

**REPORT TO THE UNITED STATES CONGRESS ON SERVICES AND
BENEFITS PROVIDED TO UNDOCUMENTED IMMIGRANTS**

Required Reporting for

Rider 59

House Bill 1

Eightieth Texas Legislature, Regular Session, 2007



EPIDEMIOLOGY TEAM
Strategic Decision Support
Financial Services Division

TEXAS HEALTH AND HUMAN SERVICES COMMISSION

Table of Contents

I	Background.....	1
II	Executive Data Summary	2
III	Analytical Notes.....	3
IV	Public Hospital District Facility Listing	6
V	References	11

I – Background

The 80th Texas Legislature, Regular Session, 2007, passed House Bill 1, General Appropriations Act, Article II, Health and Human Services, Rider 59: “Report to the United States Congress on Services and Benefits Provided to Undocumented Immigrants.”

This rider requires the Texas Health and Human Services Commission (HHSC) to report the cost of services and benefits provided by HHSC to undocumented immigrants in the state. Rider 59 also requires HHSC to compile these data for each Texas public hospital district facility. The text of Rider 59 is included below, with the required data and supporting documentation on subsequent pages.

Rider 59 — Report to the United States Congress on Services and Benefits Provided to Undocumented Immigrants

The Health and Human Services Commission shall compile a report of the cost of services and benefits provided to undocumented immigrants, with the agency determining the extent to which undocumented immigrants are served by the agency, by individual program. The agency may use a statistical method developed by the agency in cases where it is not practical for the agency to directly determine whether recipients of a service or benefit are undocumented immigrants.

The Health and Human Services Commission shall also compile information on this subject from each public hospital district within the state and include this information in the report and shall not enforce Title 8 of the United States Code when compiling information on this subject.

The report must be produced using aggregated statistical data that does not contain personally identifiable information. The purpose of compiling this information is to perform analysis to assist the United States Congress and this state in making future health care and budgetary decisions. Information sought for the preparation of this report may not violate any federal or state laws, including rules, regarding privacy.

This report shall be provided to the United States Congress by December 1, 2008, and may be used as supporting materials by the State of Texas in requests for additional federal appropriations to assist with these costs.

The Health and Human Services Commission or a public hospital district may compile and report the information required by this rider only in a manner the attorney general of this state certifies as consistent with federal law.

The Health and Human Services Commission again shall submit the required report to the Lieutenant Governor, Speaker of the House of Representatives, and Members of the Legislature by December 1, 2008, and shall include the information in the agency's annual report for 2008.

II – Executive Data Summary

A. TEXAS HEALTH AND HUMAN SERVICES COMMISSION

Estimated cost of services and benefits provided to undocumented immigrants (SFY 2007[♦])

\$81.2 million

Texas Emergency Medicaid (\$80 million) + Texas Family Violence Program (\$1.2 million)

(Please see *Analytical Notes* on page 3 for subtotals and supporting documentation.)

B. TEXAS PUBLIC HOSPITAL DISTRICTS

Estimated uncompensated care for undocumented immigrants (fiscal year 2006[♦])

\$596.8 million

(Please see *Analytical Notes* on page 5 for subtotals and supporting documentation.)

[♦] *Texas Health and Human Services Commission data are for state fiscal year 2007, the most recent data available. The Texas public hospital districts data come from the Cooperative Annual Survey of Hospitals, which collects data for each facility's fiscal year. At the time of this report's publication, the most recent survey data available were for fiscal year 2006.*

III – Analytical Notes

A. TEXAS HEALTH AND HUMAN SERVICES COMMISSION

Estimated cost of services and benefits provided to undocumented immigrants (fiscal year 2007)

\$81.2 million

Texas Emergency Medicaid (*\$80 million*) + Texas Family Violence Program (*\$1.2 million*)

1. **Texas Emergency Medicaid**

Emergency Medicaid, Type Program 30 (TP 30), is a federal and state funded program that provides Medicaid coverage, limited to emergency medical conditions including childbirth and labor, for non citizens as well as undocumented immigrants living in the US. In fiscal year 2007, payments for Emergency Medicaid, TP 30 totaled as follows:

