

**Migration Patterns for Medicaid  
Enrollees, 2005–2007**

Final Report

June 15, 2012

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Policy Research

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## ACRONYMS

ACA	Affordable Care Act
ACF	Administration for Children and Families
ACS	American Community Survey
BOE	Basis of Eligibility for Medicaid
CER	Comparative Effectiveness Research
CHIP	Child Health Insurance Program
CMS	Centers for Medicare & Medicaid Services
CPS	Current Population Survey
HCFA	Health Care Financing Administration (former name of CMS)
ID	Identifier for a Medicaid enrollee
MAX	Medicaid Analytic eXtract
MAXEM	Medicaid Analytic eXtract Enrollee Master
M-CHIP	Medicaid expansion CHIP program
MSIS	Medicaid and CHIP Statistical Information System
PARIS	Public Assistance Reporting Information System
PS	Medicaid Analytic eXtract Person Summary File
S-CHIP	Separate stand-alone CHIP program (unrelated to Medicaid)
USDHEW	United States Department of Health, Education, and Welfare

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## EXECUTIVE SUMMARY

The Medicaid program currently provides health coverage to over 60 million aged, disabled, adult, and child enrollees in the United States. Provisions of the Affordable Care Act (ACA) are expected to increase the number of enrollees by more than 16 million in 2014, to a total of over 76 million, or about 25 percent of the U.S. population (Kaiser Family Foundation 2010). Individuals eligible for Medicaid may lose eligibility for various reasons, such as changes in income, categorical factors, and movement from state to state. Earlier research has shown that either temporary or permanent loss of eligibility may have important consequences for the enrolled individual (in terms of continuity of care, unmet need, and health outcomes) and for the public at large (tax burden attributable to program costs). In this paper, we use data from a new source—administrative data derived from Medicaid Analytic eXtract (MAX) enrollment records that have been unduplicated and linked over time—to examine Medicaid enrollee migration across states and the possibility of gaps in enrollment as a result of such migration from 2005 through 2007.

### Background

For several reasons, little has been known throughout the history of Medicaid about state-to-state migration patterns for program enrollees. First, the responsibility for Medicaid administration rests with the individual states. Second, federal reporting on enrollment, utilization, and program payments has been accomplished by aggregating reports from individual states. Third, Medicaid enrollee identifiers commonly used in states are unique only within each state. Accordingly, the administration of Medicaid by individual states has raised concerns about the possibility of gaps in Medicaid enrollment, lack of health insurance coverage, gaps in continuity of care, unmet need and risks to enrollee health status, and increased program costs to the community when enrollees move from state to state.

Other concerns focus on the extent of double-counting of enrollees who are enrolled in more than one state during the same year and possibly even during the same month. An analysis of the underestimate of Medicaid enrollment in the Current Population Survey as part of the Medicaid Undercount project (Call et al. 2001/2002; Davern et al. 2009) highlighted the importance of unduplicating Medicaid enrollee records across states. Others have noted additional issues about using Medicaid administrative data as the “gold standard” for counting individuals enrolled in Medicaid and estimating the uninsured population (Dubay et al. 2007).

Some moves occur within states and others occur across state borders, but this study is limited to an examination of moves across states. We were unable to determine the reasons for moves from state to state because MAX data do not include reasons for the start or termination of eligibility in states. However, the answers to many basic questions will provide important insight into eligibility policy issues for enrollees who move across states.

### Data

States are required to submit Medicaid administrative data on person-level enrollment and provided services (claims for fee-for-service and encounter records for managed care plans) to the Centers for Medicare & Medicaid Services (CMS) through the Medicaid Statistical Information System (MSIS) (CMS 2010). The MSIS administrative data cannot be used easily

for research. Instead, to provide the research community with data readily usable for research, CMS has developed MAX data, which consist of person-level enrollment and event-level services data for each Medicaid, Medicaid expansion Child Health Insurance Program (M-CHIP) and separate stand-alone CHIP (S-CHIP) enrollee reported in MSIS. MAX data are annual state-specific data files in which MSIS records are aggregated by calendar year. Interim MSIS transaction records (retroactive and correction records for eligibility and original, correction, void, and credit records for services) are adjusted to produce final-action records. A substantial number of other edits and validation activities enhance the usefulness and quality of MAX data. Even though MAX data are widely used for research and policy analysis on many topics, they are limited for certain types of cross-sectional research because of the absence of a linkage of records for the same person if that person was enrolled in more than one state. To address this limitation, CMS contracted with Mathematica Policy Research to design and construct unduplicated research files, which appropriately reconciled duplicate Medicaid enrollment records in MAX 2005, 2006, and 2007. Mathematica produced an unduplicated research file containing one record for each unique enrollee per state for each of the three years (Czajka et al. 2010; Czajka and Verghese 2011). In the analysis presented here, we use the unduplicated data linked across states for 2005 through 2007.

