

The Disability and Aging Collaborative &



April 28, 2025

The Honorable Brett Guthrie
Chairman
Energy & Commerce Committee
U.S. House of Representatives
Washington, DC 20515

The Honorable Frank Pallone
Ranking Member
Energy & Commerce Committee
U.S. House of Representatives
Washington, DC 20515

Dear Chairman Guthrie, Ranking Member Pallone, and Members of the Energy & Commerce Committee:

The undersigned members of the Disability and Aging Collaborative (DAC), the Health and Long-Term Services and Supports Task Forces of the Consortium for Constituents with Disabilities (CCD), and allied organizations write to **urge you to exclude Medicaid cuts, work requirements, or any changes that limit funding or eligibility, from budget reconciliation or other legislation.** People with disabilities, older adults, family caregivers and their children, direct care workers, and other low-income individuals and families depend on Medicaid every day for their health, safety, and independence. Medicaid enables our communities to go to work and to care for their loved ones. It is our communities' lifeline, and we cannot afford for any part of it to be cut.

We are deeply concerned that the policies under consideration by the Energy and Commerce Committee to meet its reconciliation instructions to cut spending by at least \$880 billion will gut the Medicaid program and take away care from millions of people. Medicaid is already lean and efficient. Funding cuts, caps, or changes that limit eligibility for or make it harder to enroll in or maintain coverage threaten the longstanding Medicaid guarantee for people with disabilities, older adults and their families. Medicaid is critical not only as primary coverage for health care, it is also the primary payer for long-term services and supports (LTSS) that support people with disabilities and older adults. Furthermore, cuts to Medicaid are cuts to Medicare, as Medicaid protects low-income people with Medicare from deep poverty by helping with their out-of-pocket costs and covering benefits that Medicare does not, including dental, vision, hearing and non-emergency medical transportation.

For many people with disabilities and older adults, accessing timely needed care is a life or death matter and Medicaid is the only program that can meet their needs. We strongly oppose Medicaid cuts in any form, whether it is done by imposing work requirements, repealing the eligibility and enrollment rule, imposing spending caps on states, cutting the federal medical assistance percentage (FMAP) for any part of the program, or further limiting the way states fund their share

of Medicaid costs. These proposals all lead to the same result: people with disabilities and older adults will lose care and support that keep them healthy and independent.

Cutting Medicaid by Making It Harder to Enroll and Keep Coverage

Work Requirements

Work requirements take away coverage from people who are eligible for Medicaid and have no other insurance options, including people with disabilities, older adults, their caregivers, and direct care workers. Such requirements do not increase employment but instead create costly red tape that puts people with disabilities at particular risk of losing coverage¹ and waste millions of dollars² that could be used to provide additional Medicaid services or other employment supports such as affordable child care and aging and disability care.

Most working age adults enrolled in Medicaid already work. Many of those not doing paid work are either caregivers or persons with chronic conditions or disabilities (who might either be temporarily unable to work or require supportive services to find and keep a job). Furthermore, Medicaid helps people with disabilities work, by providing them with health care and other important employment supports, such as rehabilitative and habilitative services. People with disabilities, older adults, and their caregivers cannot be effectively “carved out” of work requirements, and will be inevitably harmed. Exemption processes are complicated, expensive, and fundamentally flawed.³ Identifying exactly what qualifies as a disability, ensuring that people know how to request an exemption, and creating an accessible pathway to receive such an exemption has proven both misguided and unworkable.

The administrative burden on states also wastes millions that could have gone to cover health care services or dependent care that actually helps people work. Even worse, as Georgia’s experience demonstrates, work requirements delay access to care for *all* Medicaid enrollees. Not only does this red tape prevent thousands of people with disabilities and caregivers from using Medicaid, it also slows down application processing across the program, as well as enrollment in other key anti-poverty programs, like SNAP, that older adults and people with disabilities rely on.⁴

Ending Policies that Streamline Eligibility and Enrollment

Newly enacted policies are removing bureaucratic hurdles that are costly for states to administer and make it difficult for older adults and people with disabilities who are eligible for Medicaid to get and keep coverage. For example, repealing the Streamlining Eligibility and Enrollment Rule would allow states to cut people with disabilities and older adults off Medicaid by requiring more frequent eligibility determinations and eliminating protections for continuous coverage. It would also make it harder to access HCBS for people who have to deduct their out-of-pocket expenses to qualify, leading to worse health outcomes and costlier care in the future. Taking away people’s

¹David Machledt, NHeLP, “Unfit” to Work? How Medicaid Work Requirements Hurt People with Disabilities (Dec. 2024), <https://healthlaw.org/resource/unfit-to-work-how-medicaid-work-requirements-hurt-people-with-disabilities-2/>.

