

January 24, 2019

The Honorable County Judge Lina Hidalgo
Commissioner Rodney Ellis, Precinct 1
Commissioner Adrian Garcia, Precinct 2
Commissioner Steve Radack, Precinct 3
Commissioner R. Jack Cagle, Precinct 4

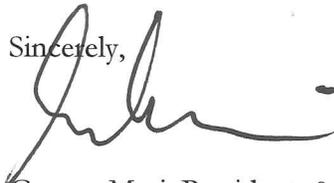
**RE: Harris County Hospital District dba Harris Health System Fiscal Year 2020
Operating and Capital Budgets**

Dear Judge Hidalgo and Commissioners:

The attached document contains an Executive Summary of the background and assumptions supporting the proposed Fiscal Year 2020 Operating and Capital Budgets for Harris Health System, as well as the summary financial schedules referenced in the index. The narrative provides an overview of Harris Health's plan to maintain and improve access to healthcare services for the County's indigent population. While the health care environment at the national and state levels remains challenging, we do not expect any significant changes to Harris Health System's current operations occurring within the next twelve months.

We anticipate that the number of individuals who receive patient care from our System to remain steady for FY 2020. The demand for services by the uninsured population of Harris County, coupled with inflationary pressures, will continue to challenge our existing capacity and available resources. Based upon our assumptions regarding revenue and service projections, we are anticipating an operating margin of \$22.6 million, which is 1.5 percent of total projected revenues, for the FY 2020 Budget. The proposed capital budget of \$81.5 million does not include the Ben Taub Operating Room and Trauma project, which is funded separately by the \$62.8 million of Certificates of Obligation issued in 2016. Management projects a stable cash flow performance for FY 2020 and maintenance of the required Days Cash on Hand under the Harris Health System revenue bond covenants.

Please contact me should you have any questions or need additional information.

Sincerely,


George Masi, President & CEO
Harris County Hospital District d/b/a Harris Health System



HARRIS HEALTH SYSTEM

Fiscal Year 2020 Operating and Capital Budget

Harris County Commissioners Court Meeting

February 12, 2019

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Harris Health System FY 2020 Operating & Capital Budget Executive Summary

Harris Health System Budget – Fiscal Year 2020 (March 2019 to February 2020)

The proposed Fiscal Year 2020 Operating and Capital Budget for Harris Health System continues the focus on improving the health of those most in need in Harris County through high quality care, financial strength to ensure ability to serve our patients, and positioning Harris Health to succeed in an uncertain healthcare environment.

The demand for services by the uninsured population of Harris County continues to outpace existing capacity and resources. Harris Health System has implemented several service enhancement strategies over the past several years, increasing access to primary and specialty care, providing Marketplace insurance coverage for qualified indigent patients, and coordinating care opportunities with community partners. However, increases in resources are barely keeping pace with inflation (about \$50 million annually). Although growth in net patient revenue is expected, primarily due to an increase in Medicare Disproportionate Share add-on payments, the increase will only be enough to offset inflation in labor, supplies and services costs. After accounting for inflationary increases, Harris Health is choosing to strategically invest its few remaining incremental resources in FY 2020. Such priority initiatives include expansion of outside medical services for the indigent, population health, and addition of inpatient clinical capacity at Ben Taub and LBJ Hospitals.

The proposed annual Operating Budget for the fiscal year ending February 29, 2020 reflects a margin of \$22.6 million, which underlines the ongoing effort to manage operations and to be able to reinvest in the infrastructure of the system.

The Harris Health System budget excludes the operating results for the Community Health Choice HMOs and the Harris County Hospital District Foundation.

Significant Activities and Initiatives in FY 2020

❖ New Ben Taub Operating Rooms

The Ben Taub operating room (OR) project, which was funded by a 2016 bond issue, is in the final stages of construction. The \$70 million project provides the necessary expansion of operative suites and supporting services on the second floor to support Level 1 trauma services at Ben Taub Hospital. The construction of 7 new rooms will be completed in 2019, with the projected opening in September.

The new rooms will increase FY 2020 operative hours by 18%, which could result in an additional 1,000 cases and 2,000 specialty clinic visits in the first year of operation. The budget assumes a somewhat slower ramp up, as it may take some time to assure that all staffing, supplies and services are in place.

