

Hospital Charity Care and Financial Data Health Systems Quality Assurance



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Executive Summary

The Department of Health (department) is required per RCW 70.170.060 to provide annual updates to the public on the status of charity care provided by hospitals in Washington state. Hospitals in Washington may not deny patients access to care based on an inability to pay. They are required to develop a charity care policy, and to submit financial data regarding charity care to the department. This report summarizes the charity care data provided by Washington hospitals for the hospital fiscal years (FY) ending in 2019.

Hospitals reported an increase in charity care in FY 2019. Washington hospitals reported \$1.039 billion in charity care billed charges in FY 2019, which amounts to \$349 million in actual expenses based on a cost-to-charge formula¹. These charges reflect an increase of 8.7 percent from those reported in FY 2018.

The amount of money hospitals spent on charity care services in Washington varied widely with the highest reporting hospital, Harborview Medical Center, accounting for 9 percent of the statewide total charity care charges in 2019. The median amount across all hospitals was \$2.48 million; however, the average was more than four times higher at \$10.29 million.

Find more information on charity care, including detailed reports by hospital, <u>here</u>.

¹ Because the data in this report are based on billed charges, not the actual payment expected by the hospital, the approximate cost of providing charity care can be estimated by applying a cost-to-charge ratio. Multiplying the dollars by the cost-to-charge ratio results in an approximate cost of what hospitals actually spent providing this service to patients. The statewide cost-to-charge ratio is 0.336. Based on the \$1.039 billion reported in charity care charges in FY 2019, the overall cost of providing charity care statewide was about \$349 million.

Background on charity care in Washington

What is charity care?

Charity care is defined in chapter 70.170 RCW as "medically necessary hospital health care rendered to indigent persons when third-party coverage, if any, has been exhausted, to the extent that the persons are unable to pay for the care or to pay deductibles or coinsurance amounts required by a third-party payer, as determined by the department." The definition of charity care changed October 1, 2018 as a result of Chapter 263, Laws of 2018. A person is considered indigent under WAC 246-453-040 if family income is at or below 200 percent of the federal poverty guidelines. Washington law prohibits hospitals from denying patient access to care based on inability to pay or adopting admission policies that significantly reduce charity care.

Patients with family incomes below 100 percent of the federal poverty guidelines are entitled to hospital services at no cost. Hospitals must also provide discounted care to patients between 100 percent and 200 percent of the poverty guidelines using a sliding scale (WAC 246-453-040). These are minimum requirements. Hospitals may extend free or discounted care to patients earning more than these levels, and many do. The charity care policies for each hospital in Washington are here.²

What are hospitals required to report and when?

Hospitals are required by law to submit charity care policies to the department for review at least 30 days before policies are adopted. Hospitals are also required to submit quarterly and year-end financial reports to the department using a uniform system of accounting. The department uses these financial reports to report charity care data and trends for the state each year. Fiscal years vary among hospitals in Washington, with hospital fiscal years ending on March 31, June 30, September 30, or December 31.

Hospitals are required to report total patient services revenue, also called billed charges, and the amount of patient services revenue that is written off as charity care. Hospitals are also required to report bad debt. Bad debt is different from charity care and is defined as uncollectible amounts, excluding contractual adjustments, which arise from failure to pay by patients whose care has not been classified as charity care. All of these data are reported as part of the hospital's year-end financial report.

Hospitals report financial data to the department on an income statement. Below is an abbreviated example of an income statement to illustrate the relationships between the various revenue sources and expenses.

² https://www.doh.wa.gov/DataandStatisticalReports/HealthcareinWashington/HospitalandPatientData/HospitalPolicies.

