

119TH CONGRESS  
1ST SESSION

# S. 2086

To amend the Employee Retirement Income Security Act of 1974 to allow health marketplace pools to be deemed an employer under section 3(5) of such Act for purposes of offering a group health plan or group health insurance coverage, and for other purposes.

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## IN THE SENATE OF THE UNITED STATES

JUNE 17, 2025

Mr. PAUL introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

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## A BILL

To amend the Employee Retirement Income Security Act of 1974 to allow health marketplace pools to be deemed an employer under section 3(5) of such Act for purposes of offering a group health plan or group health insurance coverage, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Health Marketplace  
5       for All Act of 2025”.

1 **SEC. 2. HEALTH MARKETPLACE POOLS DEEMED AN “EM-**  
2 **PLOYER” FOR PURPOSES OF OFFERING**  
3 **GROUP HEALTH PLANS OR GROUP HEALTH**  
4 **INSURANCE COVERAGE.**

5 (a) DEFINITION OF EMPLOYER.—Section 3(5) of the  
6 Employee Retirement Income Security Act of 1974 (29  
7 U.S.C. 1002(5)) is amended by adding at the end the fol-  
8 lowing: “Such term shall be deemed to include, for pur-  
9 poses of offering a group health plan (as defined in section  
10 733(a)(1)) or group health insurance coverage (as defined  
11 in section 733(b)(4)) (which, notwithstanding any other  
12 provision of law, may include such a plan or coverage cov-  
13 ering prescription or nonprescription drugs as the only  
14 benefit offered by the plan or coverage in accordance with  
15 section 736(b)(5)(B)), any entity that meets the require-  
16 ments under section 736(b).”.

17 (b) GROUP HEALTH PLANS AND GROUP HEALTH IN-  
18 SURANCE COVERAGE.—Part 7 of subtitle B of title I of  
19 the Employee Retirement Income Security Act of 1974  
20 (29 U.S.C. 1181 et seq.) is amended by adding at the end  
21 the following:

1 **“SEC. 736. HEALTH MARKETPLACE POOLS DEEMED AN ‘EM-**  
 2 **PLOYER’ FOR PURPOSES OF OFFERING**  
 3 **GROUP HEALTH PLANS OR GROUP HEALTH**  
 4 **INSURANCE COVERAGE.**

5 “(a) IN GENERAL.—An entity (referred to in this sec-  
 6 tion as a ‘health marketplace pool’) that meets the require-  
 7 ments under subsection (b) shall be deemed an employer  
 8 under section 3(5) for purposes of offering a group health  
 9 plan or group health insurance coverage (which, notwith-  
 10 standing any other provision of law, may include such a  
 11 plan or coverage covering prescription or nonprescription  
 12 drugs as the only benefit offered by the plan or coverage  
 13 in accordance with subsection (b)(5)(B)).

14 “(b) REQUIREMENTS FOR HEALTH MARKETPLACE  
 15 POOLS.—The requirements under this subsection are each  
 16 of the following:

17 “(1) ORGANIZATION.—The health marketplace  
 18 pool shall—

19 “(A) be formed and maintained in good  
 20 faith for a purpose that includes the formation  
 21 of a risk pool in order to offer group health in-  
 22 surance coverage or a group health plan to its  
 23 members; and

24 “(B) not condition membership in the  
 25 health marketplace pool on any health status-  
 26 related factor relating to an individual (includ-

ing an employee of an employer or a dependent  
of an employee).

“(2) OFFERING GROUP HEALTH PLANS AND  
GROUP HEALTH INSURANCE COVERAGE.—

“(A) DIFFERENT GROUPS.—

“(i) IN GENERAL.—The health marketplace pool, which may be in conjunction with a health insurance issuer that offers group health insurance coverage through the health marketplace pool, shall make available a group health plan or group health insurance coverage to all members of the health marketplace pool (and, in the case of members that are employers, employees of the employers) at rates that—

“(I) are established by the health marketplace pool, or a health insurance issuer contracting with such health marketplace pool, on a policy or product specific basis; and

“(II) subject to sections 701 and 702, may vary for individuals covered through the health marketplace pool.

“(ii) PERMISSIBLE COVERAGE FOR  
DEPENDENTS.—Such group health plan or

1 group health insurance coverage may be  
2 made available under clause (i) to any de-  
3 pendents of members of the health market-  
4 place pool or dependents of employees of  
5 employers that are such members.

6 “(B) NONDISCRIMINATION IN COVERAGE  
7 OFFERED.—

8 “(i) IN GENERAL.—Subject to clause  
9 (ii), the health marketplace pool may not  
10 offer coverage under a group health plan  
11 or group health insurance coverage to a  
12 member of the health marketplace pool un-  
13 less the same coverage is offered to all  
14 such members of the health marketplace  
15 pool.

16 “(ii) CONSTRUCTION.—Nothing in  
17 this subsection shall be construed as re-  
18 quiring a health insurance issuer or group  
19 health plan to provide coverage outside the  
20 service area of the issuer or plan, or pre-  
21 venting a health insurance issuer or group  
22 health plan from underwriting or from ex-  
23 cluding or limiting the coverage on any in-  
24 dividual, subject to the requirements under  
25 sections 701 and 702.

1                   “(C) ASSUMPTION OF RISK.—The health  
2                   marketplace pool may provide—

3                   “(i) group health insurance coverage  
4                   through a contract with a health insurance  
5                   issuer; or

6                   “(ii) a group health plan through self-  
7                   insurance.

