claims database must annually produce and post on its website a report on facility fee payments based on otherwise available data.
Anti-Competitive Contract Provisions	<ul style="list-style-type: none"> ● Law restricts Most Favored Nation contract provisions. ⊗ No law restricting all-or-nothing contract provisions. ⊗ No law restricting anti-tiering or anti-steering contract provisions. ⊗ No statutes limiting physician non-compete contract provisions. 	Maine prohibits Most Favored Nation clauses in healthcare provider contracts, barring provisions that guarantee one insurer the most favorable prices or require providers to disclose their reimbursement rates to other entities. However, providers or carriers can challenge the presumption that these clauses are anticompetitive, and the superintendent may grant a waiver if the clause is deemed non-anticompetitive. The review considers factors such as competition, healthcare quality, market share, and pricing stability.

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Make Out-of-Pocket Costs Affordable

Reduced Cost Sharing: Prescription Drugs

This section examines whether states have passed legislation reduce the amount a consumer pays out-of-pocket for select prescriptions drugs including insulin, epinephrine, oral oncology medications and asthma inhalers. This section also examines state-level legislation prohibiting copay accumulator programs, which are payer strategies that limit the impact of manufacturer cost-sharing assistance programs on consumer out-of-pocket costs.

Reduced Cost-Sharing: High Value Services

This section provides an overview of state efforts aimed at reducing consumer cost burdens for high-value services. Specifically, it identifies states which have enacted legislation mandating coverage without cost-sharing for: primary care services recommended by the United States Preventive Services Task Force (USPSTF); various cancer screening and diagnostic services; and annual mental health exams. It also evaluates state efforts to expand access to affordable maternal and reproductive health care by highlighting the states that mandate private insurers cover in-vitro fertilization, fertility preservation, doula services and abortion care. The section concludes with a review of whether a state has incorporated equity-focused initiatives in their state-regulated insurance design.

Medical Debt Prevention













This section reviews state laws aimed at preventing medical debt, including mandates for hospitals and health care providers to offer financial assistance policies, screen patients for insurance and charity care eligibility, and inform patients of charity care policies before collecting payment. It also assesses whether states have extended Medicaid benefits retroactively for 90 days; expanded general presumptive eligibility for Medicaid to all adults; prohibited short-term, limited duration health plans; and if the state has established annual reporting requirements on community benefit spending.

Expanded Coverage

This section evaluates policies aimed at expanding access to and improving the affordability of health insurance, including whether a state has expanded Medicaid eligibility to adults with incomes up to 138% of the federal poverty level (FPL); authorized 12-month continuous Medicaid eligibility for all adults; extended postpartum Medicaid coverage to 12 months following delivery; established a Basic Health Plan; initiated a program providing state-funded premium subsidies for residents ineligible for Medicaid; explicitly authorizes coverage for gender-affirming care under Medicaid; has authorized the provision of Medicaid coverage to individuals transitioning from incarceration; and if the state has extended Medicaid coverage to include dental, hearing, and vision benefits, including eye exams and glasses, beyond what is deemed medically necessary following injury or surgery. Beyond these policy options, this section also reviews state efforts to extend coverage to children, pregnant residents, and non-pregnant adults regardless of immigration status. This includes waiving the five-year required waiting period for immigrant children and legally residing pregnant residents (the "five-year bar"); offering alternative coverage options regardless of citizenship status; and opting into the From-Conception-to-End-of-Pregnancy (FCEP) option under the Children's Health Insurance Program (CHIP), previously known as the CHIP Unborn Child option.

