

Advocating the right to quality, affordable health care for all Mainers.

#### **Testimony in Support of:**

#### LD 558, An Act to Strengthen Consumer Protections by Prohibiting the Report of Medical Debt on Consumer Reports, and

#### LD 902, An Act to Establish the Medical Debt Relief Program

#### March 25, 2025

Senator Bailey, Assistant Majority Leader Gramlich, and Members of the Joint Standing Committee On Health Coverage, Insurance and Financial Services, thank you for the opportunity to provide this testimony in support of LD 558, An Act to Strengthen Consumer Protections by Prohibiting the Report of Medical Debt on Consumer Reports and LD 902, An Act to Establish the Medical Debt Relief Program.

My name is Kate Ende, and I am the Policy Director at Consumers for Affordable Health Care (CAHC), a nonpartisan, nonprofit organization that advocates the right to quality, affordable health care for every person in Maine. As designated by Maine's Attorney General, CAHC serves as Maine's Health Insurance Consumer Assistance Program (CAP), which operates a toll-free HelpLine. Our HelpLine fields over 7,000 calls and emails every year from people across Maine who need help obtaining, keeping, using, or fixing problems with private health insurance or with accessing or affording health care services. CAHC also serves as the Ombudsman program for Maine's Medicaid program, MaineCare, and helps people apply for and navigate the enrollment process for MaineCare. It is with that background that we provide these comments.

Medical debt is a widespread problem burdening thousands of Mainers. Recent polling conducted in Maine shows that nearly half of Maine families have taken on medical debt in the last two years and that one out of four families with medical debt of owe \$5,000 or more.<sup>1</sup>

Furthermore, more than half of Mainers with medical debt report their credit score has been affected by medical debt with the majority indicating that their ability to obtain employment or loans has been negatively impacted by their debt.

In 2022, major credit bureaus removed paid medical collections from credit reports and stopped reporting unpaid medical collections until those debts were one year old, (as opposed to the previous six-month period). As of April 2023, medical collections under \$500 no longer appear on consumer credit reports.<sup>2</sup> However, half of all consumers with larger collections amounts still have them on their credit reports.<sup>3</sup> In January of this year, the Consumer Financial Protection Bureau (CFPB) finalized a rule

<sup>&</sup>lt;sup>1</sup> <u>https://drive.google.com/file/d/1of-aZWztHbCJDGZODeqoWEVvYcokHw41/view</u>

<sup>&</sup>lt;sup>2</sup> <u>https://www.urban.org/urban-wire/medical-debt-was-erased-credit-records-most-consumers-potentially-improving-many</u>

<sup>&</sup>lt;sup>3</sup> <u>https://files.consumerfinance.gov/f/documents/cfpb\_market-snapshot-third-party-debt-collections-tradelines-reporting\_2023-02.pdf</u>

to remove medical bills from credit reports. However, implementation of this rule has been delayed and bills to overturn the rule have been introduced in Congress.<sup>4</sup> At this point in time, the future of federal protections is uncertain, and medical debt is continuing to negatively impact consumers' credit scores, making it imperative to enact protections at the state level. A poor credit score can lead to higher interest rates, fewer loan options, and can also make it more difficult to find housing and obtain certain services.<sup>5</sup>

Not only is the reporting of medical debt on credit reports harmful to consumers, but it also has little utility. Medical debt is unique in that it is not a good predictor of someone's ability to pay their debts. Research conducted by the CFPB found that "medical billing data on a credit report is less predictive of future repayment than reporting on traditional credit obligations. Mistakes and inaccuracies are common and can be compounded by problems such as disputes over insurance payments or complex billing practices."<sup>6</sup> Although medical debt has little predictive value, it is still being included in credit reports and credit score calculations, with devastating effects for many people, which is why states like New York and Colorado have already taken steps to protect their residents from poor credit scores resulting from medical debt.<sup>7 8</sup>

Other states, such as Connecticut, have also made investments to reduce and eliminate medical debt for their residents. Because medical debt is often sold for pennies on the dollar, states can provide significant relief with relatively minor investments. For example, Connecticut partnered with a national non-profit to acquire medical debts in bulk for residents with income under 400% FPL or who have medical debts that exceed 5% of their income. In just the first round of funding for the program, Connecticut was able to acquire \$30 million of qualifying medical debt for residents for just \$100,000. This initial round of funding reduced or eliminated medical debt for 23,0000 residents.

Medical debt is affecting the day-to-day lives of thousands of Mainers. Many with medical debt are forced to choose between paying off their debt or paying for groceries, heat, gas, childcare, and other essential needs. For these reasons I urge you to vote ought to pass on LD 558 and 902 to strengthen consumer protections and provide much needed relief to Maine people struggling with medical debt.

Thank you and I'd be happy to answer any questions.

<sup>&</sup>lt;sup>4</sup> <u>https://www.nclc.org/congress-wants-medical-debt-on-credit-reports-to-keep-hurting-americans/</u>

<sup>&</sup>lt;sup>5</sup> <u>https://www.investopedia.com/the-side-effects-of-bad-credit-</u>

<sup>&</sup>lt;u>4769783#:~:text=A%20poor%20credit%20history%20can,you%20in%20a%20job%20hunt</u> <u>https://www.investopedia.com/the-side-effects-of-bad-credit-</u>

<sup>4769783#:~:</sup>text=A%20poor%20credit%20history%20can,you%20in%20a%20job%20hunt

<sup>&</sup>lt;sup>6</sup> <u>https://advocacy.consumerreports.org/press\_release/new-york-governor-signs-ban-on-reporting-medical-debt-</u> to-credit-reporting-agencies/

<sup>&</sup>lt;sup>7</sup><u>https://nyassembly.gov/leg/?default\_fld=&leg\_video=&bn=S04907&term=&Summary=Y&Actions=Y&Committee</u> %26nbspVotes=Y&Floor%26nbspVotes=Y&Memo=Y&Text=Y&LFIN=Y&Chamber%26nbspVideo%2FTranscript=Y

<sup>&</sup>lt;sup>8</sup> <u>https://leg.colorado.gov/bills/hb23-1126</u>

## Examining Voters' Views Towards Health Care in Maine

Results of a Survey Conducted on Behalf of Maine Consumers for Affordable Health Care

by



March 2025

## **Consumers for Affordable Health Care**



## Table of Contents

Introduction	3
Voters' Views Towards Health Care and Health Care Affordability in Maine	5
Views Towards Health Insurance	11
Impact of Health Care Costs on Maine Voters	19
Medical Debt in Maine	29
Support for Proposals to Reduce Health Care Costs	37
Profile of Participating Mainers	43
Tested Policy Proposals	47





,

# Introduction

.



## Background & Methodology

- This report presents the results of a survey conducted on behalf of Maine Consumers for Affordable Health Care by Digital Research, Inc.
- The overall goals of the survey were to understand how Mainers feel about the health care system in the state and to measure whether the cost of health care and health insurance impact access to treatments in Maine.
  - Many questions in this survey were asked in a similar survey of voters conducted in December of 2022.
- The survey included a total of 500 registered voters in the state.
  - The survey was conducted online in December of 2024 and January of 2025.
  - With a total sample of 500 respondents, results presented here have a margin of sampling error of +/- 4.4 percentage points at the 95% confidence level.
  - All survey respondents were registered voters who live in Maine; final data reflect the overall demographics of the state's population.
  - The average participant completed the survey in approximately 15 minutes.





# Voters' Views Towards Health Care and Health Care Affordability in Maine



# Highlights

Almost half of Maine households have incurred medical debt within the past two years. The large majority of them – two out of three – were covered by insurance when they took on that debt.

Half of Maine families report their credit scores have been negatively impacted by medical debt. Most say their ability to obtain a loan or employment has been negatively impacted as a result.

Two out of three families have experienced financial impacts as a result of medical bills. Most struggle to pay for basic necessities including food, housing or heat and report being sent to and contacted by a collectionsagency.

Half of Maine families report having a higher-than-expected copayment for a prescription drug. One out of three say they had postponed filling or refilling a prescription, split pills in half, skipped doses of medicine or did not fill a prescription due to costs. 48% of households with medical debt say a prescription contributed to that debt.

Nearly half of those surveyed reported experiencing pain or discomfort longer than they may have needed to due to medical costs.