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	Hospital: Sample Community Hospital	Comment	Revenue
_	TOTAL PATIENT SERVICES	Inpatient and outpatient revenue	
_	REVENUE	equivalent to Total Billed Charges	615,000,000
-	Provision for Bad Debts	Unpaid charges billed to patients who are	
		not eligible for charity care, deducted	(15,000,000)
		from total revenue	
-	Contractual Adjustments	Reductions from billed charges negotiated	
		by insurance companies, deducted from	(350,000,000)
		total revenue	
-	Charity Care	Unpaid charges billed to patients eligible	
		for charity care, deducted from total	(25,000,000)
		revenue	
=	NET PATIENT SERVICE REVENUE	Actual patient revenue received	225,000,000
		Actual revenue received for office rental,	
+	OTHER OPERATING REVENUE	cafeteria income, etc.	10,000,000
		Actual patient revenue and other	
=	TOTAL OPERATING REVENUE	operating revenue	235,000,000
		Total expenses for operating the hospital	
-	TOTAL OPERATING EXPENSES		(220,000,000)
		Cash remaining after operation of patient	
=	NET OPERATING REVENUE	services	15,000,000
+/	- NON-OPERATING REVENUE-NET OF	Nonpatient revenue (investments,	
	EXPENSES	partnership fees)	5,000,000
=	NET REVENUE BEFORE ITEMS		
	LISTED BELOW	Operating plus nonoperating remainder	20,000,000
+/	- EXTRAORDINARY ITEM	One-time cash revenue or cash expenses	0
		Net cash remaining after all the	
=	NET REVENUE OR (EXPENSE)	transactions	20,000,000

How do hospitals report charity care and how is it calculated?

The amount of charity care reported by hospitals is based on patient services revenue, known as billed charges. These charges are based on the hospital's charge master rate sheet, which sets the price for every treatment and supply category a hospital uses. Every patient's total bill comprises the sum of the charge master rates of the various services or supplies used during the stay before any adjustments based on insurance status. All patients, regardless of insurance status, receive the same billed charges for the same services.

The billed charges reflect a markup that varies among hospitals and is significantly higher than the amount the hospital actually expects to be paid. Medicaid and Medicare pay a set rate for services regardless of billed charges, and private insurance companies negotiate with hospitals for large discounts off the master rate sheet.

Charity care is the amount of billed charges an indigent patient incurs for appropriate hospital-based medical services. Because these charges include the markup, the dollar amount of charity care reported by hospitals overestimates the true cost of providing charity care to indigent patients. To estimate the true cost of providing charity care, the department applies a cost-to-charge ratio. The formula is total operating expenses (the actual cost of running the hospital and providing services) divided by total patient services revenue (billed charges).

2019 Washington state charity care data

Statewide charity care charges for hospital fiscal year 2019

This report describes data collected from licensed Washington hospitals for their fiscal years (FY) ending in 2019. FY 2019 includes data for the 12 months prior to the end of each hospital's fiscal calendar, including data for months in 2018 if the fiscal year starts prior to January 1, 2019.

All charity care data for FY 2019 were due to the department by June 30, 2020. Some hospitals still have not provided data for their 2019 fiscal year. For 2019, 90 of 103 hospitals reported charity care information in year-end financial reports in time to be used in this report. Of the 13 hospitals that did not provide year-end reports, we have provided annual financial estimates for eight hospitals based on their quarterly financial reports or audited financial statements³. For the other five hospitals, no charity care data are available because no FY 2019 financial reports were submitted to the department⁴.

Overall, Washington hospitals reported \$1,039,391,268 in charity care charges written off in FY 2019. These charges amounted to 1.36 percent of total patient services revenue and 3.61 percent of adjusted patient services revenue. Adjusted patient services revenue is the amount of revenue for non-Medicare and non-Medicaid payers, which includes private insurance and self-pay. The proportion of patients covered by Medicare or Medicaid varies widely among hospitals. The use of adjusted patient services revenue allows for a comparison of hospital charity care as a percent of privately sponsored patient revenue.⁵

³ Snoqualmie Valley Hospital (license number 105), Olympic Medical Center (38), Lifepoint/Lourdes Counseling Center (915), Lifepoint/Lourdes Medical Center (22), Dayton General Hospital (141) Lincoln Hospital (137) Two hospitals provided only one quarterly report in 2019. US Healthvest/South Sound Behavioral Health (928), Wellfound Behavioral Health (927).

⁴ Astria/Toppenish Community Hospital (199), Astria/ Regional Medical Center (102), Ferry County Memorial Hospital (167), Garfield County Memorial Hospital (82), and Othello Community Hospital (125).