²Andy Miller & Renuka Rayasam, KFF Health News, “Georgia’s Medicaid Work Requirements Costing Taxpayers Millions Despite Low Enrollment” (March 20, 2024), <https://kffhealthnews.org/news/article/georgia-medicaid-work-requirements-experiment-high-cost-low-enrollment/>

³*Id.*; Kali Grant et al., *Unworkable & Unwise: Conditioning Access to Programs that Ensure a Basic Foundation for Families on Work Requirements*, 43 (2019), <https://www.georgetownpoverty.org/wp-content/uploads/2019/02/Unworkable-Unwise-20190201.pdf>.

⁴KFF Health News, Georgia’s Work Requirement Slows Processing of Applications for Medicaid, Food Stamps (Dec. 5, 2024), <https://kffhealthnews.org/news/article/georgia-work-requirement-medicaid-food-stamps/>.

health care through red tape is never acceptable and we oppose repeal of the Streamlining rule or any other measures that protect access to Medicaid.

Cutting Medicaid Funding Will Harm People with Disabilities and Older Adults

Per Capita Caps or Block Grants

Limiting federal Medicaid spending through per capita caps or block grants would shift costs to states, creating huge holes in state budgets. This would likely force states to reduce or eliminate coverage and services for people with the highest cost needs: older adults and people with disabilities who need long-term services and supports. Medicaid enrollees who rely on LTSS comprise only 6% of Medicaid enrollees, but use 37% of Medicaid expenditures.⁵ The result would be devastating cuts to the programs low-income older adults and people with disabilities rely on.

- **Cuts to home and community-based services (HCBS).** States are likely to cut HCBS first when facing reduced budgets because Medicaid law does not require most HCBS to be covered and HCBS [comprise over half of all optional state Medicaid spending](#). States could eliminate HCBS programs altogether or reduce waiver slots, meaning more people on waitlists for longer periods of time. These cuts put over 7 million people with disabilities and older adults at risk of not getting the support they need to live in the community and will harm their health. Cuts to HCBS also harm families who have to reduce hours or leave their jobs to care for loved ones.
- **Harm to nursing facility residents.** Two-thirds of people living in nursing facilities rely on Medicaid. If federal funding is cut, access to and quality of nursing facility care would be jeopardized. Many older adults with long-term care needs would be left with limited—and, in some cases, no other comparable options—as states will be unable to fill the funding gap and nursing facilities will close.
- **Worsening workforce shortages.** States will also have to cut provider rates to make up for funding losses. This will greatly exacerbate the direct care workforce shortage, making it even harder to access HCBS and putting nursing facility residents at risk of harm from insufficient staffing.
- **Taking away coverage.** States could respond to funding cuts by tightening eligibility criteria and setting enrollment caps on additional programs. These cuts would harm older adults and people with disabilities who rely on Medicaid for their own health and long-term care, as well as their families, friends, and caregivers—both paid and unpaid.

Future Medicaid cuts would be far easier to make, by simply dialing down or freezing federal spending growth rates from year to year, if the federal financing structure is capped.

Cutting the Federal Medical Assistance Percentage (FMAP)

Whether eliminating the enhanced FMAP for Medicaid Expansion or removing the federal minimum match of 50% for all states, the result of cutting the federal government's share of Medicaid costs and shifting the burden to states would be devastating for people with disabilities and older adults. As with caps and block grants, states would have less money in their budgets and be forced to cut HCBS, tighten eligibility, and reduce provider payments. Furthermore, several

⁵ Priya Chidambaram and Alice Burns, KFF, *How Many People Use Medicaid Long-Term Services and Supports and How Much Does Medicaid Spend on Those People?* (Aug. 14, 2023), <https://www.kff.org/medicaid/issue-brief/how-many-people-use-medicaid-long-term-services-and-supports-and-how-much-does-medicaid-spend-on-those-people/>.

states would automatically end their Medicaid Expansion⁶, taking away coverage from millions of people with disabilities and chronic conditions, older adults, and paid and unpaid caregivers who do not qualify for other Medicaid categories and have no other source of health insurance.