Half of Mainers with commercial insurance have experienced difficulty affording their deductibles, and nearly just as many struggle to pay their coinsurance, premiums, or copayments. More than a quarter of Mainers who have commercial insurance have had a claim denied.

### In their own words:

Surveyed voters in Maine feel strongly that healthcare in the state is expensive and difficult to access. Many voters feel burdened and overwhelmed by medical costs – even with insurance, citing high deductibles, copays, and prescription expenses.

Although a few voters feel satisfied with their coverage, most believe that healthcare in Maine is unaffordable and in need of reform.

MaineCare and Medicare are frequently mentioned as helpful resources, though some note that coverage through those programs often entails long wait times and limited provider acceptance.

#### **Participant Quotes**

*"Health care in Maine is expensive, even if you're insured."* 

*"I am overwhelmed. We overpay and are under-covered."*  "Getting health care in Maine is hard work, expensive, and inconvenient."

*"It could really cost you if you don't think carefully about your options."* 

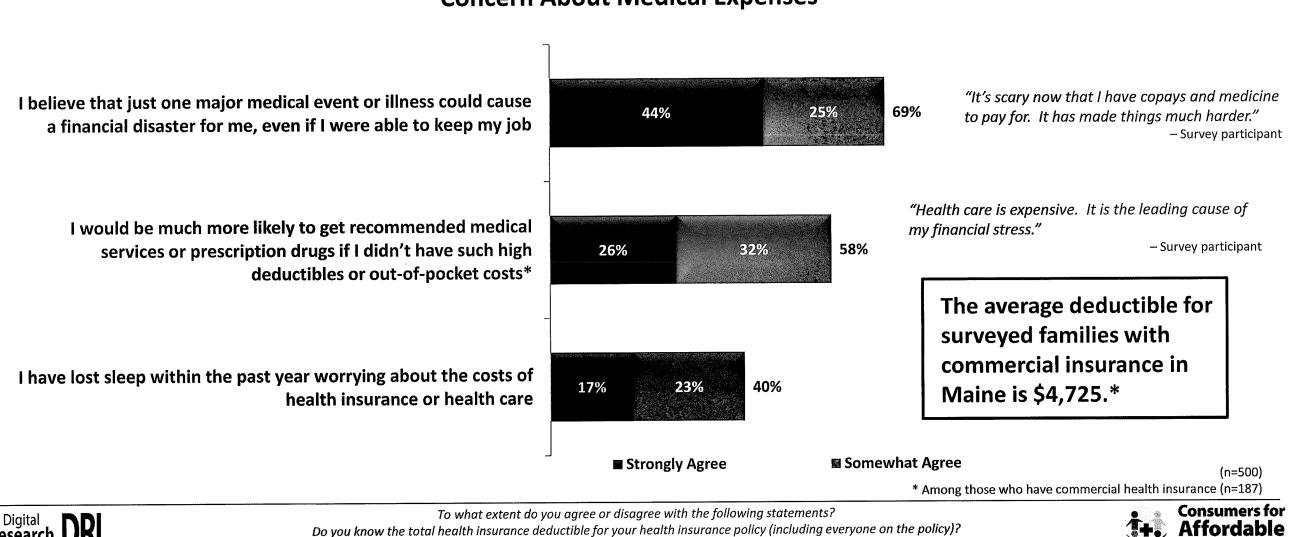
*"It's overpriced, so it's stressful to be sick."* 

Digital Research inc When you think of health care in Maine and how Mainers pay for medical care, what words or phrases come to mind?



Seven out of ten voters believe that a major medical event would be financial disaster for them, and four out of ten have lost sleep worrying about medical costs.

Almost six out of ten with commercial insurance say they would be more likely to get medical services if the out-ofpocket costs were lower.

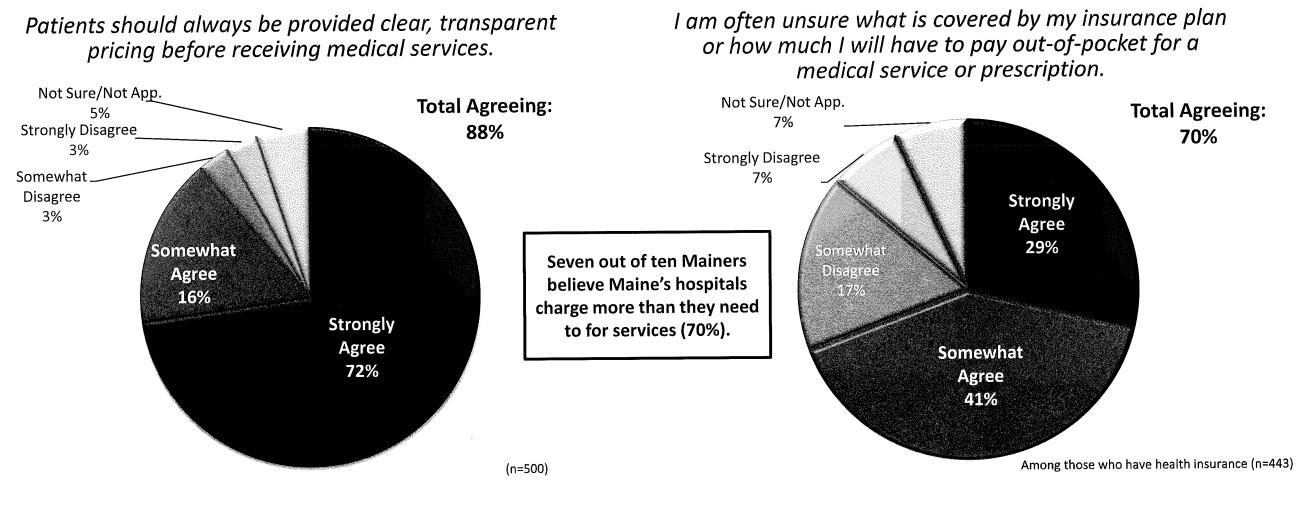


8

### **Concern About Medical Expenses**

Nearly all Mainers agree that patients should receive clear and transparent prices for medical services, with fully seven out of ten *strongly* agreeing that pricing for medical services should be transparent. At the same time, seven out of ten insured Mainers say they are often unsure how much they will have to pay for their medical care. An additional seven out of ten believe hospitals in Maine charge more than they need to.

### Views Towards Clarity of Health Care Costs





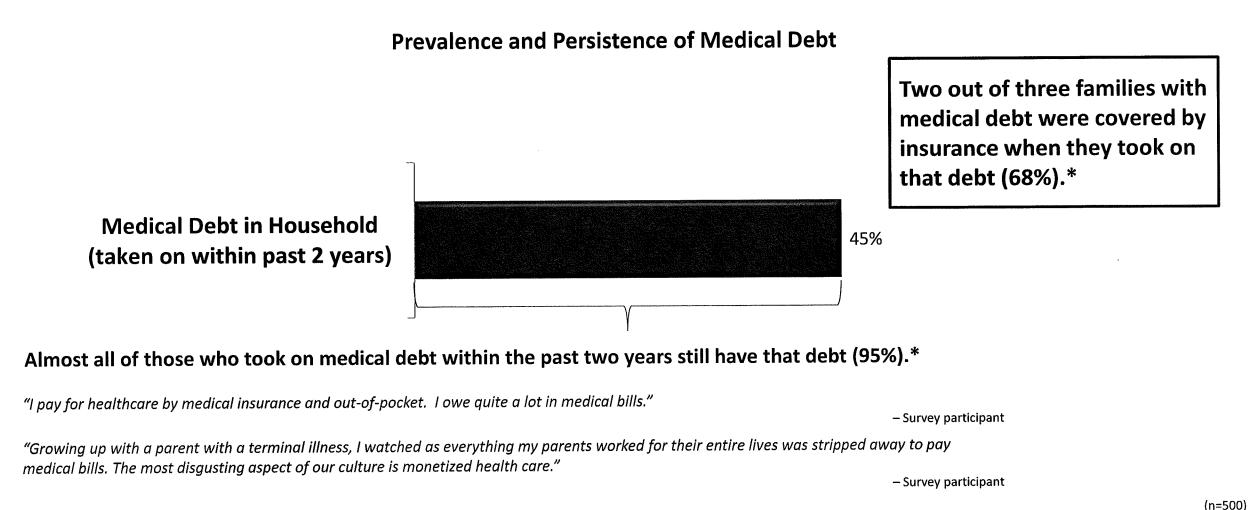
To what extent do you agree or disagree with the following statements?