## Analysis

The analysis of enrollee migration addresses two major topic areas. In the first area, a national analysis of migration examines the number of enrollees by number of moves, the number of states to which enrollees moved, the number of moves associated with enrollment gaps of varying lengths, the number of enrollment episodes, and the average length of enrollment episodes. In the second area, a state-level analysis includes two parts. The first part addresses in-migration, out-migration, net migration, the number of enrollee who moved, and the number of moves for individual states, along with a comparison to migration among the U.S. population. The second part examines the number of enrollees who moved, the number of moves, and enrollment gaps for one-directional moves between pairs of states.

### National Analysis

**Number and Percentage of Enrollees Who Moved.** Out of nearly 76 million persons enrolled in Medicaid in the 50 states and the District of Columbia from 2005 through 2007, the vast majority, over 73 million (96.3 percent), did not move across states during the study period, leaving 2,830,458 (3.7 percent) who moved across states at least once during the study period and obtained Medicaid eligibility in more than one state. By Medicaid Basis of Eligibility (BOE), other children (e.g. children who were not included within the disabled and foster care child BOE groups) over age 6 and other children age 1 to 6 represented the greatest number of persons who moved. However, the highest percentages of enrollees who moved were children age 1 to 6 (5.5 percent) and foster care children (5.3 percent). The lowest percentage of movers was aged enrollees (2.0 percent).

**Number of Moves and Number of States.** Moves resulting in eligibility in more than one state were relatively uncommon. Only 3.7 percent of enrollees moved at least once; 2.9 percent of enrollees moved once, 0.7 percent moved twice, and 0.1 percent moved three or more times. Of all study enrollees who moved, 77.1 percent moved only once during the study period. Among enrollees with two moves, 80.2 percent moved to a new state and then moved back to the state of origin. For enrollees with three or more moves, slightly less than half (44.3 percent)

were enrolled in only two states such that all of their moves were back and forth between two states. The remainder demonstrated a variety of movement patterns involving more than two states.

**Moves Associated with Enrollment Gaps.** For all study enrollees, 72.2 percent of moves did not result in an enrollment gap. The percentage of moves with gaps in enrollment of fewer than three months (8.2 percent) was fairly consistent as the number of moves increased from one move to five or more moves, ranging from 7.9 to 8.8 percent. The percentage of all enrollees with gaps of more than six months was 11.4 percent but declined monotonically as the number of moves increased—14.4 percent for one move versus 1.2 percent for five or more moves. We observed the same pattern of decrease in the percentage of moves with a gap as the number of moves increased for all BOE groups with gaps of more than six months.

**Enrollment Episodes and Average Episode Length.** A state-specific eligibility episode was defined to begin when a person became enrolled in a state with no enrollment in the previous month and continued until the person was no longer enrolled in the state. Out of a total of about 3.2 million enrollees who moved, nearly 2.2 million had overlapping eligibility episodes in that they were enrolled in more than one state in the same month one or more times during the 36 month study period. Among those, we identified about 365,000 enrollees who had at least two eligibility episodes in different states with the same starting month. We excluded these individuals (11.4 percent of the total) from the study population of enrollees who moved because we were unable either to determine if a move occurred or to identify the origin or destination state for a move. For all enrollees and for enrollees in the aged, adult, child age 1 to 6 years, and child over age 6 BOE groups, we observed no major changes and no clear trend in the average episode length as the number of moves increased. However, we observed declines for the disabled and foster care children and a sizeable increase for children under age 1.

## State Analyses

**Migration Among Individual States.** Between 2005 and 2007, five states registered the migration of more than 150,000 enrollees to another state: California, Florida, Texas, New York, and Louisiana. Given that four of these states had the highest number of Medicaid enrollees among all states between 2005 and 2007, it is reasonable to expect large numbers of migrants. However, Louisiana ranked 17<sup>th</sup> in the size of its enrolled population over the three-year period. It is likely that the large number of out-migrants from Louisiana was a result of Hurricane Katrina (August 2005). In three states, the in-migrant number exceeded 150,000: Texas, Florida, and California. In terms of net migration, three states realized net increases of more than 20,000 migrants: Texas (+70,813), North Carolina (+43,303), and Arizona (+20,175). Four states experienced net decreases of more than 20,000 migrants: California (-79,295), Louisiana (-75,630), New York (-74,049), and Illinois (-25,519). In general, Medicaid migration patterns mirrored the patterns observed for the U.S. population in that states with higher Medicaid in-migration rates had higher U.S. population in-migration rates. However, Medicaid in-migration rates were higher than U.S. population in-migration rates for all but five states.

