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**STATE OF OREGON
OREGON HEALTH AUTHORITY
HEALTH POLICY AND ANALYTICS DIVISION
SUSTAINABLE HEALTH CARE COST GROWTH TARGET PROGRAM**

In the Matter of:

UnitedHealthcare Insurance
Company, a Connecticut Business
Corporation

For the Cost Growth Target
measurement period: 2022-2023

Agency No. **CGT-2024-PAYER-19**

**NOTICE OF PROPOSED DETERMINATION
AND RIGHT TO REQUEST A HEARING**

Oregon Health Authority's (OHA) Sustainable Health Care Cost Growth Target Program (CGT) is tasked with monitoring the cost of health care in Oregon and holding payers and provider organizations accountable for cost growth that exceeds the annual target with statistical confidence and without an acceptable reason. The CGT is governed by Oregon Revised Statutes (ORS) 442.385 through 442.386 and Oregon Administrative Rules (OAR) Chapter 409, Division 65.

Per ORS 442.386 and OAR 409-065-0035, OHA reviews underlying cost drivers and reasons for cost growth and makes a determination as to whether such conditions or factors, or combination of such conditions or factors, suffices as reasonable cause for an entity to exceed the cost growth target for the measurement period.

Now, therefore, upon due consideration of the circumstances, including the mandatory cost growth target data submissions, supplemental information provided by the entity, and the entirety of OHA's record, OHA enters the following Notice of Proposed Determination.

Procedural History and Findings of Fact

1. OHA's CGT conducted its cost growth review under OAR 409-065-0035, which requires that OHA conduct analyses to understand potential systematic causes or other factors that might result in payers or provider organizations exceeding the cost growth target. The cost growth target for 2021 through 2025 is 3.4%.¹
2. UnitedHealthcare Insurance Company, a Connecticut Business Corporation ("UnitedHealthcare") is a Commercial payer in Oregon and is a mandatory reporter under OAR 409-065-0010.
 - a. On or around April 16, 2024, OHA notified UnitedHealthcare that it was subject to the cost growth target program for the 2024 data cycle, with a data submission due date of September 6, 2024.
 - b. On or around September 6, 2024, UnitedHealthcare submitted its mandatory data submission (CGT-1) to OHA.
 - c. OHA generated an initial data validation summary on or around September 10, 2024, which revealed issues that required a resubmission.
 - d. OHA and UnitedHealthcare met on September 16, 2024 to discuss issues with the version 1 submission.
 - e. UnitedHealthcare resubmitted the CGT-1 data (version 2) file on or around September 30, 2024.

¹ The cost growth target value for 2021-2025 was established by the Cost Growth Target Implementation Committee, as documented in their January 2021 Recommendations Report.
<https://www.oregon.gov/oha/HPA/HP/HCCGBDocs/Cost%20Growth%20Target%20Committee%20Recommendations%20Report%20FINAL%2001.25.21.pdf>

- f. OHA generated a data validation summary for version 2 on or around September 30, 2024. On or around October 4, 2024 OHA notified UnitedHealthcare of the need to resubmit their file with corrections.
- g. UnitedHealthcare resubmitted its CGT-1 data file (version 3) on or around October 18, 2024. On or around October 18, 2024, OHA notified UnitedHealthcare of an issue with the file. UnitedHealthcare corrected the issue identified and submitted the file (version 4) the same day.
- h. OHA generated a data validation summary for version 4 on or around October 21, 2025. On or around October 28, 2025, OHA requested a resubmission due to additional issues identified.
- i. On or around November 11, 2024, UnitedHealthcare resubmitted its file (version 5) to OHA. On or around November 12, 2024, OHA generated a data validation summary for version 5.
- j. On or around December 5, 2024, OHA and UnitedHealthcare met to discuss version 5 data validation.
- k. On or around December 13, 2024, UnitedHealthcare resubmitted its CGT-1 file (version 6). On or around December 16, 2024, OHA generated a data validation summary for version 6.
- l. On or around December 19, 2024, OHA sent questions on version 6 to UnitedHealthcare. On February 20, 2025, following extended email discussion of OHA's questions, OHA requested a resubmission.
- m. On or around March 7, 2025, UnitedHealthcare submitted version 7 of its file. OHA generated a data validation output for version 7 on or around March 14, 2025.
- n. OHA and UnitedHealthcare met to discuss the updated file on or around March 14, 2025.
- o. UnitedHealthcare resubmitted its CGT-1 data file (version 8) on or around March 21, 2025 to address issues identified during the March 14, 2025, meeting.