⁵ Adjusted patient services revenue subtracts Medicare and Medicaid specific patient services revenue from total patient services revenue to allow meaningful comparisons of charity care provided among hospitals. The federal Centers for Medicare and Medicaid Services (CMS) prohibits hospitals from billing patients for the difference between the billed charges and the Medicare or Medicaid payment levels set by CMS. Therefore, patients covered by Medicare or Medicaid can't be charity care patients. The proportion of patients covered by Medicare or Medicaid varies widely among hospitals.

Following a decline in charity care after implementation of the Affordable Care Act in 2013, charity care has been rising again since 2016. The rate of increase slowed between 2018 and 2019. As a percent of total hospital patient services revenue, charity care charges dropped from 2.9 percent to 1.4 percent from 2013 to 2019 (Figure 1 and Table 1).

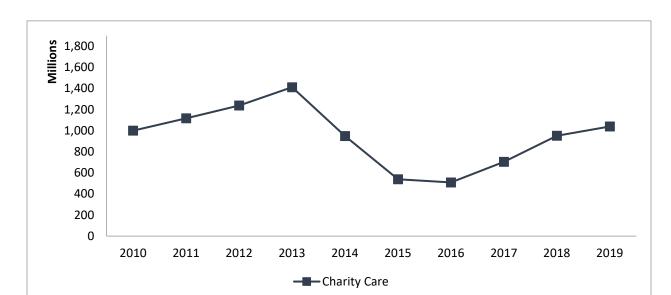


Figure 1. Statewide Hospital Charity Care in Washington, Fiscal Year 2010 - 2019.

Table 1. Statewide Hospital Charity Care in Washington, Fiscal Year 2010-2019

		in Millions	Charity			
	Total Patient	Adjusted Patient	Total Charity	% of	% of	
	Services	Services	Care (Billed	Total	Adjusted	Operating
Year	Revenue	Revenue	Charges)	Revenue	Revenue	Margin %
2010	\$38,172	\$18,378	\$1,001	2.6%	5.4%	5.6%
2011	\$41,182	\$19,398	\$1,123	2.7%	5.8%	3.4%
2012	\$44,728	\$20,775	\$1,285	2.9%	6.2%	5.5%
2013	\$48,482	\$22,795	\$1,422	2.9%	6.2%	5.0%
2014	\$51,993	\$21,288	\$944	1.8%	4.4%	4.6%
2015	\$57,703	\$23,009	\$540	0.9%	2.3%	5.6%
2016	\$61,782	\$24,102	\$568	0.9%	2.4%	2.7%
2017	\$65,506	\$24,734	\$772	1.2%	3.1%	2.0%
2018	\$70,148	\$26,850	\$951	1.4%	3.5%	2.4%
2019	\$76,292	\$28,769	\$1,039	1.4%	3.6%	2.7%

Table 1 notes: Adjusted patient service revenue is the total hospital revenue minus Medicare and Medicaid charges. Operating margin is the total hospital patient service operating revenue (net of deductions) minus total patient service operating expenses expressed as a percent. Note: Patient service revenue is the same as billed charges.

Distribution of charity care among Washington hospitals

Charity care varied widely among hospitals in fiscal year 2019, ranging from \$0 to \$96,100,092. The median amount of charity care per hospital was \$2,480,097; however, the average was much higher at \$10,291,003 as several hospitals provided significant charity care. The amount varied among hospitals in rural and urban areas and in different geographic areas of the state. These variations do not seem to be explained by population size. Some of the variation may be a function of the proportion of hospital revenue coming from Medicare and Medicaid.

Differences in charity care among hospitals may reflect demographic and socioeconomic differences in service areas, hospital service availability, and charity care practices within the hospital. A high level of reported charity care, for example, may reflect greater need for charity care in the community. Likewise, a low level of charity care may reflect a relative absence of need for charity care in a hospital's service area.

Adjusting billed charges to determine actual cost of providing charity care

Because billed charges reflect mark-ups that vary between hospitals and are significantly higher than the expected payment, determining the actual cost of providing charity care to eligible patients is challenging. One way to estimate the cost of providing charity care is to use a cost-to-charge ratio. The formula is total operating expenses (the actual cost of running the hospital and providing services) divided by total patient services revenue (billed charges).