8                   “(3) GEOGRAPHIC AREAS.—Nothing in this  
9                   subsection shall be construed as preventing the es-  
10                  tablishment and operation of more than 1 health  
11                  marketplace pool in a geographic area or as limiting  
12                  the number of health marketplace pools that may  
13                  operate in any area.

14                  “(4) PROVISION OF ADMINISTRATIVE SERVICES  
15                  TO PURCHASERS.—The health marketplace pool may  
16                  provide administrative services for members. Such  
17                  services may include accounting, billing, and enroll-  
18                  ment information.

19                  “(5) DRUG COVERAGE.—The group health plan  
20                  or group health insurance coverage offered by the  
21                  health marketplace pool may offer—

22                  “(A) drug coverage, including coverage of  
23                  over-the-counter drugs, in combination with  
24                  other benefits covered by the group health plan  
25                  or group health insurance coverage; or

“(B) notwithstanding any other provision of law, drug coverage, including coverage of over-the-counter drugs, as the only benefit covered by the group health plan or group health insurance coverage.

“(6) MEMBERS.—

“(A) IN GENERAL.—With respect to an individual who is a member of the health marketplace pool—

“(i) the individual may enroll for coverage under the group health plan or group health insurance coverage offered by the health marketplace pool (including, if applicable, enrollment for coverage for a dependent of such individual); or

“(ii) the employer of the individual may enroll the individual for coverage under the group health plan or group health insurance coverage offered by the health marketplace pool (including, if applicable, enrollment for coverage for a dependent of such individual).

“(B) ELIGIBILITY.—An individual shall be eligible to be a member of the health marketplace pool if such individual is—

1 “(i) a member of an entity that estab-  
 2 lishes or joins the health marketplace pool  
 3 (or a dependent of such a member, as ap-  
 4 plicable);

5 “(ii) an employee of a member of an  
 6 entity described in clause (i) (or a depend-  
 7 ent of such an employee, as applicable); or

8 “(iii) an employee of an entity (or a  
 9 dependant of such an employee, as applica-  
 10 ble) controlled by a member of an entity  
 11 described in clause (i).

12 “(C) RULES FOR ENROLLMENT.—Nothing  
 13 in this paragraph shall preclude the health mar-  
 14 ketplace pool from establishing rules of enroll-  
 15 ment and reenrollment of members. Such rules  
 16 shall be applied consistently to all members  
 17 within the health marketplace pool and shall  
 18 not be based in any manner on health status-  
 19 related factors in accordance with sections 701  
 20 and 702.

21 “(c) DETERMINATION OF EMPLOYER AND JOINT EM-  
 22 PLOYER STATUS.—Participating in or facilitating a group  
 23 health plan or group health insurance coverage under this  
 24 section shall not be construed as establishing under any  
 25 Federal or State law—



1           “(1) an employer relationship for any purpose  
2           other than offering the group health plan or group  
3           health insurance coverage; or

4           “(2) a joint employer relationship for any pur-  
5           pose.

6           “(d) DEFINITION.—In this section, the term ‘depend-  
7           ent’, as applied to a group health plan or group health  
8           insurance coverage offered in a State, shall have the mean-  
9           ing applied to such term with respect to such plan or cov-  
10          erage under the State law applying to such plan or cov-  
11          erage. Such term may include the spouse and children of  
12          the individual involved in accordance with such State  
13          law.”.

14   **SEC. 3. CONFORMING AMENDMENTS.**

15          Section 3 of the Employee Retirement Income Secu-  
16          rity Act of 1974 (29 U.S.C. 1002) is amended—

17               (1) in paragraph (6), by inserting before the pe-  
18               riod “, except (with respect to an entity meeting the  
19               requirements under section 736(b)) such term in-  
20               cludes any member of such entity”;

21               (2) in paragraph (21)—

22                       (A) in subparagraph (A), by striking “sub-  
23                       paragraph (B)” and inserting “subparagraphs  
24                       (B) and (C)”;

25                       (B) by adding at the end the following:

1       “(C) With respect to a person that is a member of  
 2 an entity (referred to in section 736 and this subpara-  
 3 graph as a ‘health marketplace pool’) that meets the re-  
 4 quirements of section 736(b) and offers a group health  
 5 plan (as defined in section 733(a)(1)) or group health in-  
 6 surance coverage (as defined in section 733(b)(4)) (which,  
 7 notwithstanding any other provision of law, may include  
 8 such a plan or coverage covering prescription or non-  
 9 prescription drugs as the only benefit offered by the plan  
 10 or coverage), membership in the health marketplace pool  
 11 shall not by itself cause the person to be a fiduciary with  
 12 respect to the group health plan or group health insurance  
 13 coverage.”; and

14               (3) in paragraph (40)(A)—

15                       (A) in clause (ii), by striking “, or” and in-  
 16                       serting “,”;

17                       (B) in clause (iii), by striking the period  
 18                       and inserting “, or”; and

19                       (C) by adding at the end the following:

20                       “(iv) as a group health plan (as defined in sec-  
 21                       tion 733(a)(1)), or group health insurance coverage  
 22                       (as defined in section 733(b)(4)), offered by an enti-  
 23                       ty meeting the requirements under section 736(b)  
 24                       (which, notwithstanding any other provision of law,  
 25                       may include such an entity offering such a plan or

1 coverage covering prescription or nonprescription  
2 drugs as the only benefit offered by the plan or cov-  
3 erage).”.

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