Policy	Status as of July 1, 2024	Summary
Reduced Cost-Sharing: Prescription Drugs	<ul style="list-style-type: none"> ● Prohibits copay accumulator programs. ● Caps the price of insulin or diabetes supplies. ⊗ Does not cap the price of other prescription drugs or medical devices. 	<p>Insurers in Maine must apply waivers, discounts, or third-party payments for covered prescription drugs toward the enrollee’s cost-sharing requirements when no generic alternative is available, or when a generic is available but access to a brand-name drug is obtained through prior authorization, step therapy, or the insurer’s exemptions and appeals process. Maine also caps the out-of-pocket cost for a 30-day prescription of insulin at \$35.00, and operates the Maine Insulin Safety Net Program, which offers discounted emergency insulin to eligible residents.</p>
Reduced Cost-Sharing: High Value Services	<ul style="list-style-type: none"> ● Mandates private insurers cover USPSTF recommended preventive services without cost-sharing. ● Waives or reduces cost-sharing for an annual mental health exam in private health plans. ● Provides coverage and/or waives or reduces cost-sharing for select maternal and reproductive health services. ● Mandates coverage for some cancer screening services without cost-sharing. ⊗ Insurance design does not include cost-saving measures to mitigate health disparities.* 	<p>Maine requires health insurance carriers to provide coverage for an annual behavioral health office visit without cost sharing, and prohibits applying any deductible or coinsurance to the second and third behavioral health office visits in a plan year. Starting January 1, 2025, all health benefit plans issued in Maine will be required to cover infertility diagnosis, in vitro fertilization, and fertility preservation services. Additionally, Maine mandates that all health benefit plans provide coverage for abortions and abortion-related services without cost-sharing.</p> <p>Insurers in Maine are required to cover screening mammograms, diagnostic breast examinations, and supplemental breast examinations without cost-sharing.</p>
Medical Debt Prevention	<ul style="list-style-type: none"> ● Mandates hospitals and other health care providers provide free or discounted care with set eligibility criteria for low-income patients (see notes). ● Mandates health care providers screen patients for insurance eligibility or charity care. ● Mandates health care providers notify patients of charity care options before collecting payment. ● Retroactively extends Medicaid benefits ninety days prior to application date for all enrollees. ⊗ Has not authorized all qualified entities to provide presumptive eligibility for all adults in Medicaid. ● Has prohibited or effectively eliminated short-term, limited duration health plans. ● Requires transparency in spending for community benefit programs. 	<p>Maine requires hospitals to provide services free of charge to patients earning up to 150% FPL. In May 2024, the state house passed ME LD1955 to be enacted in concurrence, which would increase the income threshold to 200% FPL. However, as of July 2024, it has not been signed by the governor.</p> <p>STLD health plans aren't explicitly banned in the state, but strict regulations have effectively removed them from the market.</p>

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Expanded Coverage— Medicaid	<ul style="list-style-type: none">  Expanded Medicaid income eligibility to 138% FPL.  Does not offer a basic health plan or other affordable coverage option for residents with incomes below 200% FPL.*  Has not authorized 12-month continuous eligibility for adult Medicaid enrollees.  Includes 12 months of postpartum care in Medicaid benefits.  Does not provide select Medicaid services to justice-involved people up to 90 days before release.*  Medicaid policy explicitly includes coverage for gender-affirming services.  Offers extensive dental, vision, or hearing coverage in Medicaid benefits.  Does not offer state-based premium subsidies. 	<p>Maine Medicaid covers eye exams for adults but only covers one pair of eyeglasses per lifetime for adults; covers hearing aids and other hearing devices for adults; and offers some dental coverage for extraction, dentures, root canals, restorative (both fillings and crowns), preventive, and diagnostic services.</p> <p>Maine has established statutory language ensuring that its Medicaid program includes gender-affirming care in the benefits package.</p>
Expanded Coverage— Immigrant Coverage	<ul style="list-style-type: none">  Offers coverage for lawfully residing immigrant children or pregnant people without a five-year bar.  Covers pregnancy-related services through the CHIP “From-Conception-to-End-of-Pregnancy” (FCEP) Option.  Offers an affordable coverage option for undocumented immigrant children.  Offers an affordable coverage option for some, but not all, undocumented immigrant adults (see notes). 	<p>Maine offers one year of post-pregnancy coverage for people with income at or below 213% FPL regardless of immigration status, as well as comprehensive Medicaid-like coverage for children/young adults younger than 21 with incomes at or below 300% FPL regardless of immigration status through the MaineCare for Kids program.</p>

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