As an example of how the cost-to-charge ratio works, if a hospital had billed charges of \$1,000,000 and a cost-to-charge ratio of .345, the actual cost for that hospital to treat patients is \$345,000. If that same hospital reported charity care billed charges of \$100,000, the cost of treating those patients is \$34,500. The higher the ratio, the closer the billed charges are to the actual cost of treating patients. This is only an estimate based on overall hospital performance.

Washington hospitals' cost-to-charge ratios range from .18 to 1.5. The statewide average was .34. Below are some examples of cost-to-charge ratios for Washington hospitals, including a high, average, and low cost-to-charge ratio.

⁶ http://medical-dictionary.thefreedictionary.com/hospital+cost-to-charge+ratio

Hospital	Charity Care Charges	Cost-to-Charge Ratio	Estimated Actual Cost of Charity Care
Odessa Memorial Hospital	\$28,975	1.51 ⁷	\$43,757
Overlake Hospital Medical Center	\$18,059,448	.34	\$6,125,673
Multicare/Valley Hospital	\$11,961,367	.18	\$2,158,349

Contribution of all purchasers of care to hospital charity care

Charity care as a percent of adjusted (non-Medicare, non-Medicaid) revenue increased from 4.4 percent to 6.2 percent from FY 2007 through FY 2013, then declined to 4.4 percent in FY 2014, and declined to 2.3 percent in FY 2015, climbing again to 3.1 percent in 2017 and 3.5 percent in 2018. In 2019 charity care as a percent of adjusted revenue was 3.6 percent. Because charity care is unreimbursed, all payers – including insurance companies and patients who self-pay – contribute to covering the cost of charity care provided by the hospital. Throughout this time, fluctuations in the statewide operating margin, which is a measure of hospital profitability, do not appear to have adversely affected the amount of charity care provided in Washington (Table 1).

Uncompensated care in Washington

Uncompensated care includes both charity care and bad debt. Looking at uncompensated care gives us a bigger picture of the effect of the Affordable Care Act (ACA) and a way to compare Washington to other states.

Prior to the implementation of the ACA, both charity care and bad debt had been increasing. Both began to decline in 2013 with implementation of ACA provisions. This continued until 2017, when charity care began to rise again. In 2019, charity care and bad debt increased slightly (Figure 2).

⁷ Note: The figures in this column are rounded to the third decimal place whereas the Estimated Actual Cost of Charity Care totals in the column to the right are computed by multiplying by the cost-to-charge ratio figure rounded to the eight-decimal place.

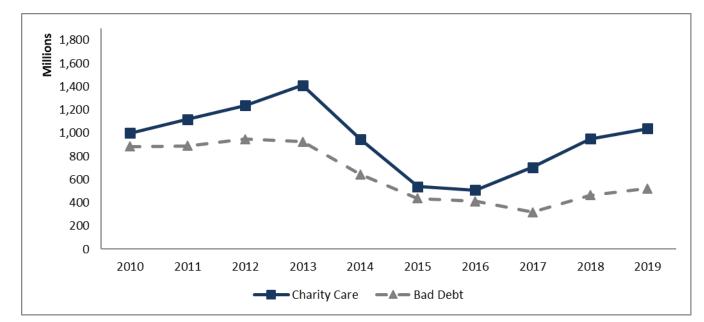


Figure 2. Hospital Charity Care and Bad Debt Patient Service Charges in Washington, Fiscal Year 2010 – 2019

Summary

In 2013, as a result of the Affordable Care Act, Washington saw the first decline in the amount of charity care reported by hospitals since the department began gathering these data in 1989. That decline, however, has ceased and charity care has been increasing again. Charity care rates in Washington in 2019 have remained similar to levels in 2018, which includes slight increases in revenue and slight increases in charity care. Charity care charges increased 24 percent between 2017 and 2018, but only 9.3 percent between 2018 and 2019, so the rise may be slowing.

About this report

The department has issued an annual report since 1990 as directed by chapter 70.170 of the Revised Code of Washington (RCW). Your feedback is important to us. Submit your comments by email at charitycare@doh.wa.gov to help us continue to improve the charity care report.