Restricting How States Fund Their Share of Medicaid Costs

States use a variety of revenues to maximize their ability to meet the Medicaid needs of their state. Every state uses provider and insurer taxes -- they are and have been integral to Medicaid funding for decades. Further restricting allowable provider taxes or other revenue sources would create huge budget deficits for states. As with any Medicaid funding cut, the only way states can respond is by taking away coverage and services. HCBS and other services that people with disabilities and older adults rely on will be the first on the chopping block.

Conclusion

Access to Medicaid is a matter of life, death, and independence for millions of Americans with disabilities, older adults, and their families and friends. **We strongly oppose per capita caps, block grants, work requirements, restrictions on eligibility, barriers to enrollment and any other cuts or harmful changes to the Medicaid program.** The result is the same: taking away coverage from people with disabilities, older adults, and others who cannot otherwise afford health care and long-term services and supports. We will oppose cuts in every form because they will all harm people with disabilities and older adults. If you have any questions, contact Nicole Jorwic, nicole@caringacross.org; Natalie Kean, nkean@justiceinaging.org; Jennifer Lav, lav@healthlaw.org; and Elise Aguilar, eaguilar@ancor.org.

Sincerely,

111 National Organizations:

ACA Consumer Advocacy

Access Care Anywhere

Access Ready Inc.

ACLU

ADA Watch/Coalition for Disability Rights & Justice (CDRJ)

ADAPT National

AFT: Education, Healthcare, Public Services

Allies for Independence

American Association of People with Disabilities

American Association on Health and Disability

American Federation of State, County and Municipal Employees (AFSCME)

American Foundation for the Blind

American Geriatrics Society

American Music Therapy Association

American Network of Community Options and Resources

American Speech-Language-Hearing Association

American Therapeutic Recreation Association

Amputee Coalition

⁶Adam Searing, Georgetown CCF, *Federal Funding Cuts to Medicaid May Trigger Automatic Loss of Health Coverage for Millions of Residents of Certain States* (Nov. 27, 2024). <https://ccf.georgetown.edu/2024/11/27/federal-funding-cuts-to-medicaid-may-trigger-automatic-loss-of-health-coverage-for-millions-of-residents-of-certain-states/#71ded725-43af-4bad-9cc0-f88522f80725>

Asian & Pacific Islander American Health Forum
Assistive Technology Law Center
Association of University Centers on Disabilities
Autism Society of America
Autistic Self Advocacy Network
Autistic Women & Nonbinary Network
Bazelon Center for Mental Health Law
Care in Action
Caring Across Generations
Center for Health Law and Policy Innovation
Center for Law and Social Policy (CLASP)
Center for Medicare Advocacy
Center for Public Representation
Christopher & Dana Reeve Foundation
Coalition on Human Needs
CommunicationFIRST
Community Catalyst
Community Change Action
CSH
Disability Belongs
Disability Rights Education and Defense Fund (DREDF)
Diverse Elders Coalition
Doctors for America
DQIA Disabled Queers In Action
Epilepsy Foundation of America
Families USA
Family Caregiver Alliance, National Center on Caregiving
Family Values @ Work
Family Values@Work Action
Gerontological Society of America
GO2 for Lung Cancer
Hand in Hand: The Domestic Employers Network
Health Care for America Now (HCAN)
Huntington's Disease Society of America
IEC (Institute for Exceptional Care)
Justice in Aging
Lakeshore Foundation
LeadingAge
League of United Latin American Citizens (LULAC)
Legal Action Center
Little Lobbyists
Lutheran Services in America
MEAction
Meals on Wheels America
Medicare Rights Center
MomsRising
Muscular Dystrophy Association

NASTAD

National Advocacy Center of the Sisters of the Good Shepherd

National Alliance for Caregiving

National Association of Councils on Developmental Disabilities

National Association of Local Long Term Care Ombudsman (NALLTCO)

National Association of Nutrition and Aging Services Programs (NANASP)

National Association of Social Workers (NASW)