## **Medical Debt in Maine**



Almost half of all households in Maine have incurred medical debt within the past two years. Two out of three – were covered by insurance when they took on that debt.



\* Among those who have medical debt (n=262)

Consumers for

In the past two years, have you or anyone in your immediate family taken on debt or received bills you couldn't pay from a medical health care service, procedure, tests, medical device, or prescription drugs? / Do you currently have any medical debt? / Were you covered by a health insurance policy when you took on your medical debt?

11

One out of four Maine families with medical debt owe \$5,000 or more. Not surprisingly, many say it will take some time to pay off their medical debt – half of Mainers with medical debt expect to spend at least five years paying off their current medical balance.

#### Prevalence and Persistence of Medical Debt

\$1 - \$499	7%
\$500 - \$999	10%
\$1,000 - \$2,499	26%
\$2,500 - \$4,999	18%
\$5,000 - \$9,999	16%
\$10,000 or more	12%
Not sure	6%
Prefer not to say	4%
Average	\$4,400

more to pay off that debt (49%).\*

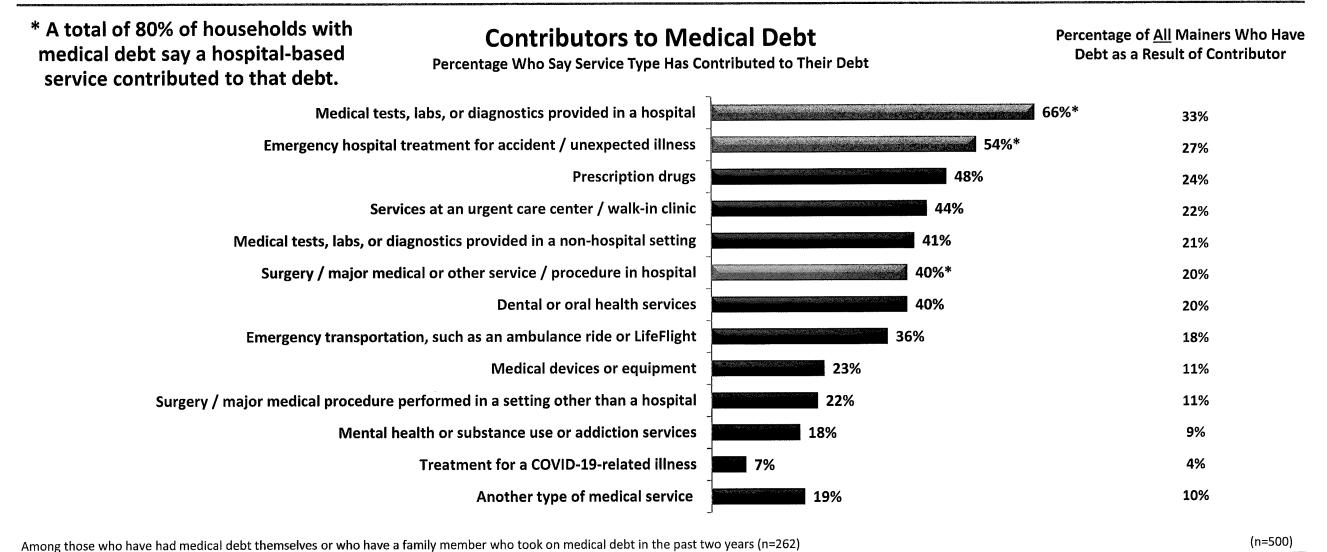
\* Among those who have medical debt (n=262)

Digital Research

If you're comfortable, it would be helpful if you could provide the total amount of your own, personal medical debt/the medical debt held by your family member when it was first incurred (that is, what the debt was originally, not what it is now or after any payments you've made). / If you had to guess, how long will it take / did it take you[r family member] to pay off your debt? 12



### Hospitals are a common source of medical debt. Two out of three Mainers who have medical debt say hospital diagnostics contributed to their debt. About half report hospital emergency treatment contributed to their debt.



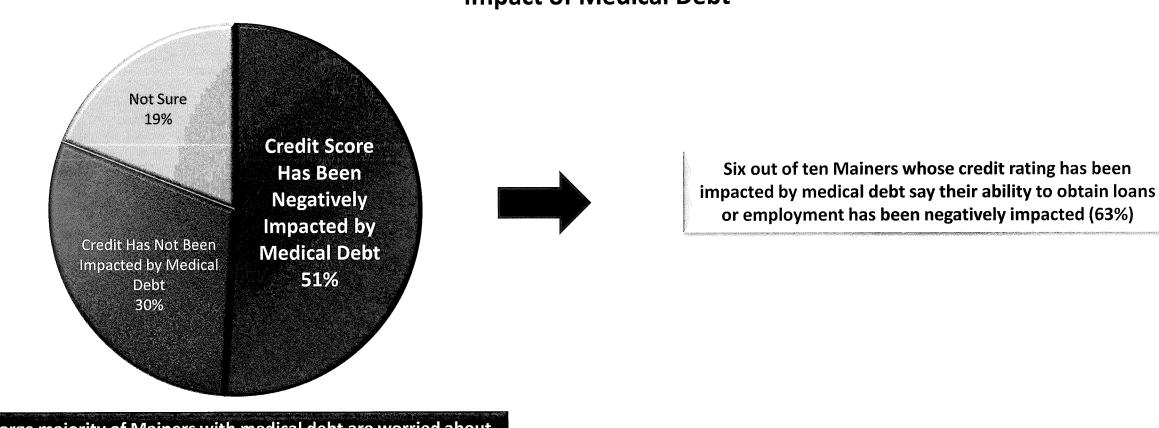
(n=500)



Did any of the following contribute to your/your family member's medical debt?



Half of Mainers who have medical debt say that debt has impacted their credit rating. Among those, almost two out of three say that their reduced credit score has negatively impacted their ability to find jobs or receive loans.



#### Impact of Medical Debt

A large majority of Mainers with medical debt are worried about how that debt may affect their overall financial situation (82%).

Among those with medical debt (n=262)

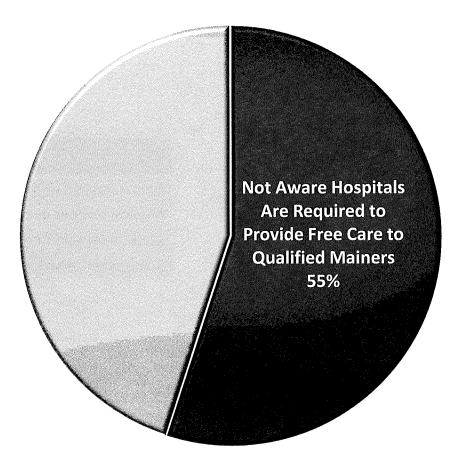
Among those who believe their credit rating has been negatively impacted by medical debt (n=141)

Do you believe [your / your family member's] credit score or rating has been negatively affected by medical debt within the past two years? / Has the impact of medical debt on [your / your family member's] credit rating directly impacted the ability to purchase or qualify for housing, receive other loans, or gain employment? 14





About half of Mainers who have taken on debt due to a hospital bill in the past two years were not aware that Maine hospitals are required to provide medically-necessary care for free to Mainers who meet certain income guidelines.



#### Awareness of Financial Assistance Available Through Hospitals

"Not aware" includes 11% who responded "Not sure."

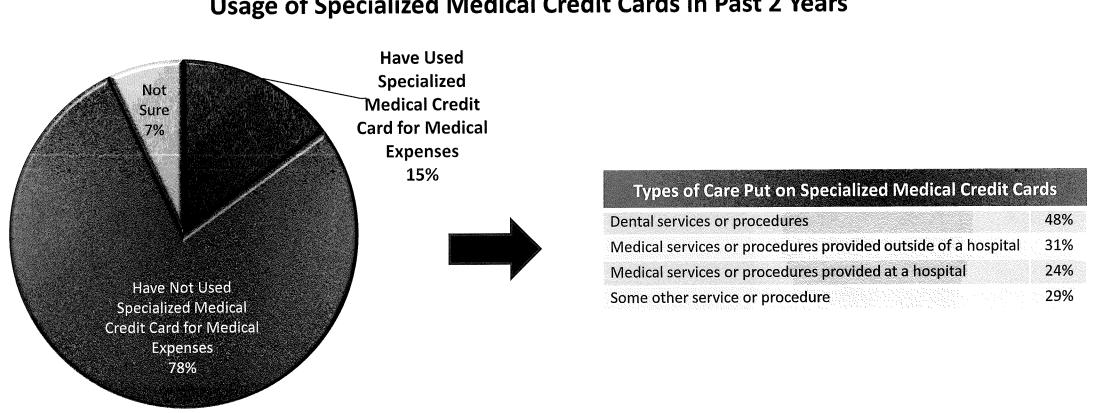
Among those who acquired medical debt or have a family member who acquired medical debt through a hospital in the past two years (n=190)



Were you aware that hospitals are required to provide medically-necessary care for free to those who qualify?