❖ Addition of Inpatient Capacity at Ben Taub and LBJ Hospitals

The completion of the semi-private room conversion will result in an additional 20 medical/surgical beds to be added to the inpatient platform at Ben Taub Hospital in FY 2020, as total available beds stabilize and the new operating rooms open. The addition of an 8 bed ICU at LBJ Hospital will also add some capacity and volume. This initiative begins to address the shortage of adult critical care beds at LBJ as a result of increased emergency volume. LBJ continues to maintain its position as the busiest Level 3 emergency center in Houston, the status exacerbated by the devastating effect of Hurricane Harvey to the neighboring community and subsequent closure of the East Houston Regional Medical Center.

❖ Programmatic Changes at QM

After evaluating the cost to renovate the inpatient floors at Quentin Mease Hospital to bring them into compliance with current inpatient codes and retain an appropriate number of licensed inpatient beds, it was decided that Quentin Mease is best suited to be programmed and designated as an outpatient facility. As a result, Physical Medicine & Rehabilitation (PM&R) and Skilled Nursing (GPCU) inpatient services will be coordinated through community partners and outside medical services contracts, and 49 inpatient beds decommissioned. Due to the disruptive nature of the construction to reprogram the facility, which will begin in March 2019 and occur over a 12-18 month period, the outpatient clinics will move to various Ambulatory Care Services' sites. There are no changes planned for the outpatient Physical Therapy and Occupational Therapy service at Quentin Mease. After completion of construction, in addition to physical therapy and occupational therapy, the facility will become home to Riverside Dialysis Center and Thomas Street Health Center. The immediate impact to FY 2020 budget is a \$9 million reduction in operating cost from the closure of inpatient units and a \$7 million increase in outsourced medical services to provide such inpatient care. Of note, the inpatient units at Quentin Mease accounted for between 500 to 600 discharges and 11,000 patient days annually, with an average daily census of 30 patients. These volumes have been removed from the FY 2020 budget.

❖ **Care Coordination (Outside Medical Services)**

As discussed above, inpatient skilled nursing and PM&R services transitioning out of Quentin Mease will be coordinated through community partnerships to the extent of \$7 million annually. In addition, Harris Health will continue to outsource colonoscopy and sleep studies, some inpatient psychiatric overflow volume and hospice referrals to assist with throughput and enhance inpatient capacity at Ben Taub and LBJ Hospitals, for a total budget of \$21.2 million.

❖ **Specialty Care Expansion**

Access to specialty care is exceeding 90 days in most specialties (with average days from referral request to initial visit) and exceeding 200 days for several specialties. To improve access, specialty services will be added to existing health centers based on geographic demand.

Adding providers will take time for recruitment and placement, but over the long term, the additional access is expected to increase appointments by over 40,000 annually. The increase in volume for FY 2020 is projected to be a gradual improvement in certain specialties with the longest wait times. The budgeted volume is estimated at 327,878 visits, up by over 5,600 visits compared to FY 2019. This incremental growth includes approximately 2,000 visits for surgical specialties at Ben Taub and over 3,500 visits for multiple specialties at existing health centers.

❖ **Population Health**

To more efficiently and effectively fulfill our mission of improving the health of those most in need, increased collaboration intramurally, extramurally, and globally to address medical and social determinants of health is essential. Building on the concept of transformative model of care sustained by wellness, prevention, disease management, and acute care intervention, Harris Health is taking Population Health from the inception to implementation, in FY 2020. The strategic investment in expanding the program to the next level is budgeted at an additional \$5 million in FY 2020.

❖ **Health Insurance Marketplace**

In October 2016, Harris Health received approval from the Board of Trustees to sponsor a program subsidizing Marketplace coverage for patients who have established eligibility for indigent care services from Harris Health (residents of Harris County, not insured, with income under 150 percent FPL) who also meet the qualifications for Marketplace insurance coverage.