National Association of State Long-Term Care Ombudsman Programs

National Association of Statewide Independent Living Councils

National Center for Disability, Equity, and Intersectionality

National Center for Parent Leadership, Advocacy, and Community Empowerment (National PLACE)

National Consumer Voice for Quality Long-Term Care

National Council of Jewish Women

National Council on Aging

National Council on Independent Living

National Disability Institute

National Disability Rights Network (NDRN)

National Domestic Workers Alliance

National Down Syndrome Congress

National Health Law Program

National Partnership for Women & Families

National Resource Center on Domestic Violence

National Women's Law Center

NETWORK Lobby for Catholic Social Justice

Network of Occupational Therapy Practitioners with Disabilities and Supporters (NOTPD)

New Disabled South

OT Leaders and Legacies Society

PHI

Service Employees International Union

Southeast Asia Resource Action Center (SEARAC)

Supermajority

The Arc of the United States

The Kelsey

Touch the Future Inc

Tourette Association of America

Triage Cancer

UnidosUS

Union for Reform Judaism

United Spinal Association

Upturn

USAging

VOR - A Voice Of Reason

Well Spouse Association

Wilson Clinical Services, PLLC.

World Institute on Disability

Young Center for Immigrant Children's Rights

325+ State and Local Organizations:

Alabama

Alabama Disability Advocacy Program (ADAP)

Alaska

907 Initiative

Access Alaska, Inc.

Alaska Association on Developmental Disabilities

Christians for Equality

Disability Law Center of Alaska

Governors Council on Disabilities and Special Education

Hope Community Resources

Independent Living Center

Peer peer

Southeast Alaska Independent Living, Inc. (SAIL)

Statewide Independent Living Council of Alaska

Stone Soup Group

The Alaska Christian Conference

Arizona

Ability360

Arizona Association of Providers for People with Disabilities

Arizona Autism Coalition

Arizona Developmental Disabilities Planning Council

Care 4 the Caregivers

Disability Rights Arizona

Raising Special Kids

The Arc of Arizona

The Arc of Tempe

The Opportunity Tree

William E. Morris Institute for Justice

Arkansas

Spa Area Independent Living Services

Southeast Arkansas Independent Living Services (SAILS)

California

AJL Community Health

Adjoin

AgeForward Coalition

Alzheimer's Los Angeles

Archstone Foundation

California Advocates for Nursing Home Reform

California Alliance for Retired Americans

California Association for Adult Day Services

California Coverage & Health Initiatives

California Disability Services Association

California Elder Justice Coalition

California Foundation for Independent Living Centers

California Health Advocates

California Long-Term Care Ombudsman Association (CLTCOA)

California PACE Association
CalOptima Health
Center For Independence of Individuals with Disabilities
Choice in Aging
Courage California
CRLA Foundation
Disability Rights California
East Bay Legislative Coalition for Intellectual and Developmental Disabilities (EBLC)
East Bay Sanctuary Covenant
Educate. Advocate.
Equality California
Family Caregiver Alliance, National Center on Caregiving
Family Voices of California
FREED Center for Independent Living
Gray Panthers of San Francisco
Helping Hands ADP
Human Services Association
Indivisible Marin
LeadingAge California
Legal Assistance for Seniors
Los Angeles LGBT Center
Marin Center for Independent Living
Meals on Wheels California
NorCal Coalition for Social Connection
Northeast Valley Health Corporation
PathPoint
Placer Independent Resource Services
Rolling Start, Inc. Center for Independent Living
San Diegans for Healthcare Coverage
Senior and Disability Action
Senior Coastsiders
Sonrisas Dental Health
Stanford Settlement, Inc.
Support for Families of Children with Disabilities
The Children's Partnership
The Public Interest Law Project
UDW/AFSCME Local 3930
We Are Not Invisible
Western Center on Law and Poverty

Colorado

Alliance
Center for People with Disabilities
Colorado Center on Law and Policy
Colorado Consumer Health Initiative
Colorado Cross Disability Coalition
Colorado Developmental Disabilities Council
El Grupo Vida, Inc.