Research

Nearly one in five Maine families have used a medical credit card to pay for medical services within the past two years. Among those, one-quarter paid for hospital-based services that way. Half report paying interest on their medical credit card.



**Usage of Specialized Medical Credit Cards in Past 2 Years** 

Half of those who have used a specialized medical credit card within the past two years are currently paying interest on that balance (51%).

(n=500)

Among those who have used a medical credit card for medical services in the past two years (n=71)



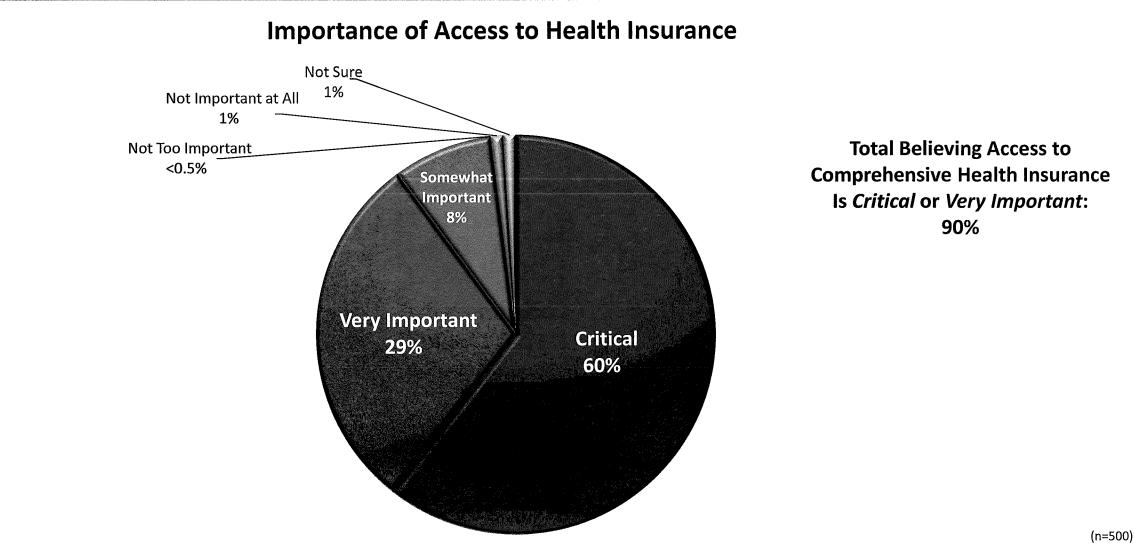
In the past two years, has someone in your immediate family used a specialized medical credit card offered by a health care provider (like CareCredit) to pay for medical or dental services? / What type of care have you or your immediate family members used a medical credit card for? / Have the members of your immediate family been able to pay off the medical credit card without interest, or are you paying interest on a medical credit card expense?



## **Views Towards Health Insurance**



Nearly all surveyed voters in Maine believe it is highly important that everyone in the state has access to comprehensive, affordable health insurance, with six out of ten believing that is *critical*.



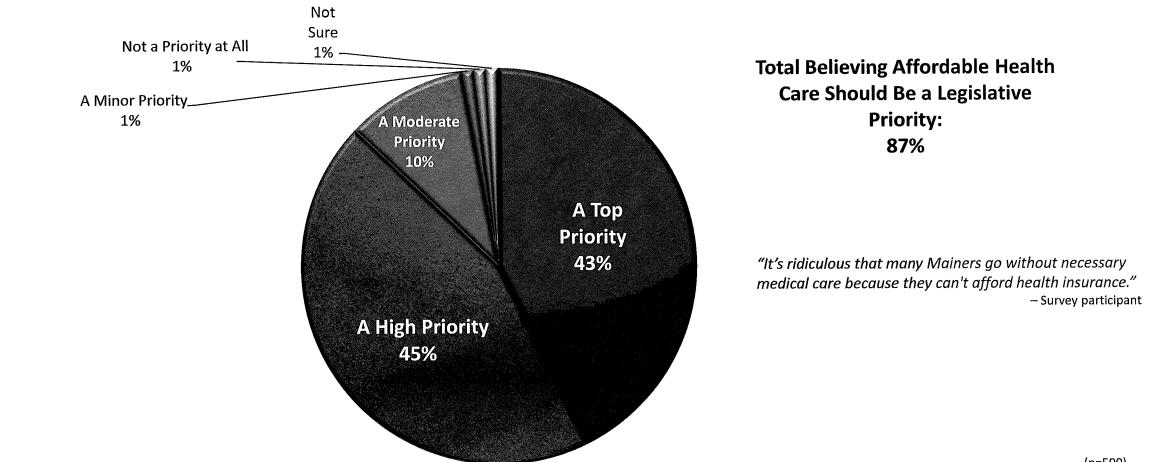


In today's world, how important do you think it is that all Mainers have access to comprehensive health insurance that's affordable to them?



Roughly nine out of ten voters believe providing affordable, comprehensive health insurance for every Mainer should be a priority for Maine's policymakers. Four out of ten believe that should be a *top* priority for the state's lawmakers.





(n=500)

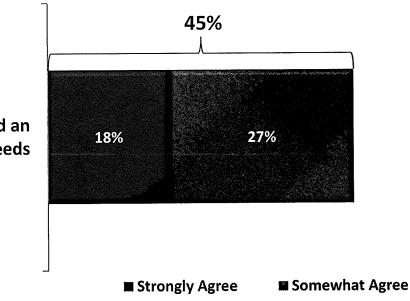


How much of a priority should it be for Maine policymakers to work to ensure that every Mainer has access to some form of affordable comprehensive health insurance?



Almost half of Mainers with commercial coverage found it difficult to find an affordable plan that met their needs the last time they were shopping for coverage.

**Experiences Enrolling in Health Insurance** 



The last time I was shopping for a health insurance plan, I was unable to find an affordable plan that met my needs

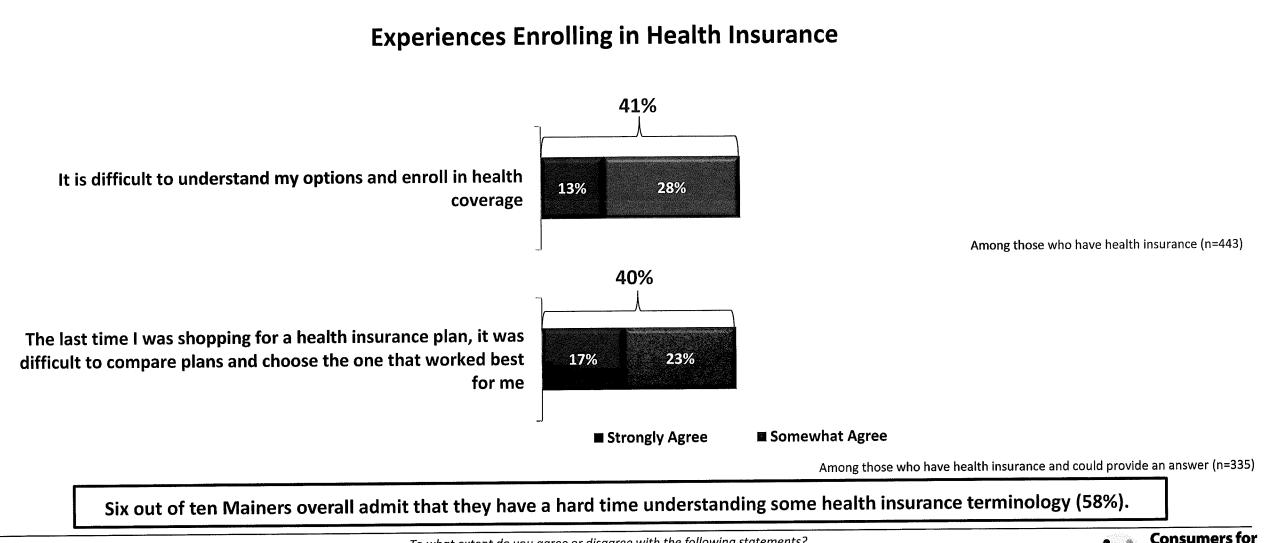
Among those who have commercial health insurance and who provided an answer (n=147)





To what extent do you agree or disagree with the following statements?