During calendar year 2018 (which correlates with Harris Health's Fiscal Year 2019), approximately 10,000 members were enrolled and sponsored. The projected reimbursement for calendar 2018 is \$21.4 million combined to Harris Health, Baylor College of Medicine and UT Physicians, at a cost of \$13.1 million in insurance premiums paid by Harris Health. The commercial payer mix for Fiscal Year 2019 rose to 8.2 percent from 7.0 percent of total services compared to the year before.

For calendar year 2019 (FY 2020 budget), finalized enrollment figures have been revised to reflect an addition of 6,000 new members, for a total of approximately 16,000 members. The corresponding impact to reimbursement and premium cost is an incremental increase of \$20.2 million in revenue and \$10.8 million in expense.

Uncertainties for FY 2020

The probability of adding the responsibility for the jail health program to the Harris Health portfolio is under consideration by the Harris County at this time. Although funding is expected to be neutral, managing the program may challenge existing priorities.

The probable elimination of the Community Benefit (Charity Services / Expense Alleviation) program, and the resulting \$60 million increase in annual physician cost, may compete for resources with other strategic initiatives.

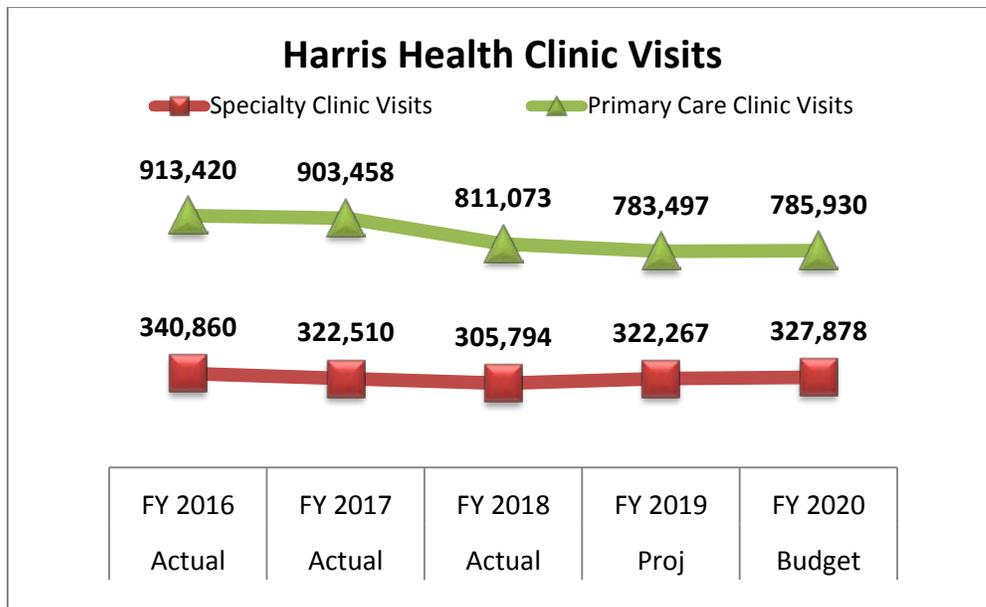
The timing of the replacement of the Affiliated Medical Services (AMS) agreement with a separate contract for physician services between Harris Health and each of the two medical schools, Baylor College of Medicine and UT Health, continues to be a subject for negotiation.

Expected Patient Volumes for Fiscal Year 2020

Overall volume for Harris Health System has been relatively flat for the past three years, except for the drop in volume due to Hurricane Harvey in FY 2018, and is expected to remain stable for the upcoming FY 2020.

There will be no planned growth in primary care clinic visits, estimated at 785,930 visits in FY 2020. Locations will be evaluated, considering the availability of Federally Qualified Health Centers (FQHCs) and other providers in our service area, to optimize primary care access in Harris County.

Specialty care visits are expected to see a gradual growth in certain specialties, to continue to address those specialties with the longest wait times. The budgeted volume is estimated at 327,878 visits, up by over 5,600 visits in FY 2019, including approximately 2,000 for surgical specialties at Ben Taub.



Any changes in emergency room visits will be minimal, due to limitations in ER capacity and bed availability. Total combined emergency room volume for the Ben Taub Level 1 emergency center and the LBJ Level 3 emergency center is projected to be 173,423 visits, up 1.1% from FY 2019.