A — Texas Emergency Medicaid, Type Program 30, Fiscal Year 2007

<i>Inpatient hospital</i>	\$252,300,000
<i>Outpatient hospital</i>	\$11,200,000
<i>Professional and other services</i>	\$53,700,000
<i>Vendor drug</i>	\$124,500
<hr/>	
Total	\$317,324,500

Since HHSC Medicaid claims data do not conclusively identify the legal residency status of immigrants, the portion of the \$317.3 million in Emergency Medicaid payments attributable to undocumented immigrants must be estimated. According to the U.S. Census Bureau's *American Community Survey* (ACS) for Texas, approximately 2.6 million non citizens resided in Texas in 2006. The Department of Homeland Security reports that 1.64 million, or 63 percent, of these residents were undocumented. Therefore, this brings the estimated amount paid for Emergency Medicaid services to undocumented immigrants residing in Texas to about \$200 million:

$$\begin{aligned} & \mathbf{B} \text{ — Texas Emergency Medicaid } (\$317.3 \text{ million}) \times \\ & \text{Estimated Percent of Non-Citizens Who Are Undocumented Immigrants (63\%)} \\ & = \$200 \text{ million} \end{aligned}$$

The state shares the cost of the Medicaid program with the federal government, with Texas paying about 40 percent of Emergency Medicaid expenditures. Therefore, in fiscal year 2007 the total estimated state cost for Medicaid services to undocumented immigrants was about \$80 million.

$$\begin{aligned} & \mathbf{C} \text{ — Estimated Texas Emergency Medicaid for Undocumented Immigrants} \\ & \text{Residing in Texas } (\$200 \text{ million}) \times \text{Texas Share of Medicaid Cost (40\%)} \\ & = \mathbf{\$80 \text{ million}} \end{aligned}$$

IV – Analytical Notes (Continued)

2. Texas Family Violence Program

The Texas Family Violence Program (FVP) contracts with shelters and non-residential centers across the state to provide essential services to victims of family violence. Core FVP services include shelter, 24-hour hotlines, emergency medical services, counseling, etc. In fiscal year 2007, the FVP funded 72 nonprofit family violence shelters, 8 non-residential centers, and 19 special non-residential projects with a total budget of \$23,199,451. State general revenue accounted for nearly \$16.8 million (\$16,759,995) of the program's total spending for direct services.

The FVP does not ask victims of family violence about their residency status. Therefore, the portion of the \$16.8 million in FVP expenditures attributable to undocumented immigrants must be estimated. According to the U.S. Census Bureau's *American Community Survey* (ACS) for Texas, approximately 23.5 million individuals resided in Texas in 2006. The Department of Homeland Security reports that 1.64 million, or 7 percent, of these residents were undocumented. The total estimated state cost for direct FVP services to undocumented immigrants in fiscal year 2007 was:

$$\begin{aligned} & \text{Texas Family Violence Program budget } (\$16.8 \text{ million}) \times \\ & \text{Estimated Number of Undocumented Texas Residents (7\%)} \\ & = \underline{\$1.2 \text{ million}} \end{aligned}$$

B. **TEXAS PUBLIC HOSPITAL DISTRICTS**

Estimated uncompensated care for undocumented immigrants (fiscal year 2006, 94 facilities)

\$596.8 million

Limited information exists to estimate hospital-specific uncompensated care for undocumented immigrants. As such, the method adopted for this report relies on regional estimates of undocumented immigrants' share of hospital uncompensated care, applying those estimates to each hospital in the region.

The regional estimates are derived from a variety of sources. First, the software company Network Sciences created a web-based eligibility screening tool called the "Community Health and Social Services Information System" (CHASSIS™). The Indigent Care Collaboration (ICC), an alliance of safety net providers in three Central Texas counties (Travis, Williamson and Hays), employed CHASSIS™ to screen uninsured/under-insured patients for eligibility in government and local medical assistance or payment programs. This system also tracked the percent of uninsured undocumented immigrants served in these counties, and in 2005 found that nearly 14 percent of all patients screened in hospital settings were undocumented immigrants. (*Texas Comptroller of Public Accounts, 2006.*) This figure was used as a foundation for estimating uncompensated care for undocumented immigrants in the remaining parts of Texas.