## Four out of ten Mainers with health insurance found it difficult to understand or enroll in health coverage.

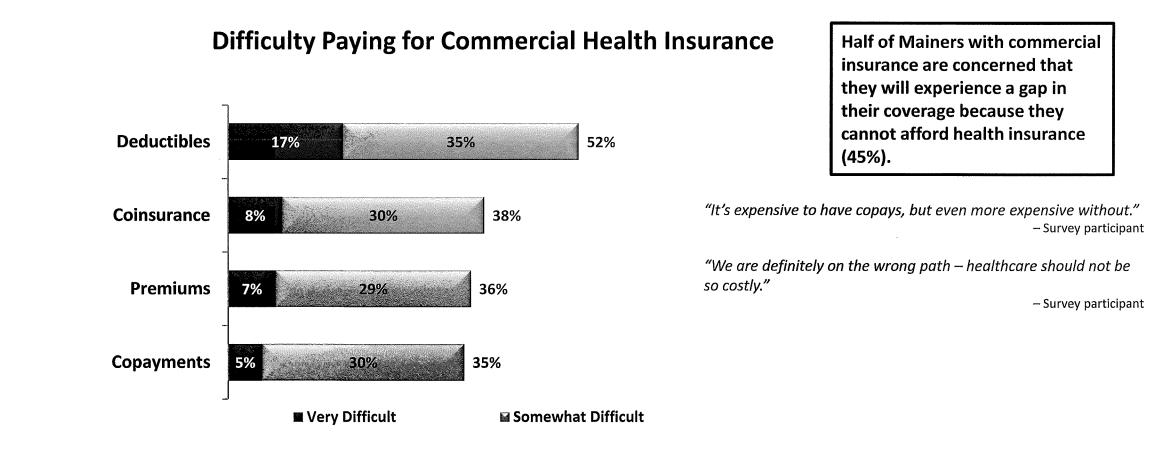




To what extent do you agree or disagree with the following statements?

Half of Mainers with commercial insurance are concerned they will lose their coverage because they cannot afford it.

Half of those with commercial insurance have recently experienced difficulty affording their deductibles, and almost four out of ten struggle to pay for coinsurance, premiums, or copayments.



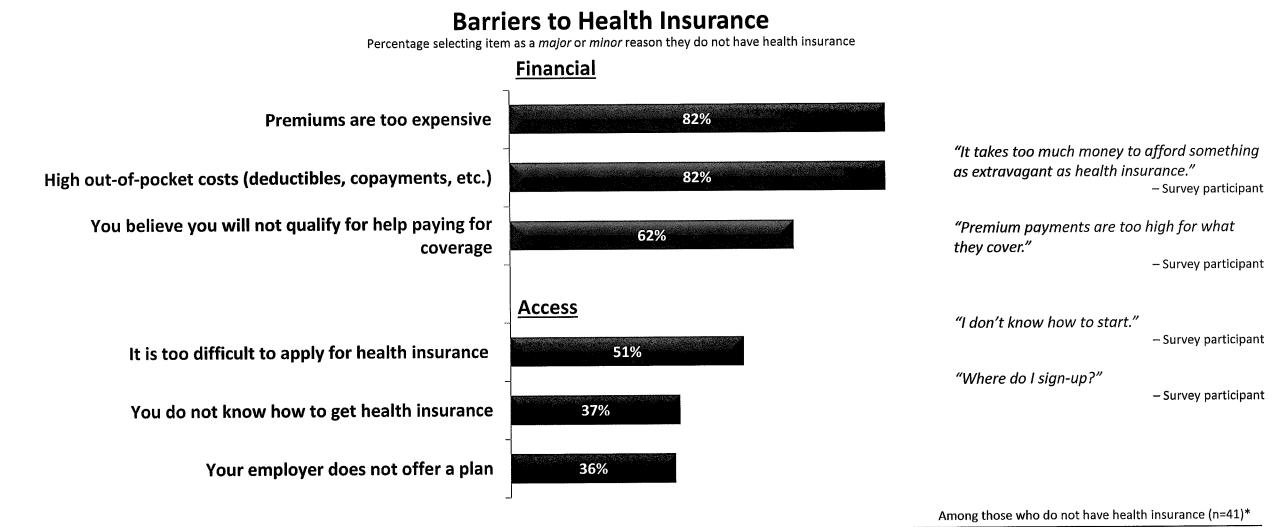
Among those who have commercial health insurance (n=187)



Overall, over the course of the past two years, how easy or difficult has it been for you to afford the following for yourself or someone in your immediate family? How concerned are you that you will not be able to afford health insurance and will experience a gap in coverage?



Mainers cite a variety of reasons for not having health insurance, though the cost of premiums and the high out-of-pocket costs are, by far, the most common barriers, followed by a fear they will not qualify for assistance.





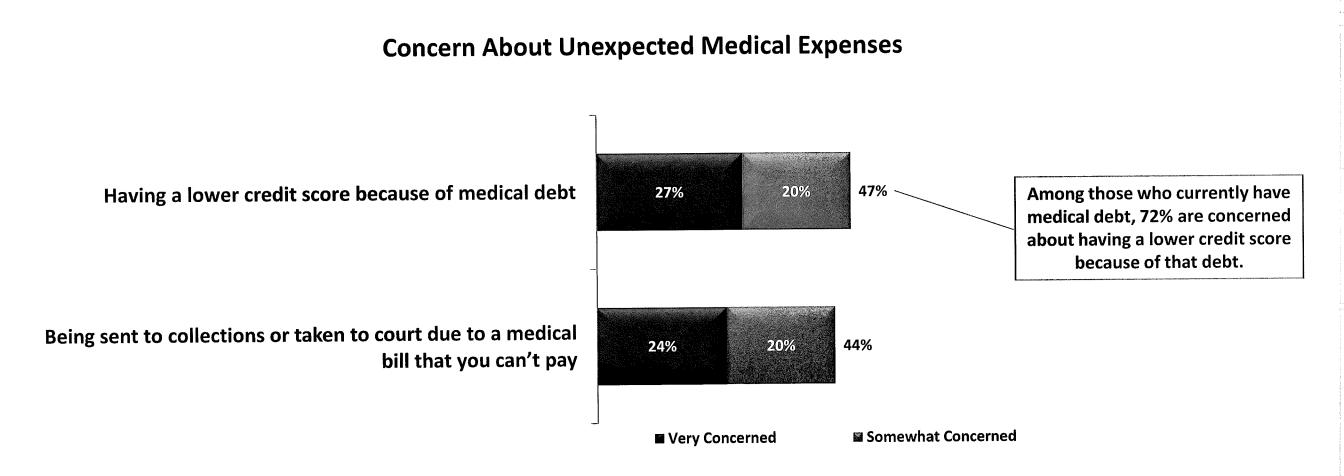
How much of a reason are the following in explaining why you do not currently have health insurance?



## Impact of Health Care Costs on Maine Voters



Almost half of all Mainers are concerned about the prospect of a lower credit score or being sent to collections over a medical bill.





