..... (Original Signature of Member)

117TH CONGRESS 1ST SESSION



To amend title XIX of the Social Security Act to require coverage of home and community-based services under the Medicaid program.

IN THE HOUSE OF REPRESENTATIVES

Mrs. DINGELL introduced the following bill; which was referred to the Committee on

A BILL

- To amend title XIX of the Social Security Act to require coverage of home and community-based services under the Medicaid program.
 - 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; TABLE OF CONTENTS.

- 4 (a) SHORT TITLE.—This Act may be cited as the
- 5 "HCBS Access Act of 2021".
- 6 (b) TABLE OF CONTENTS.—The table of contents of

7 this Act is as follows:

Sec. 1. Short title; table of contents. Sec. 2. Purpose.

- Sec. 3. Requiring coverage of home and community-based services under the Medicaid program.
- Sec. 4. Medicaid eligibility modifications.
- Sec. 5. Home and community-based services implementation plan grant program.
- Sec. 6. Quality of services.
- Sec. 7. Workforce development.

1 SEC. 2. PURPOSE.

It is the purpose of this Act to require coverage of
home and community-based services (in this section referred to as "HCBS") under a State plan (or waiver of
such plan) under title XIX of the Social Security Act (42
U.S.C. 1396 et seq.) for the following reasons:

7 (1) In order to fulfill the purposes of Americans
8 with Disabilities Act to ensure people with disabil9 ities and older adults live in the most integrated set10 ting.

(2) To eliminate waiting lists for HCBS, which
delay access to necessary services and civil rights for
people with disabilities and aging adults.

14 (3) To build on decades of progress in serving
15 people with disabilities and aging adults via HCBS
16 and not in institutions, nursing homes or other con17 gregate settings.

(4) To fulfill the purposes of the Medicaid program to provide medical assistance for those whose
income and resources are insufficient to meet the
costs of necessary medical services, and to provide
rehabilitation and other services to help such fami-

lies and individuals attain or retain capability for
 independence or self-care.

3 (5) To eliminate silos and ensure that people
4 with all kinds of and with multiple disabilities, in5 cluding intellectual disabilities, developmental dis6 abilities, mental health disabilities, physical disabil7 ities, and substance use disorders, and aging adults,
8 receive the services they need to live in their commu9 nities.

10 (6) To streamline access to HCBS by elimi11 nating the need for States to repeatedly apply for
12 waivers.

(7) To continue to increase the capacity of community services to ensure people with disabilities and
aging adults have safe and meaningful options in the
community are not at risk of unnecessary institutionalization.

(8) Because decades of research and practice
show that everyone, including people with the most
severe disabilities, can live in the community with
the right services and supports.

(9) To support over 65,000,000 unpaid family
caregivers who are often providing complex services
and supports to aging adults and people with disabilities because of a lack of affordable services,

1 workforce shortages, and other inefficiencies of the 2 Medicaid system. (10) To improve direct care work quality and 3 4 address the decades long workforce barriers for 5 nearly 4,600,000 direct care workers giving support 6 to people with disabilities and aging adults in their 7 homes and communities. 8 (11) To eliminate the race and gender dispari-

9 ties that exist in accessing information and HCBS
10 and to prevent the unnecessary impoverishment and
11 institutionalization of black and brown individuals
12 with disabilities and aging adults.

13 SEC. 3. REQUIRING COVERAGE OF HOME AND COMMUNITY-

BASED SERVICES UNDER THE MEDICAIDPROGRAM.

16 (a) DEFINITION OF HOME AND COMMUNITY-BASED17 SERVICES.—

18 (1) IN GENERAL.—Section 1905 of the Social
19 Security Act (42 U.S.C. 1396d) is amended by add20 ing at the end the following new subsection:

21 "(hh) Home and Community-based Services.—

"(1) IN GENERAL.—For purposes of this title,
the term 'home and community-based services'
means those services specified in paragraph (2) furnished to an eligible individual (as defined in para-