IV – Analytical Notes (Continued)

This 14 percent figure was then adjusted for each Public Health Region (PHR) based on information from two additional sources. The first source, the 2006 American Hospital Association/Texas Department of State Health Services/Texas Hospital Association (AHA/TDSHS/THA) *Cooperative Annual Survey of Hospitals*, is required by state law. It is submitted annually by every Texas hospital and lists each facility's reported uncompensated care (bad debt expenses plus charity care charges). The second source, claims data from the state's Emergency Medicaid, TP 30, is available for every hospital stay for non citizens paid for by the state's Medicaid program. In emergency cases, including childbirth and labor, the federal government allows Medicaid via this program to pay for services rendered to persons who would otherwise qualify for Medicaid regardless of their immigration status.

Based on the regional distribution of uncompensated care and Emergency Medicaid expenditures, the Central Texas region's share of the state's uncompensated care appeared to be about 40 percent higher than its share of Emergency Medicaid. Therefore, we estimate that approximately 20 percent of uncompensated care statewide is accounted for by undocumented immigrants, compared to 14 percent in the Central Texas region reported in the aforementioned ICC study. In order to account for this difference statewide, the following formula was applied to each specific region:

Estimated Statewide Uncompensated Care Attributable To Undocumented Immigrants (20%) x
(Public Health Region's Share of State Emergency Medicaid Expenditures /
Public Health Region's Share of State Uncompensated Care) =

**Estimated Percent of Uncompensated Care Attributed to
Undocumented Immigrants in a Public Health Region**

As expected, results varied widely by a region's demographic composition and proximity to the border, with the highest rate found in the Rio Grande Valley and the lowest rate in North Texas. The method produced approximately the same rate statewide as for the state's two largest population centers, Houston and Dallas/Fort Worth.

These region-specific values were then applied to the reported uncompensated care for each public hospital district facility to produce estimates of the uncompensated care for undocumented immigrants. These facility totals were then added to generate the state total. Please see the facility-specific listing below for more information.

IV – Public Hospital District Facility Listing

Public Hospital District Facility †	City	County	Public Health Region (PHR)	Total Facility Uncompensated Care * (A)	Estimated Percent of Uncompensated Care Attributable to Undocumented Immigrants in a PHR ‡ (B)	Estimated Uncompensated Care for Undocumented Immigrants (A * B)
Permian Regional Medical Center	Andrews	ANDREWS	9	\$1,426,975	5.79	\$82,622
Bellville General Hospital	Bellville	AUSTIN	6	\$1,888,004	21.20	\$400,257
Muleshoe Area Medical Center	Muleshoe	BAILEY	1	\$891,982	6.13	\$54,678
Seymour Hospital	Seymour	BAYLOR	2	\$1,314,921	2.35	\$30,901
University Hospital	San Antonio	BEXAR	8	\$329,954,339	7.79	\$25,703,443
Angleton-Danbury Medical Center	Angleton	BRAZORIA	6	\$9,151,361	21.20	\$1,940,089
Sweeny Community Hospital	Sweeny	BRAZORIA	6	\$1,798,967	21.20	\$381,381
Burleson St. Joseph Health Center	Caldwell	BURLESON	7	\$2,435,567	14.35	\$349,504
Plains Memorial Hospital	Dimmitt	CASTRO	1	\$2,069,565	6.13	\$126,864
Bayside Community Hospital	Anahuac	CHAMBERS	6	\$1,094,325	21.20	\$231,997
Childress Regional Medical Center	Childress	CHILDRESS	1	\$2,871,587	6.13	\$176,028
Cochran Memorial Hospital	Morton	COCHRAN	1	\$565,121	6.13	\$34,642
Coleman County Medical Center	Coleman	COLEMAN	2	\$1,867,080	2.35	\$43,876
Rice Medical Center	Eagle Lake	COLORADO	6	\$1,424,898	21.20	\$302,078
Comanche County Medical Center	Comanche	COMANCHE	2	\$2,508,293	2.35	\$58,945
Concho County Hospital	Eden	CONCHO	9	\$263,503	5.79	\$15,257
North Texas Medical Center	Gainesville	COOKE	3	\$8,802,166	21.50	\$1,892,466
Muenster Memorial Hospital	Muenster	COOKE	3	\$417,844	21.50	\$89,836
Parkland Memorial Hospital	Dallas	DALLAS	3	\$626,869,092	21.50	\$134,776,855
Medical Arts Hospital	Lamesa	DAWSON	9	\$2,717,784	5.79	\$157,360
Cuero Community Hospital	Cuero	DE WITT	8	\$3,678,475	7.79	\$286,553
Hereford Regional Medical Center	Hereford	DEAF SMITH	1	\$3,967,904	6.13	\$243,233