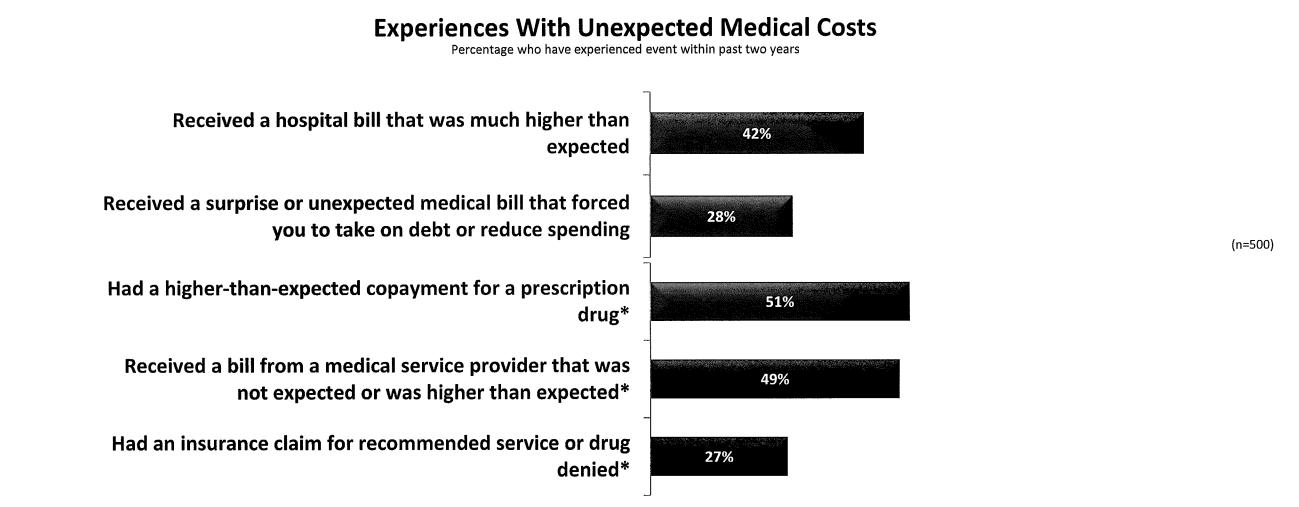


How concerned are you, personally, about the following?



Four out of ten Maine families have received a hospital bill that was much higher than they expected in the past two years. Three out of ten received a surprise medical bill that caused financial strain.

Among Mainers with commercial insurance, half have been faced with a higher-than-expected copay for a prescription drug or received a bill that was not covered by their plan. Another quarter have had a claim denied.



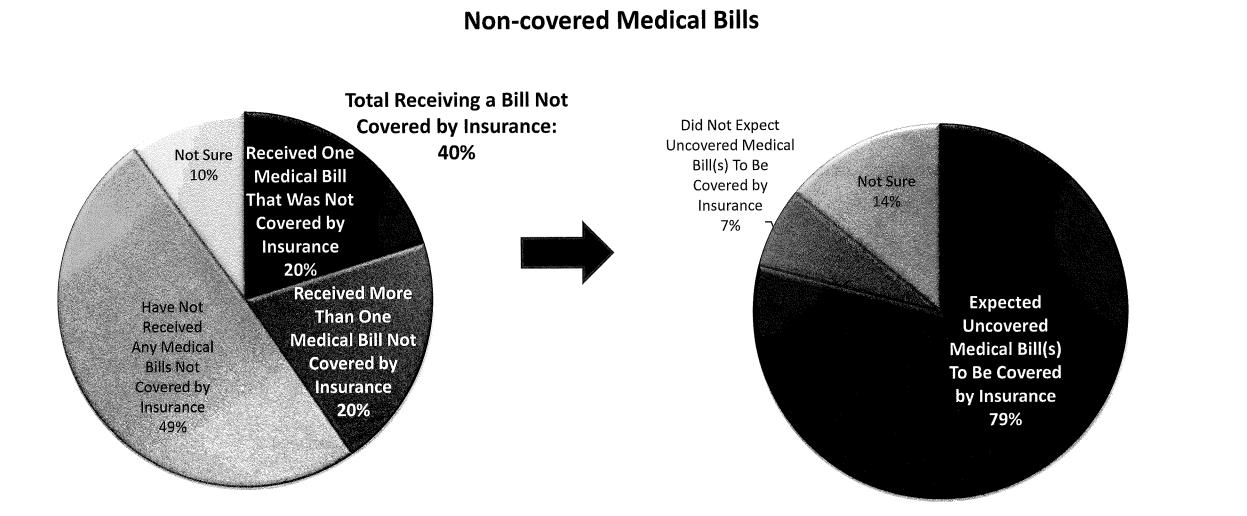
\*Among those who have commercial health insurance (n=187)



In the past two years, have any of the following happened to you or someone in your immediate family?



Four out of ten insured Mainers have received a medical bill that was not covered by their health insurance policy within the last two years. The vast majority of these – eight out of ten – had believed the expenses would be covered by insurance when they received that care.



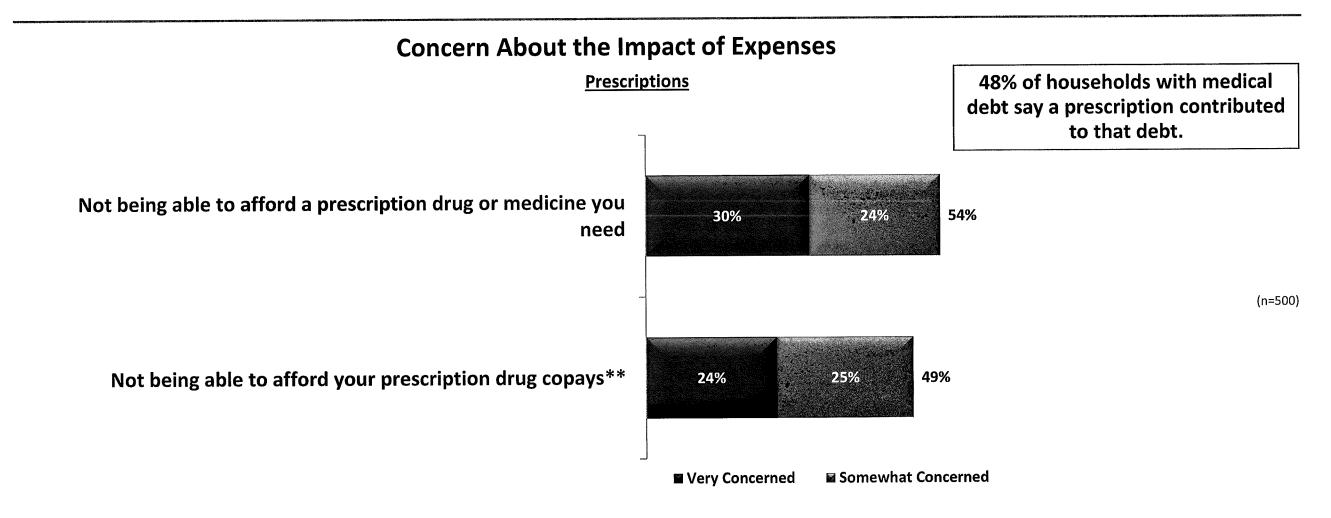
Among those who have insurance (n=443)

Among those who received a medical bill that was not covered by insurance (n=176)

Digital Research inc DR At any point in the past two years, have you or someone on your insurance plan received a bill for medical services that were not covered by insurance? / Did you believe that at least some of the costs in the medical bill not covered by insurance would be covered by your health insurance when you received the medical service(s)?



Half of Mainers are concerned they will not be able to afford their prescription medications. Half of those with insurance are concerned they will not be able to afford their medication copays.



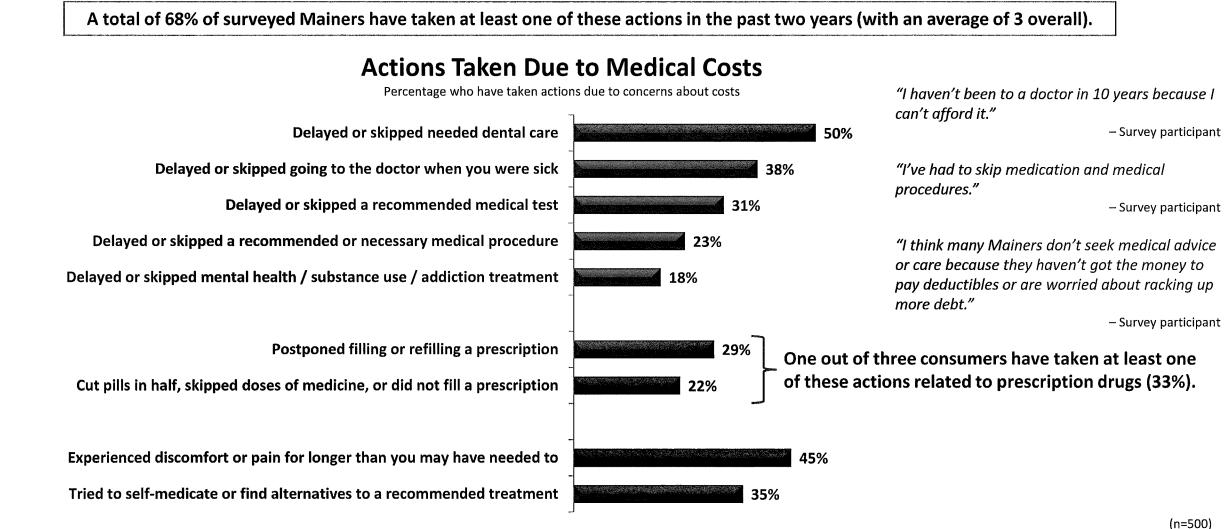
\*\* Among those who have health insurance (n=443)



How concerned are you, personally, about the following?