1	graph (3)), based on an individualized assessment
2	(as described in paragraph (4)) of such individual,
3	in a setting that—
4	"(A) meets the qualities specified in para-
5	graph (1) of section $441.710(a)$ of title 42 ,
6	Code of Federal Regulations (or a successor
7	regulation);
8	"(B) is not described in paragraph (2) of
9	such section (or successor regulation); and
10	"(C) meets such other qualities as the Sec-
11	retary determines appropriate.
12	"(2) Services specified.—
13	"(A) IN GENERAL.—For purposes of para-
14	graph (1), the services specified in this para-
15	graph are services described in any of para-
16	graphs (7) , (8) , $(13)(C)$, (19) , (20) , (24) , and
17	(29) (as applied without regard to the reference
18	to 'September 30, 2025') of subsection (a) or in
19	any of subsections $(c)(4)(B)$, $(c)(5)$, $(k)(1)(A)$,
20	(k)(1)(B), or $(k)(1)(D)$ of section 1915, includ-
21	ing the following:
22	"(i) Supported employment and inte-
23	grated day services.
24	"(ii) Personal assistance, including
25	personal care attendants, direct support

1	professionals, home health aides, private
2	duty nursing, homemakers and chore as-
3	sistance, and companionship services.
4	"(iii) Services that enhance independ-
5	ence, inclusion, and full participation in
6	the broader community.
7	"(iv) Non-emergency, non-medical
8	transportation services to facilitate commu-
9	nity integration.
10	"(v) Respite services provided in the
11	individual's home or broader community.
12	"(vi) Caregiver and family support
13	services.
14	"(vii) Case management, including in-
15	tensive case management,; fiscal inter-
16	mediary, and support brokerage services.
17	"(viii) Services which support person-
18	centered planning and self-direction.
19	"(ix) Direct support services during
20	acute hospitalizations.
21	"(x) Necessary medical and nursing
22	services not otherwise covered which are
23	necessary in order for the individual to re-
24	main in their home and community, includ-
25	ing hospice services.

1	"(xi) Home and community-based in-
2	tensive behavioral health and crisis inter-
3	vention services.
4	"(xii) Peer support services.
5	"(xiii) Housing support and wrap-
6	around services.
7	"(xiv) Necessary home modifications
8	and assistive technology, including those
9	which substitute for human assistance.
10	"(xv) Transition services to support
11	an individual's transition from an institu-
12	tional setting to the community, including
13	such transition services provided while the
14	individual resides in an institution.
15	"(xvi) Any other service specified by
16	the panel convened pursuant to subpara-
17	graph (B).
18	"(B) Specification of services.—
19	"(i) IN GENERAL.—Not later than 6
20	months after the date of the enactment of
21	this subparagraph, and not less frequently
22	than once every 10 years thereafter, the
23	Secretary shall convene an advisory panel
24	(in this subparagraph referred to as the
25	'panel') for purposes of specifying services

1	which shall be included as home and com-
2	munity-based services under this para-
3	graph.
4	"(ii) Composition.—
5	"(I) Selection.—The panel
6	shall be composed of individuals se-
7	lected by the Secretary from the fol-
8	lowing groups:
9	"(aa) Individuals with dis-
10	abilities receiving home and com-
11	munity-based services under this
12	title and individuals with disabil-
13	ities in need of such services, in-
14	cluding those with physical dis-
15	abilities, behavioral health dis-
16	abilities, or intellectual or devel-
17	opmental disabilities, and includ-
18	ing elderly individuals.
19	"(bb) Representatives of
20	beneficiary-led disability rights
21	organizations, disability organiza-
22	tions representing families and
23	providers, aging organizations,
24	the Protection and Advocacy sys-
25	tem, the Centers for Independent

1	Living, health care providers, the
2	National Association of Medicaid
3	Directors, the National Associa-
4	tion of State Directors of Devel-
5	opmental Disabilities Services,
6	the National Association of State
7	Mental Health Program Direc-
8	tors, ADvancing States, the Cen-
9	ters for Medicare & Medicaid
10	Services, the Administration for
11	Community Living, and other rel-
12	evant representatives from local,
13	State, and Federal home and
14	community-based service systems.
15	"(II) REQUIREMENT FOR EQUAL
16	REPRESENTATION.—The Secretary
17	shall select an equal number of indi-
18	viduals described in items (aa) and
19	(bb) of subclause (I) in convening the
20	panel.
21	"(iii) DUTIES.—Not later than 6
22	months after a panel is convened under
23	clause (i), the panel shall submit to the
24	Secretary and to Congress a report speci-
25	fying services which shall be included as