IV – Public Hospital District Facility Listing, Continued

Public Hospital District Facility †	City	County	Public Health Region (PHR)	Total Facility Uncompensated Care * (A)	Estimated Percent of Uncompensated Care Attributable to Undocumented Immigrants in a PHR ‡ (B)	Estimated Uncompensated Care for Undocumented Immigrants (A * B)
Eastland Memorial Hospital	Eastland	EASTLAND	2	\$1,745,600	2.35	\$41,022
Medical Center Hospital	Odessa	ECTOR	9	\$67,643,877	5.79	\$3,916,580
R. E. Thomason General Hospital	El Paso	EL PASO	10	\$200,673,706	18.70	\$37,525,983
Fisher County Hospital District	Rotan	FISHER	2	\$540,185	2.35	\$12,694
W.J. Mangold Memorial Hospital	Lockney	FLOYD	1	\$555,669	6.13	\$34,063
Frio Regional Hospital	Pearsall	FRIO	8	\$1,988,980	7.79	\$154,942
Memorial Hospital	Seminole	GAINES	9	\$1,358,152	5.79	\$78,637
Memorial Hospital	Gonzales	GONZALES	8	\$4,198,738	7.79	\$327,082
Hamilton General Hospital	Hamilton	HAMILTON	7	\$2,955,437	14.35	\$424,105
Hansford County Hospital	Spearman	HANSFORD	1	\$627,299	6.13	\$38,453
Chillicothe Hospital	Chillicothe	HARDEMAN	2	\$149,096	2.35	\$3,504
Hardeman County Memorial Hospital	Quanah	HARDEMAN	2	\$431,416	2.35	\$10,138
Ben Taub General Hospital	Houston	HARRIS	6	\$960,155,000	21.20	\$203,552,860
Northeast Medical Center Hospital	Humble	HARRIS	6	\$56,336,561	21.20	\$11,943,351
Coon Memorial Hospital and Home	Dalhart	HARTLEY	1	\$2,711,061	6.13	\$166,188
Haskell Memorial Hospital	Haskell	HASKELL	2	\$177,793	2.35	\$4,178
Hemphill County Hospital	Canadian	HEMPHILL	1	\$316,312	6.13	\$19,390
Hopkins County Memorial Hospital	Sulphur Springs	HOPKINS	4	\$7,661,397	6.94	\$531,701
Presbyterian Hospital of Commerce	Commerce	HUNT	3	\$1,782,289	21.50	\$383,192
Presbyterian Hospital of Greenville	Greenville	HUNT	3	\$23,701,017	21.50	\$5,095,719
Golden Plains Community Hospital	Borger	HUTCHINSON	1	\$5,964,363	6.13	\$365,615
Faith Community Hospital	Jacksboro	JACK	2	\$619,741	2.35	\$14,564

IV – Public Hospital District Facility Listing (Continued)