Family Voices Colorado
PEAK Parent Center
Show and Tell
The Independence Center

Connecticut

CRJ
Disability Rights Connecticut
PATH CT

District of Columbia

Bread for the City

Delaware

LeadingAge New Jersey & Delaware

Florida

Disability Rights Florida
Florida Health Justice Project

Georgia

9to5 GA
Georgia ADAPT
Georgia Values Action
Indivisible Georgia Coalition
Inspire Positivity Inc
New Disabled South
New Georgia Project Action Fund
Walton Options for Independent Living

Hawaii

Catholic Charities Hawaii
Elderly Affairs Division (Oahu - AAA)
Executive Office on Aging
Hawaii Family Caregiver Coalition
Hawaii Long-Term Care Ombudsman Program
Hawaii Meals on Wheels
Hawaii State Council on Developmental Disabilities
Hawaii Waiver Providers Association
Responsive Caregivers of Hawaii
Statewide Independent Living Council of Hawaii

Idaho

Disability Rights Idaho
Idaho Anti-trafficking Coalition
Idaho Council on Developmental Disabilities
Idaho State Independent Living Council

Illinois

Access Living
Disability Resource Center
EHDOC-J Michael Fitzgerald LP Apartments
Going Home Coalition - The Arc of Illinois
Great Lakes ADA Center
Health Justice Project

Illinois Council on Developmental Disabilities
IMPACT CIL
Institute on Public Policy for People with Disabilities
Legal Council for Health Justice
Supporting Illinois Brothers and Sisters
The Arc of Illinois
The Statewide Independent Living Council of Illinois
Trellus

Indiana

Center for At Risk Elders
Future Choices Inc
Great Lakes ADA Center

Iowa

Disability Rights Iowa
Iowa Developmental Disabilities Council

Kansas

Families Together Inc./Family to Family Health Information Center
Keys for Networking
SKIL Resource Center

Kentucky

Kentucky Equal Justice Center
Kentucky Protection and Advocacy
Independence Alliance

Louisiana

Bayou Land Families Helping Families
Community Provider Association of Louisiana
Families Helping Families of Acadiana
The Arc of Louisiana

Maine

Disability Rights Maine
Great Bay Services
Living Innovations a Service of Mosaic
Maine Council on Aging
Maine Developmental Disabilities Council
Maine Equal Justice
Maine Parent Federation
Residential Resources

Maryland

Accessible Resources for Independence, Inc.
Bay Area Center for Independent Living, Inc.
Maryland Developmental Disabilities Council
Public Justice Center
The Arc Maryland
The Freedom Center
The Parents' Place of MD
Voices of Hope - Maryland

Massachusetts

Boston Center for Independent Living
Community Servings
CRJ
Disability Law Center (MA)
Disability Policy Consortium
Federation for Children with Special Needs
Health Care For All (HCFA)
Health Law Advocates
Independence Associates
LifePath
Massachusetts Law Reform Institute
MassADAPT
MetroWest Center for Independent Living
The PLUS Company, Inc.

Michigan

Center for Civil Justice
Detroit Disability Power
Disability Rights Michigan
Great Lakes ADA Center
Michigan Developmental Disabilities Institute
Michigan United
The Arc Grosse Pointe Harper Woods
The Arc Michigan
The Arc of Macomb County, Inc.

Minnesota

Children's Minnesota
Governor's Council on Developmental Disabilities
Great Lakes ADA Center
Lifeworks Services, Inc.
North Star Policy Consulting
Reach for Resources
Upstream Arts, Inc.

Mississippi

Mississippi Center for Justice

Missouri

Empower Missouri
Heartland Independent Living Center
Independent Living Center of Southeast Missouri
Independent Living Resource Center (ILRC)
Missouri Developmental Disabilities Council
NorthEast Independent Living Services
On My Own, Inc.
Paraquad
Pioneer House
Rural Advocates for Independent Living, Inc.
Southwest Center for Independent Living dba empower: abilities

Montana

ADAPT Montana
Summit Independent Living

Nebraska

Nebraska Association of Service Providers
Ollie Webb Center, Inc.

Nevada

Silver State Equality

New Hampshire

Chesco
Community Partners for Change, Inc
CRJ
Crotched Mountain Community Care
DGL Consulting
Great Bay Services
Independent Services Network
Life Transition Services, LLC.
LifeConnections
Living Innovations a Service of Mosaic
Monadnock Worksource, Inc
Nashua Center
NH Legal Assistance
Opportunity Networks, Inc
Residential Resources
Robi Hill Farm, RWW
Siddharth Services, Inc.
The PLUS Company, Inc.
TruGranite Service Coordination
Visions for Creative Housing Solutions, Inc.