1	home and community-based services under
2	this paragraph. Such services shall be so
3	specified with the goal of increasing com-
4	munity integration and self-determination
5	for individuals with disabilities receiving
6	such services.
7	"(iv) Implementation of specified
8	SERVICES.—
9	"(I) IN GENERAL.—Services
10	specified by the panel in a report sub-
11	mitted under clause (iii) shall be
12	treated as services described in sub-
13	paragraph (A)(xvi) for calendar quar-
14	ters beginning on or after the date
15	that is 1 year after the date of such
16	submission.
17	"(II) NOTIFICATION.—Not later
18	than 1 year after the first report is
19	submitted under clause (iii), and not
20	later than 1 year after the submission
21	of each subsequent such report, the
22	Secretary shall notify States of any
23	additions or removals of home and
24	community-based services based on
25	services specified under such report

1	through State Medicaid Director let-
2	ters.
3	"(3) Eligible individual.—
4	"(A) IN GENERAL.—For purposes of para-
5	graph (1), the term 'eligible individual'
6	means—
7	"(i) an individual who is determined,
8	on an annual basis or on a longer basis
9	specified by the State, by a health care
10	provider approved by the State under a
11	process described in subparagraph (C) to
12	have a functional impairment (as defined
13	in subparagraph (B)) (not taking into ac-
14	count any items or services, or any other
15	ameliorative measures, furnished to such
16	individual to mitigate such impairment)
17	that is expected to last at least 90 days; or
18	"(ii) an individual receiving or deter-
19	mined to be eligible for, as of the date of
20	the enactment of this subsection, home and
21	community-based services under this title
22	under a waiver or State plan option in ef-
23	fect under section 1915 or 1115.
24	"(B) FUNCTIONAL IMPAIRMENT.—For
25	purposes of subparagraph (A), the term 'func-

1	tional impairment' means, with respect to an
2	individual the inability of such individual to
3	perform, without assistance, 2 or more activities
4	of daily living (as described in section
5	7702B(c)(2)(B) of the Internal Revenue Code
6	of 1986) or 2 or more instrumental activities of
7	daily living (as defined for purposes of section
8	1915(k)(1)(A)).
9	"(C) Health care provider state ap-
10	PROVAL.—For purposes of subparagraph (A)(i),
11	a process described in this subparagraph is a
12	process established by the State to approve
13	health care providers to make determinations
14	described in such subparagraph that meets such
15	standards as the Secretary may prescribe.
16	"(4) Individualized assessment.—
17	"(A) IN GENERAL.—For purposes of para-
18	graph (1), an individualized assessment de-
19	scribed in this paragraph is an independent as-
20	sessment, with respect to an eligible indi-
21	vidual—
22	"(i) to determine a necessary level of
23	services and supports to be provided, con-
24	sistent with an individual's functional im-
25	pairments, to facilitate an individual's

1	community integration, self-determination,
2	and well-being;
3	"(ii) to prevent the provision of un-
4	necessary or inappropriate care;
5	"(iii) to establish a person-centered
6	care plan (as described in subparagraph
7	(C)) for the individual;
8	"(iv) that includes each of the ele-
9	ments described in clauses (ii) through (v)
10	of section $1915(i)(1)(F)$; and
11	"(v) that occurs not later than 30
12	days after such individual is determined to
13	be an eligible individual.
14	"(B) PRESUMPTION.—The assessment de-
15	scribed in subparagraph (A) shall be conducted
16	with the presumption—
17	"(i) that each eligible individual, re-
18	gardless of type or level of disability or
19	service need, can be served in the individ-
20	ual's own home and community; and
21	"(ii) at the option of the individual,
22	that services may be self-directed (as de-
23	fined in section $1915(i)(1)(G)(iii)(II)$.
24	"(C) Person-centered care plan.—
25	For purposes of subparagraph (A)(iii), a per-