Appendix

Total Patient Service Revenue, Adjusted Patient Service Revenue, and Amount of Charity Care as a Percent for Washington Hospital Fiscal Years Ending During Fiscal Year 2019

Total Paristr Region/Mosqual Service S		for Washington Hospital Fiscal Years Ending During Fiscal Year 2019							
C. No Rosion/Icospilal Revenue Revenue		Ri	evenue Categorie	s - Patient Servi	ce Revenue - (B	illed Charges)			
Control Column								Total Patient	Adjusted
Cascade Behavioral Health	Lic. No	Region/Hospital					Charity Care		
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Evergreen-HealthKirkland		•							
Mindred Hospital Seattle									
MultiCare/Auburn Regional Medical Center		=					7,849,763		
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UHS/BHC Fairfax hospital		· · · · · · · · · · · · · · · · · · ·							
UW Medicine/Inharborview Medical Center									
130 UW Mediciner/Northwest-Hospital 1,247,438,480 597,869,653 171,573,791 477,995,036 17,513,389 1,40% 3,65% 12,500,000 1,000									
128 UW Mediciner/University of Washington 3,175,944,959 1,107,129,463 495,213,748 1,573,601,748 27,829,784 0,88% 1,777 17,976									
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156 <u>WhidbeyHealth</u> 247,500,850 117,929,944 30,952,366 98,618,540 468,271 0.19% 0.47%							-		
							468,271		
		PUGET SOUND REGION TOTALS	22,661,103,392	10,213,252,727	4,790,421,078	7,657,429,587	305,778,053	1.35%	3.99%

Total Patient Service Revenue, Adjusted Patient Service Revenue, and Amount of Charity Care as a Percent for Washington Hospital Fiscal Years Ending During Fiscal Year 2019

es) ed	Charity Care as a % of	Charity Care as a % of
	as a % of	
		as a % 01
	T . ID .	
	Total Patient	
ervice	Service	Patient Service
ue Charity Care	Revenue	Revenue
6,787 19,235,140	1.75%	4.75%
5,194 7,409,755	1.12%	1.85%
0,761 4,857,164	1.84%	7.12%
8,424 251,073	0.46%	2.13%
5,297 22,171,985	2.52%	10.32%
0,383 46,995,169	2.38%	8.08%
3,190 16,961,690	2.04%	7.77%
9,907 30,429,351	1.43%	5.04%
6,389 221,157	0.77%	1.57%
1,759 1,810,603	2.09%	6.47%
0,500 1,400	0.04%	0.15%
4,139 353,448	0.95%	3.56%
87,745 153,041,876	1.80%	5.59%
1,968 6,145,008	1.93%	7.07%
0,671 223,021	0.86%	2.63%
0,233 42,464	0.15%	0.32%
2,939 9,925,634	0.96%	3.35%
2,209 23,259,391	1.59%	5.66%
	6,402 1,640,583 6,445 583,768 6,787 19,235,140 5,194 7,409,755 0,761 4,857,164 8,424 251,073 5,297 22,171,985 0,383 46,995,163 3,190 16,961,690 9,907 30,429,351 6,389 221,157 1,759 1,810,603 0,500 1,400 4,139 353,448 37,745 153,041,876 1,968 6,145,008 0,671 223,021 0,233 42,464 2,933 9,925,634 7,122 4,929,638 6,486 334,430 0,370 459,763 6,486 334,430 0,370 459,763 6,872 4,752,933 0,693 2,186,506 6,872 4,752,933 0,738 4,843	6,402 1,640,583 0.45% 5,4445 583,768 1.32% 6,787 19,235,140 1.75% 5,194 7,409,755 1.12% 0,761 4,857,164 1.84% 8,424 251,073 0.46% 5,297 22,171,985 2.52% 0,383 46,995,169 2.38% 3,190 16,961,690 2.04% 9,907 30,429,351 1.43% 6,389 221,157 0.77% 1,759 1,810,603 2.09% 0,500 1,400 0.04% 4,139 353,448 0.95% 37,745 153,041,876 1.80% 1,968 6,145,008 1.93% 1,968 6,145,008 1.93% 1,968 6,145,008 1.93% 1,968 6,145,008 1.93% 1,968 6,145,008 1.93% 1,968 6,145,008 1.93% 1,968 6,145,008 1.93% 1,