Budgeted births of 5,422 for FY 2020 are projected to remain the same as in FY 2019.

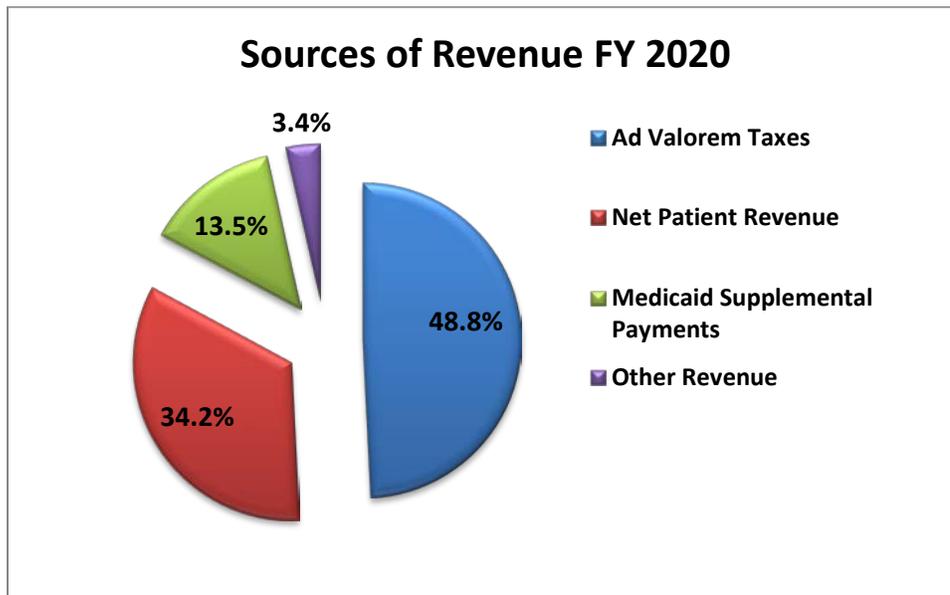
Surgery cases will remain relatively stable for the first half of FY 2020, and increase gradually after the opening of the new Ben Taub operating rooms to almost 23,500, up by over 680 cases from FY 2019.

The completion of the semi-private room conversion will result in an additional 20 medical/surgical beds to be added to the inpatient platform at Ben Taub Hospital in FY 2020, as total available beds stabilize and the new operating rooms open. The addition of an 8 bed ICU at LBJ Hospital will also add some capacity and volume. At the same time, the closure of Physical Medicine & Rehabilitation

and Skilled Nursing inpatient units at Quentin Mease Hospital will remove 49 beds from operation. The net impact to total patient days and average daily census for FY 2020 is estimated to be 2.7% lower than FY 2019, decreasing by approximately 5,500 patient days to 203,869 bed days. The cumulative change to operating beds across the platform as a result of the six-year journey to convert four-bed wards to semi-private rooms is a net decrease of 155 beds.

Revenues

The total Harris Health System revenue budget for FY 2020 is \$1.55 billion, an increase of about \$101 million, or 7.0 percent, from the projected FY 2019 revenues. The increase is attributable to the expected growth of Net Patient Service revenues (\$69 million), Medicaid Supplemental Payments (\$11 million), and a modest inflation in ad valorem tax revenues (\$22 million).