1	son-centered care plan described in this sub-
2	paragraph is a written plan with respect to an
3	individual that meets the requirements of sec-
4	tion 1915(i)(1)(G)(ii).
5	"(D) STANDARDS.—An individualized as-
6	sessment described in subparagraph (A) shall
7	be conducted in accordance with standards
8	specified by the Secretary, in consultation with
9	the Administration for Community Living,
10	that—
11	"(i) safeguard against conflicts of in-
12	terest;
13	"(ii) specify qualifications for who
14	may perform such assessments;
15	"(iii) ensure transparency in the fur-
16	nishing of such assessments, including en-
17	suring the provision of the results of such
18	assessments that includes information in
19	plain language necessary to interpret the
20	methodology and results of such assess-
21	ments;
22	"(iv) ensure that the methodologies
23	used in such assessments are sound and
24	evidence-based; and

1	"(v) require such methodologies to be
2	made available on the public website of the
3	State and tested for reliability and valid-
4	ity.".
5	(2) Inclusion as medical assistance.—Sec-
6	tion 1905(a) of the Social Security Act (42 U.S.C.
7	1396d(a)) is amended—
8	(A) in paragraph (30), by striking "; and"
9	and inserting a semicolon;
10	(B) by redesignating paragraph (31) as
11	paragraph (32); and
12	(C) by inserting after paragraph (30) the
13	following new paragraph:
14	"(31) home and community-based services (as
15	defined in subsection (hh)); and".
16	(b) Mandatory Benefit.—Section 1902(a)(10)(A)
17	of the Social Security Act (42 U.S.C. 1396a(a)(10)(A))
18	is amended by striking "and (30)" and inserting ", (30),
19	and (31)".
20	(c) Ensuring Coverage of HCBS for All Med-
21	ICAID-ELIGIBLE INDIVIDUALS.—Section 1902(a)(10)(D)
22	of the Social Security Act (42 U.S.C. 1396a(a)(10)(A))
23	is amended—
24	(1) by inserting "(i)" after "(D)";
25	(2) by adding "and" after the semicolon; and

1	(3) by adding at the end the following new
2	clause:
3	"(ii) for the inclusion of home and community-
4	based services (as defined in section $1905(hh)$) for
5	any individual who—
6	"(I) is eligible for medical assistance under
7	the State plan (or waiver of such plan);
8	"(II) is an eligible individual (as defined in
9	such section); and
10	"(III) elects to receive such services.".
11	(d) Federal Medical Assistance Percentage
12	FOR HOME AND COMMUNITY-BASED SERVICES.—Section
13	1905 of the Social Security Act (42 U.S.C. 1396d), as
14	amended by subsection (a), is further amended—
15	(1) in subsection (b), by striking "and (ff)" and
16	inserting "(ff), and (ii)"; and
17	(2) by adding at the end the following new sub-
18	section:
19	"(ii) Specified FMAP for Home and Commu-
20	NITY-BASED SERVICES.—Notwithstanding any other pro-
21	vision of law, the Federal medical assistance percentage
22	for amounts expended for medical assistance for home and
23	community-based services (as defined in subsection (hh)),
24	including any such services furnished under a waiver in

1 effect under section 1915, on or after the date of the en-2 actment of this subsection shall be equal to 100 percent.". 3 (e) CONFORMING AMENDMENTS.—Title XIX of the 4 Social Security Act (42 U.S.C. 1396 et seq.) is amended— 5 (1) in section 1902(a)(10)(A)(ii)(V), by insert-6 ing "or who are eligible individuals (as defined in 7 section 1905(kk)(3))" after "such period)": 8 (2) in section 1905(a)(xvii), by striking "pursu-9 ant to a State plan amendment under such subsection" and inserting "(as defined in section 10 11 1905(hh))"; and 12 (3) in section 1915, by adding at the end the 13 following new subsection: 14 "(m) SUNSET OF PROVISIONS RELATING TO HOME 15 AND COMMUNITY-BASED SERVICES.— 16 "(1) IN GENERAL.—Except as provided in para-17 graph (2), the preceding provisions of this section, 18 insofar as such provisions relate to a waiver for 19 home and community-based services, shall not apply 20 beginning with the first calendar quarter beginning 21 on or after the date that is 5 years after the date 22 of the enactment of this subsection. 23 "(2) EXCEPTION.—The Secretary may waive

the application of paragraph (1) for a calendar quar-ter and a State if the State requests such a waiver