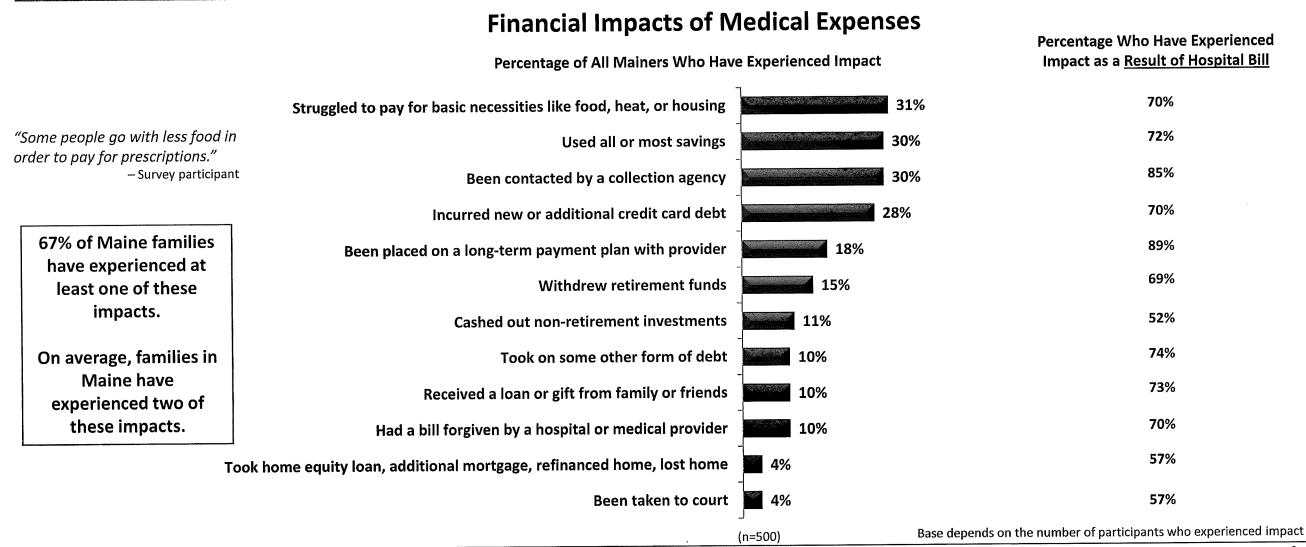
A majority of Mainers delayed or skipped medical care due to costs and four out of ten delayed medical care during an illness. Three out of ten have delayed or gone without their prescription medicines or tried to self-medicate. Almost half have experienced pain for longer than they otherwise would have needed to due to costs.





In the past two years, have you done any of the following due to concerns about costs?

Two out of three families experienced financial impacts as a result of medical bills, most often struggling to pay for necessities, like food, heat or housing, had a bill sent to collections or incurred additional credit card debt. For a majority of families, hospital-based care was the source of each surveyed financial impact.



In the last two years, have you or any member of your immediate family experienced the following as a result of any hospital expenses? / Did you or any member of your immediate family experience the following as a result of a hospital bill, specifically?



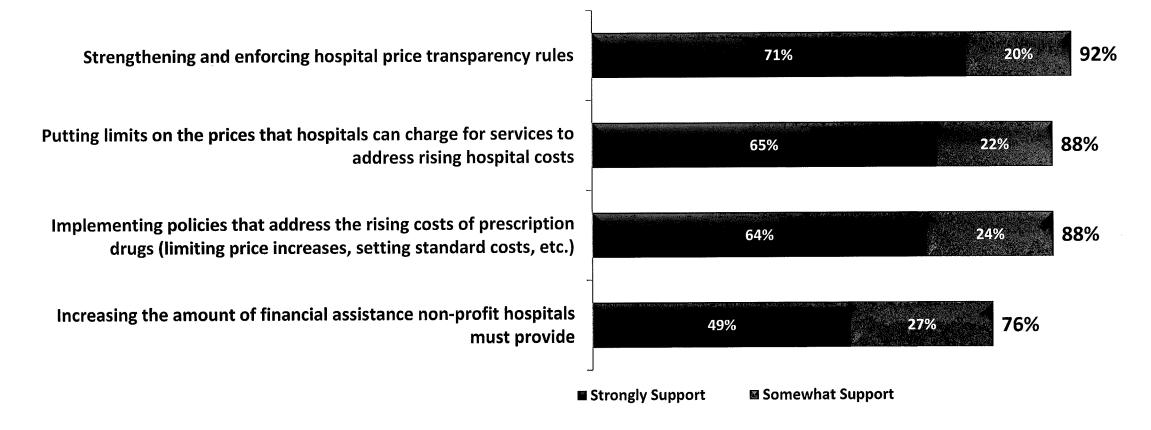


# Support for Proposals to Reduce Health Care Costs



Strong majorities of Mainers support a variety of proposals that directly reduce the costs of health care. Nine out of ten support enforcing price transparency rules, limiting hospital charges, or addressing the rising costs of prescription drugs; two out of three *strongly* support those proposals. Nearly as many – almost eight out of ten – support requiring hospitals to increase the amount of financial assistance they provide in Maine.

### Support for Proposals to Increase Transparency or Reduce Costs



(n=500)

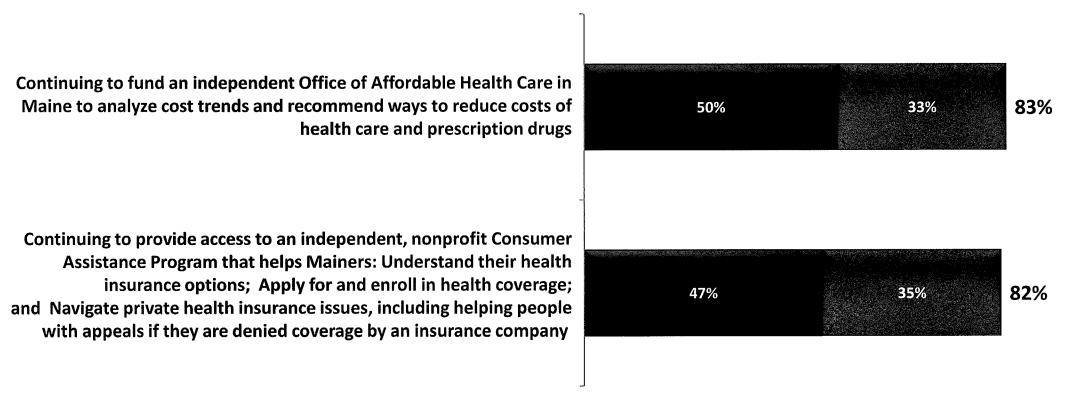
Consumer

To what extent would you support or oppose the following policies that would be designed to improve access to health care or address prescription drug and health care costs?

The full descriptions of the policy proposals shown to participants are listed on page 48.

At least eight out of ten Maine voters support continued funding to make health care more affordable (through the Office of Affordable Health Care) or more accessible (through a Consumer Assistance Program). Half of all Mainers *strongly* support those proposals.