❖ Ad Valorem Tax

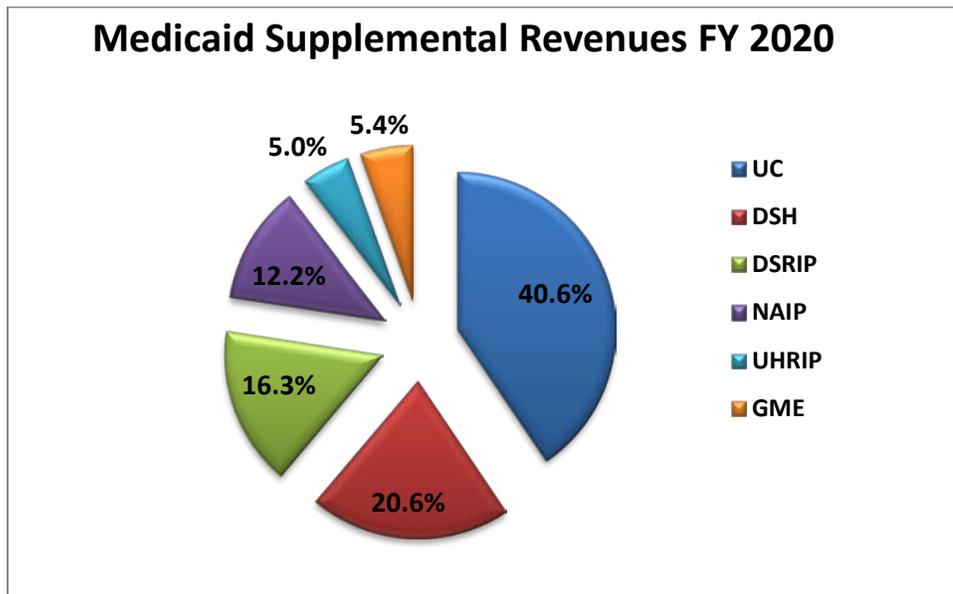
Ad valorem tax revenues represent almost 50 percent of the total Harris Health revenue budget. Tax support for FY 2020 is estimated at \$758.2 million compared to the current year projection of \$736.1 million. While Hurricane Harvey had a significant impact on homes and businesses, the Harris County economy has remained strong, which is reflected in the current year growth of about 3.0 percent. Likewise, a conservative 3.0 percent net increase in Harris County property values is assumed for FY 2020, utilizing the current tax rate of 17.000 cents per \$100 of property valuation for maintenance of operations.

❖ Net Patient Service Revenue

Net Patient Revenue is budgeted to grow to one-third of the organization’s total revenue, from a projected \$461.1 million for FY 2019 to \$530.6 million in FY 2020. This increase of \$69.5 million, or 15.1 percent, is primarily due to the \$41.6 million add-on payments in Medicare Disproportionate Share (DSH) program, as the federal government modified the allocation formula to recognize all uncompensated care provided by hospitals. This is the third and final portion of the three-year transition to the Medicare S-10 allocation methodology for Medicare DSH, which will be effective October 1, 2019. In addition, an incremental \$20.2 million was included in Marketplace reimbursement revenue due to increased enrollment for calendar year 2019.

❖ Medicaid Supplemental Payments

Medicaid Supplemental Programs’ revenues make up 13.5 percent of Harris Health’s total revenue budget and include Medicaid Disproportionate Share (Medicaid DSH), Uncompensated Care (UC), Delivery System Reform Incentive Payment (DSRIP), Network Access Improvement Program (NAIP), Uniform Hospital Rate Increase Program (UHRIP), and Graduate Medical Education (GME) program funding. The aggregate Medicaid Supplemental Programs revenue is budgeted at \$210 million in FY 2020, up by \$11 million, or 5.6 percent, from FY 2019.



Federal cuts in Medicaid DSH funding have been delayed until FFY 2020. The available distribution for Harris Health will be stable for the first seven months of our Fiscal Year 2020, and will drop about 16 percent for the last five months of the fiscal year, for a total funding of \$45.6 million, down by \$4 million from FY2019.

Harris Health’s UC allocation decreased in FFY 2018 due to the Children’s Hospital lawsuit settlement and Rider 38 language that allowed certain urban hospitals to be classified as rural. A partial recovery is projected for FFY 2019, as the Rider 38 language is corrected, and other

modifications are considered. Beginning in FFY 2020, the UC allocation methodology will be based on the Medicare S-10 schedule, which is projected to return the UC allocation to FFY 2017 levels. At this time, the budget for UC in FY 2020 is estimated at almost \$90 million, which is a \$20 million improvement compared to the current year.

The DSRIP pool for the state remains at \$3.1 billion for FFYs 2018 and 2019. The pool then begins to shrink, declining in the third and fourth years of the waiver extension, and dropping to zero in the last year. The state is currently seeking proposals to replace the program when it expires, so as to maintain the current federal funding.