Public Hospital District Facility †	City	County	Public Health Region (PHR)	Total Facility Uncompensated Care * (A)	Estimated Percent of Uncompensated Care Attributable to Undocumented Immigrants in a PHR ‡ (B)	Estimated Uncompensated Care for Undocumented Immigrants (A * B)
Jackson Healthcare Center	Edna	JACKSON	8	\$1,688,113	7.79	\$131,504
CHRISTUS Jasper Memorial Hospital	Jasper	JASPER	5	\$5,814,021	4.54	\$263,957
Hamlin Memorial Hospital	Hamlin	JONES	2	\$216,321	2.35	\$5,084
Stamford Memorial Hospital	Stamford	JONES	2	\$835,599	2.35	\$19,637
Otto Kaiser Memorial Hospital	Kenedy	KARNES	8	\$1,488,269	7.79	\$115,936
Kimble Hospital	Junction	KIMBLE	9	\$862,799	5.79	\$49,956
Knox County Hospital	Knox City	KNOX	2	\$566,483	2.35	\$13,312
Lavaca Medical Center	Hallettsville	LAVACA	8	\$939,479	7.79	\$73,185
Limestone Medical Center	Groesbeck	LIMESTONE	7	\$1,720,727	14.35	\$246,924
University Medical Center	Lubbock	LUBBOCK	1	\$123,005,488	6.13	\$7,540,236
Lynn County Hospital District	Tahoka	LYNN	1	\$493,512	6.13	\$30,252
Martin County Hospital District	Stanton	MARTIN	9	\$735,801	5.79	\$42,603
Matagorda General Hospital	Bay City	MATAGORDA	6	\$10,756,443	21.20	\$2,280,366
Heart of Texas Memorial Hospital	Brady	MCCULLOCH	9	\$2,363,776	5.79	\$136,863
Midland Memorial Hospital	Midland	MIDLAND	9	\$40,088,376	5.79	\$2,321,117
Richards Memorial Hospital	Rockdale	MILAM	7	\$1,544,100	14.35	\$221,578
Mitchell County Hospital	Colorado City	MITCHELL	2	\$2,409,895	2.35	\$56,633
Nocona General Hospital	Nocona	MONTAGUE	2	\$1,058,607	2.35	\$24,877
Memorial Hospital	Dumas	MOORE	1	\$3,295,274	6.13	\$202,000
Nacogdoches Memorial Hospital	Nacogdoches	NACOGDOCHES	5	\$49,096,407	4.54	\$2,228,977
Rolling Plains Memorial Hospital	Sweetwater	NOLAN	2	\$3,283,504	2.35	\$77,162
Ochiltree General Hospital	Perryton	OCHILTREE	1	\$1,370,332	6.13	\$84,001

IV – Public Hospital District Facility Listing (Continued)

Public Hospital District Facility †	City	County	Public Health Region (PHR)	Total Facility Uncompensated Care * (A)	Estimated Percent of Uncompensated Care Attributable to Undocumented Immigrants in a PHR ‡ (B)	Estimated Uncompensated Care for Undocumented Immigrants (A * B)
Palo Pinto General Hospital	Mineral Wells	PALO PINTO	3	\$7,608,018	21.50	\$1,635,724
Campbell Health System	Weatherford	PARKER	3	\$17,393,965	21.50	\$3,739,702
Iraan General Hospital District	Iraan	PECOS	9	\$110,920	5.79	\$6,422
Reagan Memorial Hospital	Big Lake	REAGAN	9	\$97,206	5.79	\$5,628
Reeves County Hospital	Pecos	REEVES	9	\$1,717,598	5.79	\$99,449
Refugio County Memorial Hospital District	Refugio	REFUGIO	11	\$1,935,402	60.56	\$1,172,079
Ballinger Memorial Hospital District	Ballinger	RUNNELS	2	\$1,087,906	2.35	\$25,566
North Runnels Hospital	Winters	RUNNELS	2	\$259,451	2.35	\$6,097
Sabine County Hospital	Hemphill	SABINE	5	\$765,265	4.54	\$34,743
Starr County Memorial Hospital	Rio Grande City	STARR	11	\$3,519,126	60.56	\$2,131,183
Stonewall Memorial Hospital	Aspermont	STONEWALL	2	\$141,622	2.35	\$3,328
Lillian M. Hudspeth Memorial Hospital	Sonora	SUTTON	9	\$1,352,108	5.79	\$78,287
Swisher Memorial Hospital	Tulia	SWISHER	1	\$935,352	6.13	\$57,337
John Peter Smith Hospital	Fort Worth	TARRANT	3	\$618,729,000	21.50	\$133,026,735
Brownfield Regional Medical Center	Brownfield	TERRY	1	\$2,117,936	6.13	\$129,829
Titus Regional Medical Center	Mount Pleasant	TITUS	4	\$13,783,587	6.94	\$956,581
Tyler County Hospital	Woodville	TYLER	5	\$2,801,493	4.54	\$127,188
McCamey Hospital	McCamey	UPTON	9	\$586,995	5.79	\$33,987
Rankin County Hospital District	Rankin	UPTON	9	\$134,422	5.79	\$7,783
Val Verde Regional Medical Center	Del Rio	VAL VERDE	8	\$8,965,303	7.79	\$698,397
El Campo Memorial Hospital	El Campo	WHARTON	6	\$3,854,197	21.20	\$817,090
Shamrock General Hospital	Shamrock	WHEELER	1	\$386,101	6.13	\$23,668