- and the Secretary determines that such a waiver is
 appropriate."; and
- (4) in section 1943(b)(5), by striking "the
 State" and all that follows through the period at the
 end and inserting "an annual determination be conducted in accordance with section 1905(gg) for purposes of providing home and community-based services under the State plan (or waiver of such plan).".
 (f) EFFECTIVE DATE.—

(1) IN GENERAL.—Except as provided in paragraph (2), the amendments made by this section
(other than the amendments made by subsection
(d)) shall apply with respect to calendar quarters beginning on or after the date that is 5 years after the
date of the enactment of this Act.

16 (2) EXCEPTION.—In the case of a State with
17 an exception in effect under section 1915(m)(2) of
18 the Social Security Act, the amendments described
19 in paragraph (1) shall apply with respect to calendar
20 quarters beginning on or after a date determined appropriate by the Secretary.

22 SEC. 4. MEDICAID ELIGIBILITY MODIFICATIONS.

23 Section 1902(a)(10)(C)(iii) of the Social Security Act
24 (42 U.S.C. 1396a(a)(10)(C)(iii)) is amended—

1 (1) by striking "and (II)" and inserting "(II)"; 2 and

3 (2) by inserting ", and (III) home and commu4 nity-based services (as described in section
5 1905(hh))" after "delivery services".

6 SEC. 5. HOME AND COMMUNITY-BASED SERVICES IMPLE7 MENTATION PLAN GRANT PROGRAM.

8 (a) IN GENERAL.—Not later than 1 year after the 9 date of the enactment of this Act, the Secretary of Health 10 and Human Services shall award to each State a grant 11 for purposes of enabling such State to implement the re-12 quirement to provide home and community-based services 13 under title XIX of the Social Security Act (42 U.S.C. 14 1396 et seq.).

(b) USE OF FUNDS.—A grant awarded under subsection (a) shall be used by a State to develop an implementation plan described in subsection (c).

18 (c) IMPLEMENTATION PLAN.—An implementation19 plan described in this subsection is a plan developed by20 a State that includes the following:

(1) An explanation of how the State will
operationalize the definition of an eligible individual
under section 1905(hh) of the Social Security Act,
including the process for determinations specified in
paragraph (3)(A)(i) of such section.

(2) A description of the State's plan to ensure
 a stable and high quality workforce and how the
 State plans to ensure a living wage for individuals
 furnishing home and community-based services and
 identify and address any additional workforce issues.

6 (3) A list of any home and community-based 7 services provided under the State Medicaid plan (in-8 cluding any waiver of such plan) [as of the date of 9 enactment of this Act, including a breakdown of 10 use of such services by different disability popu-11 lations and by gender, race, ethnicity, geography, 12 and other demographics, compared to such services 13 that are required under the amendments made by 14 section 3, and a description of numerical goals to in-15 crease access to such services that have barriers to 16 access for populations in need of such services.

(4) A description of how the State will incorporate existing State disability agencies into the new
unified provision of home and community-based
services and how such State will ensure that such
services address all functional impairments.

(5) An explanation of how the State will ensureaccess to such services.

24 (6) A plan for carrying out outreach and edu-25 cation activities with respect to the availability of

1 such services through Aging and Disability Resource 2 Centers and other similar entities (such as entities 3 receiving funds from the Administration for Commu-4 nity Living or the Substance Abuse and Mental 5 Health Services Administration), including a pro-6 gram that ensures that an individual is not denied 7 such services based on the fact that the individual 8 contacts the wrong entity (commonly referred to as 9 a "No Wrong Door Program").

10 (7) A plan for how such services will be coordi11 nated with other relevant State agencies, such as
12 housing, transportation, child welfare, food and in13 come security, and employment agencies.