DSRIP Waiver extension eliminated volume based incentives, and moved to quality and performance incentives. We believe that the mandated improvements from baseline will be more difficult to achieve, and expect a decline in revenue. The FY 2020 budget reflects a reduction of \$16 million from the FY 2019 net DSRIP revenue of \$52.2 million, to \$36 million.

The Network Access Improvement Program (NAIP) has commenced its third year at Harris Health. Funding is expected to be stable for the next several years. FY 2020 estimate for this program is almost \$27 million.

The addition of the Uniform Hospital Rate Improvement Program (UHRIP) in March 2018 is projected to improve net Medicaid managed care reimbursement for Harris Health System by \$11 million per year. This additional reimbursement is reflected directly in the net patient revenue for both FY 2019 and FY 2020.

UHRIP has a much more significant benefit to the private hospitals in the region. The intergovernmental transfer (IGT) on behalf of the private hospitals is currently available as a result of the Community Benefit program.

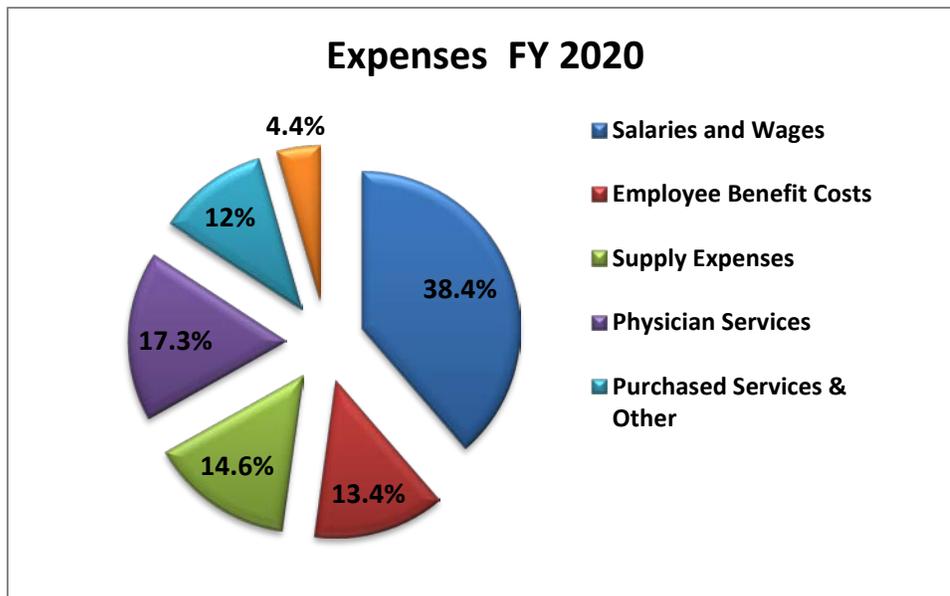
The GME funding program is a new initiative that public hospitals have worked with the state to establish, currently pending CMS approval. It would allow for some recovery of GME costs through an approved Medicaid Supplemental Payment program. Harris Health would provide the IGT for itself, to draw down the matching federal funds. The net impact from this new initiative is budgeted at \$12 million in FY 2020.

❖ **Other Revenue**

Other revenues are projected to remain stable at about \$53 million, or 3.4 percent of the total Harris Health budget. The largest, annual Tobacco Settlement revenue, is projected to continue at approximately \$14 million.

Expenses

Total Harris Health System operating expense is projected to increase by 6.1 percent or \$87.5 million, from \$1.44 billion in FY 2019 to \$1.53 billion in FY 2020. After accounting for \$49 million in annual inflation of 3.4 percent, the rest of the increase is primarily due to additions in marketplace premium subsidies, outside medical services, population health, and extension of inpatient clinical capacity at Ben Taub and LBJ Hospitals. The expected reassignment of Harris County Clinical Services' contract for physician services to Harris Health has also been factored in starting mid-year FY 2020.



Salaries are budgeted to increase by 4.8 percent, or \$26.9 million in FY 2020, to a total of \$588 million. A targeted salary increase program of 3.0 percent, and a market adjustment pool of 1.0 percent have been included in the budget to keep up with the healthcare market in Houston. New additions include expansion in the Population Health program and Quality program improvements as well as opening of new Ben Taub operating rooms and 28 new beds at both hospitals. In order to offset further increases, the sustained focus on labor productivity and benchmarking will continue through ongoing performance improvement and efficiency initiatives.