New Jersey

Association for Special Children and Families
Disability Rights New Jersey
Family Voices NJ
LeadingAge New Jersey & Delaware
New Jersey Council on Developmental Disabilities
SPAN Parent Advocacy Network
The Arc of New Jersey

New Mexico

Centro Savila
New Mexico Center on Law and Poverty
Parents Reaching Out

New York

Center for Elder Law & Justice
Coalition for Asian American Children and Families
CRJ
Families On The Move of NYC, Inc.
Independent Living Center of the Hudson Valley, Inc.

New York Legal Assistance Group (NYLAG)
Residential Resources
The Mediation Offices of Eric A. Deutsch

North Carolina

Charlotte Center for Legal Advocacy
Disability Rights North Carolina
NC Statewide Independent Living Council
North Carolina Justice Center
Pisgah Legal Services

North Dakota

North Dakota Association of Community Providers
North Dakota DD Council
North Dakota Protection & Advocacy Project

Ohio

Capabilities
Great Lakes ADA Center
Independence Alliance
Linking Employment, Abilities & Potential (LEAP)
Mid Ohio Board for an Independent Living Environment
Ohio APSE (Association of People Supporting Employment First)
Ohio Olmstead Task Force
Ohio Statewide Independent Living Council
Society for Equal Access/ ILC
Southeastern Ohio Center for Independent Living
The Ability Center of Greater Toledo
Western Reserve Independent Living Center

Oklahoma

Oklahoma Policy Institute
Oklahoma Rare
The Arc of Oklahoma

Oregon

FACT Oregon
Oregon Statewide Independent Living Council
Unite Oregon

Pennsylvania

Center for Advocacy for the Rights and Interests of Elders (CARIE)
Community Legal Services of Philadelphia
Disability Pride Pennsylvania
Disability Rights Pennsylvania
Pennsylvania Health Law Project
Roads to Freedom Center for Independent Living (RTFCIL) of North Central PA
Transitional Paths to Independent Living
Voices for Independence

Rhode Island

CRJ
Living Innovations a Service of Mosaic
Protect Our Healthcare Coalition RI
RIPIN

South Carolina

Able South Carolina, Inc.
Brain Injury Association of South Carolina
Disability Rights South Carolina
Family Connection of South Carolina
NAACP South Carolina State Conference of Branches
NAMI South Carolina
Northeast Columbia Empowerment Coalition (NECEC)
South Carolina Appleseed Legal Justice Center
South Carolinians for Alternatives to the Death Penalty (SCADP)
South Carolina Spinal Cord Injury Association
Walton Options for Independent Living

South Dakota

Community Support Providers of South Dakota
Disability Rights South Dakota
South Dakota Council on Developmental Disabilities

Tennessee

Disability Rights Tennessee
Family Voices of Tennessee
Tennessee Community Organizations
Tennessee Disability Coalition
Tennessee Justice Center

Texas

ADAPT of Texas
Coalition of Texans with Disabilities
Disability Rights Texas
Every Body Texas
Every Texan
Latino Texas Policy Center
Personal Attendant Coalition of Texas
REV UP Texas
Texans Care for Children
Woori Juntos

Utah

Disability Law Center of Utah
Utah Developmental Disabilities Council
Utah Statewide Independent Living Council

Vermont

Vermont Center for Independent Living

Virginia

ElderAwareness
Legal Aid Justice Center
Virginia Board for People with Disabilities

Washington

Center For Independence
PAVE
Wilson Clinical Services, PLLC.

West Virginia

Cabin Creek Health Systems
West Virginia Citizen Action Group
West Virginia Developmental Disabilities Council
WV FREE (WV Focus: Reproductive Education and Equity)

Wisconsin

Access to Independence
Compass IL
Disability Rights Wisconsin
Employment Resources Inc
Great Lakes ADA Center
Independence First
indiGO
Midstate Independent Living Choices, Inc.
Options for Independent Living, Inc.
People First Wisconsin
Society's Assets
Wisconsin Board for People with Developmental Disabilities
Wisconsin Coalition of Independent Living Centers

Wyoming

Better Wyoming
LeadingAge Wyoming