Total Patient Service Revenue, Adjusted Patient Service Revenue, and Amount of Charity Care as a Percent for Washington Hospital Fiscal Years Ending During Fiscal Year 2019

	Revenue Categories - Patent Service Revenue - (Billed Charges)							ì
Lie Ne	Posicr/Hospital	Total Patient Service Revenue	(Less) Medicare	(Less) Medicaid	Adjusted Patient Service	Charity Cara	Charity Care as a % of Total Patient Service Revenue	Charity Care as a % of Adjusted Patient Service Revenue
Lic. No	Region/Hospital EASTERN WASHINGTON REGION (N=21)	Revenue	Revenue	Revenue	Revenue	Charity Care	Revenue	Revenue
141	Dayton General Hospital*	27,423,886	15,008,078	693,218	11,722,590	131,501	0.48%	1.12%
111	East Adams Rural Hospital	9.920.979	4.029.202	2.252.711	3.639.066	66.509	0.67%	1.83%
167	Ferry County Memorial Hospital	Not reported	1,020,202	2,202,711	0,000,000	00,000	0.0770	1.0070
82	Garfield County Memorial Hospital	Not reported						
926	Inland Northwest Behavioral Health	27,714,895	4,985,600	1,915,200	20,814,095	116,088	0.42%	0.56%
137	Lincoln Hospital*	33,329,904	16,960,581	7,190,590	9,178,733	187,535	0.56%	2.04%
37	MultiCare/Deaconess Hospital	1,713,095,608	838,084,088	329,548,869	545,462,651	21,079,515	1.23%	3.86%
180	MultiCare/Valley Hospital	748,531,328	340,618,995	148,733,283	259,179,050	11,961,367	1.60%	4.62%
21	Newport Community Hospital	57,107,954	25,912,987	15,214,105	15,980,862	843,280	1.48%	5.28%
80	Odessa Memorial Hospital	5,776,116	1,779,425	1,794,586	2,202,105	28,975	0.50%	1.32%
125	Othello Community Hospital	Not reported						
139	Providence/Holy Family Hospital	674,123,703	327,749,702	160,661,751	185,712,250	11,223,155	1.66%	6.04%
193	Providence/Mount Carmel Hospital	116,521,670	58,410,729	26,523,986	31,586,955	2,264,876	1.94%	7.17%
162	Providence/Sacred Heart Medical Center	2,680,401,648	1,178,255,366	642,007,562	860,138,720	30,232,790	1.13%	3.51%
194	Providence/Saint Joseph's Hospital	36,809,232	19,363,072	8,442,441	9,003,719	895,834	2.43%	9.95%
50	Providence/Saint Mary Medical Center	599,906,993	307,262,761	99,995,610	192,648,622	11,114,101	1.85%	5.77%
172	Pullman Regional Hospital	132,569,203	47,569,175	14,998,525	70,001,503	949,959	0.72%	1.36%
157	Saint Luke's Rehabilatation Institute	116,287,797	58,357,807	24,815,567	33,114,423	1,016,856	0.87%	3.07%
42	Shriners Hospital for Children - Spokane	38,317,817	3,738	18,783,559	19,530,520	3,613,369	9.43%	18.50%
108	Tri-State Memorial Hospital	182,587,520	108,634,154	18,506,951	55,446,415	2,131,025	1.17%	3.84%
153	Whitman Medical Center	48,014,916	19,108,801	7,502,287	21,403,828	266,442	0.55%	1.24%
	EASTERN WASH REGION TOTALS	7,248,441,169	3,372,094,261	1,529,580,801	2,346,766,107	98,123,177	1.35%	4.18%
		.						
	STATEWIDE TOTALS (N=105)	76,298,128,353	32,192,464,609	15,334,850,634	28,770,813,110	1,039,391,268	1.36%	3.61%

^{*}Hospital late in reporting final data to Department of Health. Amounts displayed are estimates calculated from quarterly reports.

**Only one quarter reported in 2019.