Benefits will grow by a net 4.9 percent, or \$9.5 million, in FY 2020 to \$204.2 million, with medical self-insurance rates slightly outpacing the general inflation of 4.0 percent. Another major component of the benefit structure, post-employment health benefits, is currently budgeted at \$24.5 million in anticipation of the actuarial expense under GASB #75 to be between \$20 and \$30 million next fiscal year. This estimate includes impact of all the Board approved plan changes during FY 2019.

The net result is a budgeted 4.8% increase in salary and benefit costs, with adjustment for volume.

Supply expense is expected to increase 4.3 percent from a projected \$213.7 million in FY 2019 to budgeted expense of \$223 million in FY 2020. Beyond the 3.0 percent inflation in baseline costs, the

growth is mostly in pharmaceutical expense and the planned inpatient capacity expansion at Ben Taub and LBJ. The Drug Recovery Program is expected to continue to mitigate increasing medication cost and new supply initiatives are being considered as well.

The Medicaid Services IGT and physician services expenses are budgeted to increase to \$264.1 million in FY 2020, up by over \$15 million from the FY 2019 projection of \$248.9 million. The availability of the IGT to support uncompensated care payments for private hospitals is dependent on continuation of the Community Benefit program. The proposed budget for FY 2020 assumes that the program continues through September 2019, at which time all expenses become the direct responsibility of Harris Health. The result will be an added expense of \$5 million per month, for a total impact of \$25 million in FY 2020. The expected elimination of the private UC funding model brings roughly \$240 million in additional annual direct physician costs back onto Harris Health's books. The Medicaid Services IGT of \$190 million would go away.

Purchased services are budgeted to increase by \$24.3 million from a projected \$159.1 million in FY 2019 to \$183.4 million in FY 2020, primarily due to increases in outside medical services such as hospice, inpatient psychiatric services, and the shift of inpatient rehab and skilled nursing to outsource agreements. Budgeted expenses for the premium subsidies related to the Marketplace enrollment of eligible Harris health patients have been revised to \$24 million annually, an incremental increase of \$10.8 million above FY 2019 costs, based on the final enrollment figures at the end of December. Other material additions to FY 2020 include IT projects such as Epic "refuel" designed to modernize the Epic foundational platform and other large IT initiatives.

Depreciation and interest expense for FY 2020 is budgeted at \$67.0 million, which is a planned increase from the projected cost of \$64.8 million in FY 2019 due to additions of capital assets.

Overall, total operating expense budget for Harris Health is projected at \$1.53 billion in FY 2020. The result is a budgeted net operating margin of \$22.6 million, or 1.5 percent, for FY 2020, compared to the projected margin of \$9.1 million, or 0.6 percent, for FY 2019. Analysis of cash flow for FY 2020, including the proposed capital budget expenditures discussed below, reflects a stable cash flow performance for the year, maintaining the minimum required days cash on hand for Harris Health's Letter of Credit covenants.

Capital Expenditures

For the FY 2020 Capital Budget, Harris Health is continuously assessing its facilities, equipment and technology to determine the priorities for replacement, repair and any new acquisitions. The ongoing quarterly process includes representatives of the medical staff from both Baylor College of Medicine and UT Health. The assessment and prioritization methodology addresses patient safety, building safety and code compliance requirements, planned equipment obsolescence, and new technology. The capital budget recommendation is \$81.5 million for FY 2020, about 143 percent of the prior year depreciation of \$55.0 million.

Conclusion

Together, the Fiscal Year 2020 Operating Budget and the Fiscal Year 2020 Capital Budget represent Harris Health's dedication to continuing improvement in the health status of the residents of Harris County. The increased cost of maintaining services will be partially mitigated by management efforts to increase efficiency and productivity, and reduce expenses, through performance improvement initiatives. The resulting operating margin of \$22.6 million will allow Harris Health System to continue to fulfill its mission of providing high quality healthcare to Harris County residents.