IV – Public Hospital District Facility Listing (Continued)

Public Hospital District Facility †	City	County	Public Health Region (PHR)	Total Facility Uncompensated Care * (A)	Estimated Percent of Uncompensated Care Attributable to Undocumented Immigrants in a PHR ‡ (B)	Estimated Uncompensated Care for Undocumented Immigrants (A * B)
Parkview Hospital	Wheeler	WHEELER	1	\$577,427	6.13	\$35,396
Electra Memorial Hospital	Electra	WICHITA	2	\$1,300,014	2.35	\$30,550
Wilbarger General Hospital	Vernon	WILBARGER	2	\$2,687,964	2.35	\$63,167
Connally Memorial Medical Center	Floresville	WILSON	8	\$5,226,033	7.79	\$407,108
Wise Regional Health System	Decatur	WISE	3	\$15,033,103	21.50	\$3,232,117
Hamilton Hospital	Olney	YOUNG	2	\$3,184,195	2.35	\$74,829

Total for the ninety-four Texas public hospital district facilities in FY 2006 — \$596,848,958

Notes:

† The AHA/THA/TXDSHS *Cooperative Annual Survey of Hospitals* is administered to all Texas hospitals, and collects data for each facility's fiscal year. The 94 facilities listed here reported being either owned or controlled by a public hospital district on the 2006 *Cooperative Annual Survey of Hospitals*. Data for FY 2007 were not available at the time of this report's publication.

* Total facility uncompensated care is the sum of reported bad debt expenses and charity charges.

‡ Estimated percent of uncompensated care attributable to undocumented immigrants in a PHR was computed by using a formula designed for this report. Based on the regional distribution of uncompensated care and Emergency Medicaid expenditures, the Central Texas region's share of the state's uncompensated care appeared to be about 40% higher than its share of Emergency Medicaid. Therefore, we estimate that approximately 20% of uncompensated care statewide is accounted for by undocumented immigrants, compared to 14% in the Central Texas region reported in the aforementioned ICC study. In order to account for this difference statewide, the following formula was applied to each specific region. For more information, please see *Analytical Notes* on page 6.

$$\begin{aligned} & \text{Estimated Statewide Uncompensated Care Attributable To Undocumented Immigrants (20\% x} \\ & \quad \text{(Public Health Region's Share of State Emergency Medicaid Expenditures /} \\ & \quad \text{Public Health Region's Share of State Uncompensated Care) =} \\ & \text{Estimated Percent of Uncompensated Care Attributed To Undocumented Immigrants in a Public Health Region} \end{aligned}$$

V – References

American Hospital Association/Texas Department of State Health Services/Texas Hospital Association, 2006. *Cooperative Annual Survey of Hospitals*. Chicago/Austin.

House Bill 1, 80th Legislature, Regular Session, General Appropriations Act, Article II, Health and Human Services, Rider 59: *Report to the United States Congress on Services and Benefits Provided to Undocumented Immigrants*, pp. II-86-87.

Network Sciences, 2008. *Community Health and Social Services Information System* (CHASSIS Software™). Retrieved October 17, 2008, from <http://www.netsci.net/chassis.asp>.

Texas Comptroller of Public Accounts, 2006. *Special Report: Undocumented Immigrants in Texas, A Financial Analysis of the Impact to the State Budget and Economy*. Publication #96-1224. Retrieved September 6, 2008, from <http://www.window.state.tx.us/specialrpt/undocumented/undocumented.pdf>.

Texas Health and Human Services Commission, *Medicaid Administrative Data*, Austin.

U.S. Department of Homeland Security, 2007. *Estimates of the Unauthorized Immigrant Population Residing in the United States: January 2006*, Retrieved October 21, 2008, from http://www.dhs.gov/xlibrary/assets/statistics/publications/ill_pe_2006.pdf.

U.S. Department of Commerce, 2007. *American Community Survey (ACS): Public Use Microdata Sample (PUMS)*, 2006. Washington, D.C.: U.S. Department of Commerce, Bureau of the Census.