### Support for Proposals to Improve Access to Coverage or Address Health Care Costs





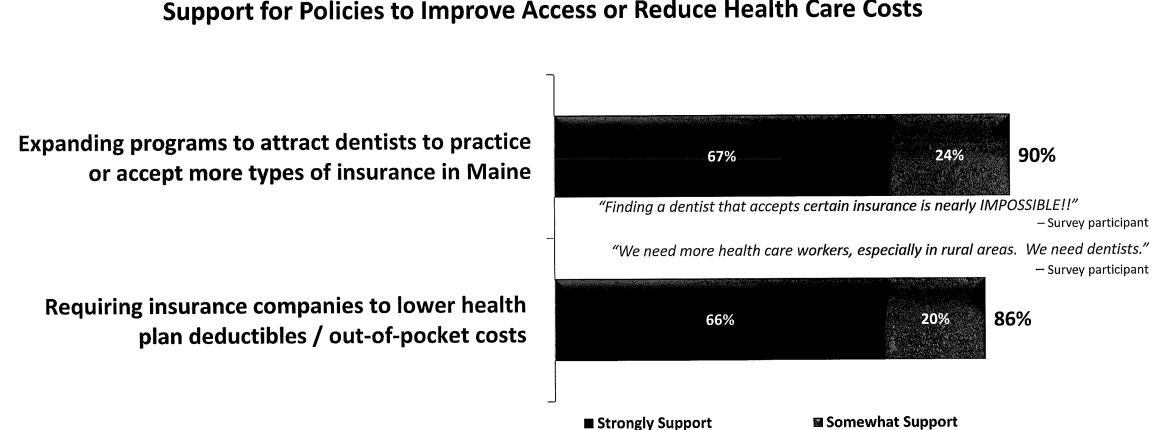
(n=500)

The full descriptions of the policy proposals shown to participants are listed on page 48.

Digital Research



Nine out of ten Mainers support programs that expand access to dentists or require health insurance companies to reduce out-of-pocket plan costs, with two out of three strongly supporting those measures.



Support for Policies to Improve Access or Reduce Health Care Costs

The full descriptions of the policy proposals shown to participants are listed on page 48.

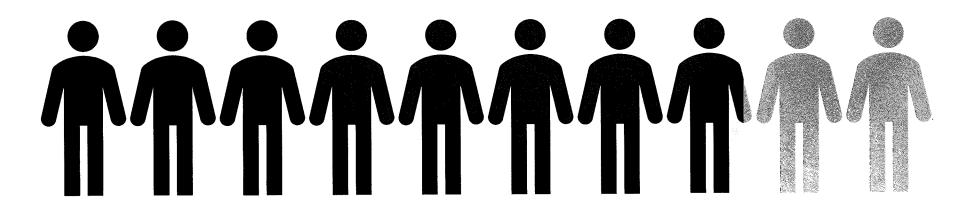
Research



Eight out of ten Mainers support allowing people to buy into a government-administered health insurance plan, also called a public option health plan.

### Support for Policies to Reduce Health Care Costs

**Eight out of ten** Mainers support allowing people to buy into a governmentadministered health insurance plan, also called a public option, that would be available to all Mainers and would compete with private plans to lower costs (78%).



The full descriptions of the policy proposals shown to participants are listed on page 48.

(n=500)

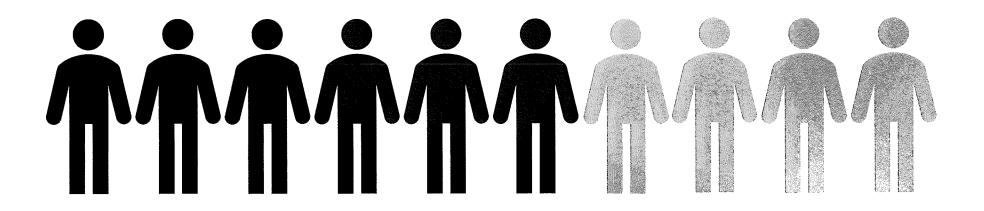




Six out of ten Mainers now support closing gaps in coverage eligibility for all Mainers – including immigrants.

### Support for Policies to Reduce Health Care Costs

Six out of ten Mainers support ensuring all Mainers qualify for health coverage – regardless of immigration status (61%).



The full descriptions of the policy proposals shown to participants are listed on page 48.

(n=500)



# **Profile of Participating Mainers**



## Demographic Characteristics of Survey Respondents

Gender	
Male	48%
Female	52%
Some other way	<0.5%

C	ongressi	onal Distr	ict
CD1			49%
CD2			51%

Race/Ethnicity	
White or Caucasian	93%
African American	3%
Native American	2%
Hispanic or Latino	2%
Asian or Pacific Islander	1%
Middle Eastern	<0.5%
Some other race, ethnicity	1%
Prefer not to say	1%

A	ge
18 to 24	10%
25 to 34	14%
35 to 44	12%
45 to 54	13%
55 to 64	24%
65 to 74	21%
75 and older	6%
AVERAGE	51

Marital Status	
Married	48%
Single, never married	23%
Living with partner	8%
Divorced/separated	17%
Widowed	3%
Prefer not to say	<0.5%

(n=500)



### Demographic Characteristics of Survey Respondents

Educat	tion
High school graduate	or less 37%
Some college, technic	cal school 30%
College, tech. school	graduate 23%
Graduate school	9%
Prefer not to say	1%

Employment Status	n de la deserva Angela de la deserva
Employed full-time	41%
Retired	24%
Employed part-time	10%
Not employed, looking for work	8%
Student	4%
Stay-at-home parent / caregiver	4%
Something else	1%
Unable to work due to medical, health, or other issues	8%

Household Income	
Less than \$25,000	15%
\$25,000 - \$49,999	19%
\$50,000 - \$74,999	20%
\$75,000 - \$99,999	9%
\$100,000 - \$149,999	24%
\$150,000 - \$199,999	4%
\$200,000 - \$249,999	4%
\$250,000 or more	2%
AVERAGE	\$84k

1	46%
2	37%
3	9%
4+	5%
Not sure	4%
	<u>en</u> Covered by Heal nce Policv*
	en Covered by Heal nce Policy* 72%
Insurar	nce Policy*
<mark>Insur</mark> ar 0	nce Policy* 72%
Insurar 0 1	nce Policy* 72% 12%
Insurar 0 1 2	nce Policy* 72% 12% 6%

(n=500) \* Among those who have health insurance (n=443)





### Demographic Characteristics of Survey Respondents

Prescription drugs	78%
A check-up, annual physical, or other preventive-care visit	77%
Medical tests, labs, or diagnostics	74%
Dental care	58%
Treatment for an ongoing or chronic health condition	48%
Emergency treatment for an accident or illness	34%
A surgery or a major medical procedure	28%
Treatment for a COVID-19-related illness	11%
Nursing care or long-term care services	4%
Another type of medical procedure	29%

Medical Procedures Accessed by Immediate Family Members of Participants in Past 2 Years	
A check-up, annual physical, or other preventive-care visit	52%
Prescription drugs	50%
Medical tests, labs, or diagnostics	48%
Dental care	41%
Treatment for an ongoing or chronic health condition	28%
Emergency treatment for an accident or illness	27%
A surgery or a major medical procedure	20%
Treatment for a COVID-19-related illness	13%
Nursing care or long-term care services	7%
Another type of medical procedure	19%

(n=500)





## **Tested Policy Proposals**



## Specific Policy Proposals Presented to Participants

(Support for proposals is shown on the previous pages).

Continuing to provide access to an independent, nonprofit Consumer Assistance Program that helps Mainers:

- Understand their health insurance options;
- Apply for and enroll in health coverage; and
- Navigate private health insurance issues, including helping people with appeals if they are denied coverage by an insurance company

Allowing people to buy into a government-administered health insurance plan, sometimes called a public option, that would be available to all Mainers. Mainers would still have the choice of keeping their private or employer-sponsored health insurance, but now they could purchase a government-sponsored plan that would compete with private plans to lower costs.

Strengthening and enforcing hospital price transparency rules, to make price information more accessible and easier to understand

Expanding programs to attract dentists to practice or accept more types of insurance in Maine

Continuing to fund an independent Office of Affordable Health Care in Maine to analyze cost trends and recommend ways to reduce costs of health care and prescription drugs

Putting limits on the prices that hospitals can charge for services based on the actual costs of providing care, limits to price increases, or other measures that would address rising hospital costs

Closing gaps in health coverage so all people are able to qualify for coverage regardless of immigration status

Increasing the amount of financial assistance non-profit hospitals must provide in order to maintain their non-profit status and tax breaks

Requiring insurance companies to lower health plan deductibles and other out-of-pocket costs Mainers have to pay when they use their insurance

Implementing policies that address the rising costs of prescription drugs (such as setting limits on price increases, setting standard costs for medication, and ensuring more transparent and stringent price negotiations)