14 (8) A description of how the State will build ca-15 pacity prior to the implementation of the require-16 ment described in subsection (a) to ensure that such 17 services are available to every eligible individual 18 under the Medicaid program and how the State will 19 ensure that such services are provided in a setting 20 that meets the requirements specified in paragraph 21 (1) of section 1905(hh).

(9) In the case of a State that utilizes an alternative benefit plan, a description of how the State
will ensure that all individuals who are eligible individuals (as defined in such section) are appropriately

identified as medically frail and exempted from such
 plan.

3 (10) How the State will coordinate eligibility for
4 such services with other disability eligibility pro5 grams, such as disability buy-in programs.

6 (11) Data and milestone requirements to ensure
7 community integration, including such requirements
8 with respect to utilization of such services by gender,
9 race, ethnicity, geography, and other demographics.
10 (d) STATE PLAN REQUIREMENT.—Section 1902(a)
11 of the Social Security Act (42 U.S.C. 1396a(a)) is amend12 ed—

13 (1) in paragraph (86), by striking "and" at theend;

(2) in paragraph (87), by striking the period at
the end and inserting "; and"; and

17 (3) by adding at the end the following new18 paragraph:

"(88) provide for the submission to the Secretary of an implementation plan described in section 5(c) of the HCBS Access Act of 2021 prior to
the beginning of the first calendar quarter beginning
on or after the date that is 5 years after the date
of the enactment of this paragraph.".

25 (e) DEFINITIONS.—In subsections (a) through (c):

(1) HOME AND COMMUNITY-BASED SERV ICES.—The term "home and community-based serv ices" has the meaning given such term in section
 1905(hh) of the Social Security Act.

5 (2) STATE.—The term "State" has the mean6 ing given that term in section 1101(1) of the Social
7 Security Act (42 U.S.C. 1301(1)) for purposes of
8 title XIX of such Act (42 U.S.C. 1396 et seq.).

9 SEC. 6. QUALITY OF SERVICES.

10 (a) IN GENERAL.—

11 (1) DEVELOPMENT OF METRICS.—Not later 12 than 1 year after the date of enactment of this Act, 13 the Director of the Agency for Healthcare Research 14 and Quality, in consultation with State Medicaid Di-15 rectors, shall develop standardized, State-level 16 metrics of access to, and satisfaction with, providers, 17 including primary care and specialist providers, with 18 respect to individuals who are enrolled in State Med-19 icaid plans under title XIX of the Social Security 20 Act, broken down by gender, race, ethnicity, geog-21 raphy, and other demographics. Such metrics shall 22 include metrics on the total number of individuals 23 enrolled in the State plan or under a waiver of the 24 plan during a fiscal year that required the level of 25 care provided in a nursing facility, intermediate care

facility for individuals with intellectual disabilities,
 institution for mental disease, or other similarly re strictive or institutional setting, disaggregated by
 the type of facility or setting, race, ethnicity, pri mary language, disability status, age, sex, sexual ori entation, and gender identity.

7 (2) PROCESS.—The Director of the Agency for
8 Healthcare Research and Quality shall develop the
9 metrics described in paragraph (1) through a public
10 process, which shall provide opportunities for stake11 holders to participate.

(b) UPDATING METRICS.—The Director of the Agency for Healthcare Research and Quality, in consultation
with the Deputy Administrator for the Center for Medicaid and CHIP Services and State Medicaid Directors,
shall update the metrics developed under subsection (a)
not less than once every 3 years.

(c) STATE IMPLEMENTATION FUNDING.—The Director of the Agency for Healthcare Research and Quality
may award funds, from the amount appropriated under
subsection (d), to States for the purpose of implementing
the metrics developed under this section.

23 (d) APPROPRIATION.—There is appropriated to the
24 Director of the Agency for Healthcare Research and Qual25 ity, out of any funds in the Treasury not otherwise appro-

1 priated, \$200,000,000 for fiscal year 2021, to remain

2 available until expended, for the purpose of carrying out

3 this section.

4 SEC. 7. WORKFORCE DEVELOPMENT.

5 [To be supplied.]