- p. OHA generated a data validation output for version 8 on or around March 24, 2025. On or around March 25, 2025, OHA requested an updated file to address data issues identified in version 8.
 - q. UnitedHealthcare and OHA met on April 21, 2025 to discuss methodology updates UnitedHealthcare was implementing.
 - r. On or around April 25, 2025, UnitedHealthcare resubmitted its CGT-1 file (version 9). OHA generated a data validation output for version 9 on or around April 25, 2025.
 - s. On or around May 1, 2025, OHA sent UnitedHealthcare a letter regarding questions about on version 9. UnitedHealthcare responded to OHA on or around May 9, 2025.
 - t. On or around May 9, OHA accepted the version 9 file as valid at the payer level and sufficient for inclusion in the annual Health Care Cost Trends report.
3. OHA identified UnitedHealthcare as having cost growth over the target between calendar years 2022 and 2023 for the following market: **Commercial, 5.5%.**
4. Per OAR 409-065-0035(3), on or around May 29, 2025, OHA notified UnitedHealthcare that:
- a. it had exceeded the cost growth target for the 2022-2023 measurement period;
 - b. UnitedHealthcare's cost growth target performance would be reported publicly in OHA's 2025 Cost Growth Target Annual Report for the 2022-2023 cost growth measurement period²; and
 - c. A determination of reasonableness process was required following an initial review of cost growth target data and other available information.
5. On June 30, 2025, OHA met with UnitedHealthcare to discuss potential reasons for its excess cost growth for Commercial from 2022-2023. Attached as Exhibit

² This report was released publicly on or around June 5, 2025.

A, and incorporated herein by reference, is a list of meeting information and participants.

6. Following the June 30, 2025, meeting, UnitedHealthcare provided additional documentation to OHA containing details and supplemental information on the reasons for its growth.

Findings of Determining Reasonableness Process

As a result of the reasonableness discussion and data review process, OHA identified the following major cost drivers for UnitedHealthcare from 2022-2023:

1. **Rebound in utilization of hospital outpatient services following the COVID-19 pandemic.** During the COVID-19 pandemic, many patients delayed necessary care. As the pandemic eased, they returned for care, sometimes for illnesses that could have been identified and treated earlier and were more severe as a result. In 2023, these patients had increased service utilization, which drove up cost growth during this period.

PROPOSED DETERMINATION

1. Following a review of CGT data and additional information on health care spending, OHA has determined that UnitedHealthcare's health care cost growth for the Commercial market from 2022-2023 was **due to acceptable reason(s)**. UnitedHealthcare will not be held accountable for cost growth in this measurement period and no further action is required for this measurement period. Attached as Exhibit B is a running summary of UnitedHealthcare's cost growth performance over time

Dated this 31 day of October 2025.

By:



Sarah Bartelmann, MPH
Cost Programs Manager
Oregon Health Authority

IMPORTANT NOTICES

PETITION FOR RECONSIDERATION: You may file a Petition for Reconsideration (“Petition”) pursuant to OAR 409-065-0050 within 30 days from the date this proposed order was mailed (See the “Date Mailed” on the first page). The Petition must include the specific grounds for reconsideration, and may be supported by written argument or attachments explaining why you believe OHA erred in its decision. This Petition will initiate an informal review process under OAR 409-065-0050.

The Petition must be submitted via email to HealthCare.CostTarget@oha.oregon.gov.

NOTICE OF RIGHT TO REQUEST A HEARING: You are entitled to a hearing as provided by the Administrative Procedures Act (chapter 183, Oregon Revised Statutes), OAR 409-065-0050 and OAR 137-070-0075. You are entitled to be represented by an attorney at the hearing. Legal aid organizations may be able to assist a party with limited resources. The Oregon Health Authority will be represented by an Assistant Attorney General from the Oregon Department of Justice.

To request a contested case hearing, your request must be in writing and must be received within twenty (20) calendar days from the date this Order was personally served, mailed, or electronically transmitted to you, based on the date at the top of this document.

A request sent by U.S. mail is “received” on the date it is postmarked. Your request may also be emailed. Your request should be sent to:

HealthCare.CostTarget@oha.oregon.gov

or

421 SW Oak Street, Suite 875
Attn: Cost Growth Target Program
Portland, OR 97204

If you submit a request for a contested case hearing, you will be notified of the time and place of the hearing. Information on the hearing process will be provided to you in accordance with ORS 183.413(2). Any hearing will be conducted by an administrative law judge from the Office of Administrative Hearings, assigned as required by ORS 183.635.

If you fail to request a hearing within the time allowed, if you request a hearing and subsequently withdraw your request for a hearing, if you request a hearing and fail to appear for the hearing, or if a hearing is scheduled and you later notify OHA that you will not appear at the specified time and place, you will have waived your right to a hearing, and this proposed order will become a final order by default. If OHA issues a final order by default, it designates its file on this matter, including all materials that you have submitted relating to this matter, as the record in this case for purposes of proving a prima facie case.

NOTICE TO ACTIVE DUTY SERVICEMEMBERS: Active-duty service members have a right to stay these proceedings under the federal service members Civil Relief Act. For more information contact the Oregon State Bar at 800-452-8260, the Oregon Military Department at 503-584-3571, or the nearest United States Armed Forces Legal Assistance Office through <http://legalassistance.law.af.mil>. The Oregon Military Department does not have a toll-free telephone number.

Exhibit A: Meeting Dates and Participants

Meeting Date	Participants
June 30, 2025	OHA: Sarah Bartelmann, Margaret Munroe, Sam Smith, UnitedHealthcare: Michael Fields, Peter Hindle, Chi Ho, Susannah Hough, Richa Kapadia, Ana Morales, Casey Pham, Sheela Tallman

Exhibit B: Cost Growth Target Performance Over Time

UnitedHealthcare's Commercial Cost Growth

Measurement Year	Cost Growth %	Status	Determination
2021-2022	-0.9%	Met	N/A
2022-2023	5.5%	Not Met	Reasonable