HARRIS HEALTH SYSTEM
Statement of Revenues and Expenses
Fiscal 2020 Proposed Budget

	Actual	Projected	Budget
Revenue (\$ in millions):	FY 2018	FY 2019	FY 2020
1. Net Patient Service Revenue	\$ 403.2	\$ 461.1	\$ 530.6
2. Medicaid Supplemental Programs	\$ 266.5	\$ 199.1	\$ 210.2
3. Other Operating Revenue	26.3	26.4	26.4
4. Total Operating Revenue	<u>696.0</u>	<u>686.6</u>	<u>767.3</u>
5. Net Ad Valorem Tax Revenue	717.0	736.1	758.2
6. Net Tobacco Settlement Revenue	13.4	15.2	14.3
7. Interest Income & Other	7.4	13.4	12.6
8. Total Nonoperating Revenue	<u>737.8</u>	<u>764.7</u>	<u>785.1</u>
9. Total Net Revenue	<u>\$ 1,433.8</u>	<u>\$ 1,451.4</u>	<u>\$ 1,552.3</u>
Expense (\$ in millions):			
10. Salaries and Wages	\$ 541.3	\$ 561.1	\$ 588.0
11. Employee Benefits	215.3	194.7	204.2
12. Total Labor Cost	<u>756.6</u>	<u>755.8</u>	<u>792.2</u>
13. Supplies	202.2	213.7	223.0
14. Medicaid Services IGT/Physician Services	237.2	248.9	264.1
15. Purchased Services	136.0	159.1	183.4
16. Depreciation, Amortization & Interest	<u>64.1</u>	<u>64.8</u>	<u>67.0</u>
17. Total Operating Expenses	<u>1,396.0</u>	<u>1,442.3</u>	<u>1,529.7</u>
18. Operating Income (Loss)	<u>\$ 37.7</u>	<u>\$ 9.1</u>	<u>\$ 22.6</u>
19. Total Margin	2.6%	0.6%	1.5%

Note: FY 2018 operating income excludes a \$60 million contribution to Community Health Choice, Inc. to provide additional risk-based capital for the calendar year 2017. Audited financial statements account for the contribution and reflect a change in net position of (\$22.4) million.

HARRIS HEALTH SYSTEM
Statistical Highlights
Fiscal 2020 Proposed Budget

Volume:	Actual FY 2018	Projected FY 2019	Budget FY 2020
1. Primary Care Clinic Visits	811,073	783,497	785,930
2. Specialty Clinic Visits	305,794	322,267	327,878
3. Total Clinic Visits	<u>1,116,867</u>	<u>1,105,764</u>	<u>1,113,808</u>
4. Total Emergency Room Visits	161,542	171,619	173,423
5. Total Surgery Cases	22,872	22,810	23,493
6. Total Outpatient Visits	1,765,462	1,788,377	1,792,670
7. Births	5,369	5,422	5,422
8. Inpatient Cases (Discharges)	30,998	30,130	30,873
9. Outpatient Observation Cases	13,016	14,325	14,278
10. Total Cases Occupying Patient Beds	<u>44,014</u>	<u>44,455</u>	<u>45,151</u>
11. Inpatient Days	174,214	176,721	171,028
12. Outpatient Observation Days	28,605	32,727	32,841
13. Total Patient Days	<u>202,819</u>	<u>209,448</u>	<u>203,869</u>
14. Average Daily Census	555.7	573.8	558.5
15. Payor Mix (% of Charges):			
16. Charity & Self Pay	55.7%	54.5%	54.0%
17. Medicaid & Medicaid Managed	22.5%	23.0%	23.0%
18. Other Third Party Payers	21.9%	22.5%	23.0%

Note: FY 2018 Payor Mix restated

HARRIS HEALTH SYSTEM
Capital Budget Summary
Fiscal 2020 Proposed Budget
(\$ in millions)

Category Totals	<u>FY 2020 Budget</u>
Facility Projects	\$ 40.2
Information Technology	\$ 22.0
Medical Equipment	\$ 14.2
Capital Lease, Other	\$ 2.0
Emergency Capital	<u>\$ 3.0</u>
Total FY2020 Capital Budget	<u><u>\$ 81.5</u></u>