**Enrollee Moves for Pairs of States.** We observed that, by a substantial margin, the largest number of enrollees who moved in one direction between states was those moving from Louisiana to Texas, undoubtedly in response to Hurricane Katrina. This number was two-thirds higher than the number of enrollees who moved from California to Arizona, the pair of states with the next-highest number of movers. Even though the number moving from Texas to

Louisiana did not rank as high as the number moving in the opposite direction, enrollees who moved from Texas to Louisiana represented the sixth-highest number of movers between state pairs. Frequently, the pairs of states with the highest rankings were neighboring states. For several pairs of states, the number of enrollees moving between states was high in both directions. In other instances of note, a substantial number of enrollees moved in one direction without large numbers of enrollees moving in the opposite direction. For most state pairs, the percentage of moves with a gap was below 35 percent. Notable exceptions were the percentage of moves with gaps from Texas to Louisiana and Georgia to Alabama (42.5 and 43.5 percent, respectively).

## **Discussion**

From 2005 through 2007, most Medicaid enrollees did not move across states, although about 2.8 million enrollees (3.7 percent) did so at least once. Among movers, most moved only once, but some moved several times. With each move, an enrollee had to apply for Medicaid in his or her new state of residence and wait for approval or denial of eligibility. Most moves did not result in eligibility gaps, but some did. The percentage of movers and the percentage of moves associated with gaps differed by Medicaid BOE and by age group for children. When Medicaid gaps occurred, it was possible that the affected persons became uninsured. Such gaps lead to concerns for the individual about continuity of care, unmet need, and health status risk as well as to concerns about the health care system in terms of uncompensated care and increased use of emergency rooms. These gaps also lead to concerns about the larger community with respect to increased costs. Future research should provide more detail on Medicaid enrollee migration across states, the reasons for migration, and how to reduce the frequency and duration of Medicaid enrollment gaps associated with enrollee moves. This issue will become increasingly important as Medicaid eligibility expands to over 16 million new persons and program costs increase under the provisions of the ACA.

## I. INTRODUCTION

The Medicaid program currently provides health coverage to over 60 million aged, disabled, adult, and child enrollees in the United States. Provisions of the Affordable Care Act (ACA) are expected to increase the number of enrollees by more than 16 million in 2014, to more than 76 million, or about 25 percent of the U.S. population (Kaiser Family Foundation 2010). By 2019, the number of enrollees added by the ACA is projected to reach 35 million. Most new enrollees will likely be poor and near-poor childless, and non-disabled adults age 21 through 64. Cost estimates vary, but the Centers for Medicare & Medicaid project that additional Medicaid and Child Health Insurance Program (CHIP) spending in response to the ACA will total \$438.6 billion (Foster 2010).<sup>1</sup>

Individuals eligible for Medicaid may lose eligibility for various reasons, such as changes in income, categorical factors, and movement from state to state. Upon moving, some enrollees may lose eligibility permanently because of different eligibility criteria in another state. Other enrollees may lose eligibility temporarily for administrative reasons. Earlier research has shown that either permanent or temporary loss of eligibility may have important consequences for the enrolled individual (in terms of continuity of care, unmet need, and health outcomes) and for the public at large (tax burden attributable to program costs) (Short et al. 2003; Schoen and DesRoches 2000; Rimsza et al. 2007). In this paper, we use data from a new source—administrative data derived from MAX enrollment records that have been unduplicated and linked over time—to examine Medicaid enrollee migration across states from 2005 through 2007. Two previous studies used the same data to investigate the movement of children between

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<sup>1</sup> Medicaid and CHIP expansions specified in the ACA from Fiscal Year 2010 through Fiscal Year 2019 beyond the provisions of prior law.

Medicaid and the Child Health Insurance Program (CHIP) (Czajka 2012a) and to investigate gaps in Medicaid enrollment by both eligibility group and state for the same period (Czajka 2012b). In Chapter II, we provide the background and context for the present study and describe our data source. In Chapter III, we present our findings on the movement of Medicaid enrollees across states. Finally, in Chapter IV, we summarize key findings and their implications, discuss the limitations of our findings, and present final conclusions. Data tables are located at the end of the chapter in which they are referenced.

## **II. BACKGROUND**

Not much is currently known about migration or movement patterns of Medicaid enrollees across states. Accordingly, concerns abound about the possibility of gaps in Medicaid enrollment, lack of health insurance coverage, breaks in continuity of care, unmet need and risks to health status among enrollees, and increased program costs to the community when enrollees move. Concern has also focused on the extent of double-counting of enrollees who are enrolled in more than one state during the same year and possibly even during the same month. In this chapter, we review selected research from the literature to identify major issues and provide a basis for the study. We also discuss the Medicaid data used in this paper and state Medicaid administrative issues that confound the use of such data.

### **A. Medicaid Data Reporting and Basis for This Study**

For several reasons, little has been known throughout the history of Medicaid about the migration patterns of program enrollees across states. First, administrative responsibility for Medicaid rests with the individual states. Second, federal reporting on enrollment, utilization, and program payments has only been accomplished through the aggregation of individual state reports. Third, Medicaid enrollee identifiers commonly used in states are unique only within each state. Even now, data reporting on the number of program recipients, the number of enrollees, and service utilization is specific to individual state Medicaid programs. Over the years, Medicaid reporting has occurred through different venues, including the Institute for Medicaid Management (USDHEW 1978), Medicare and Medicaid Data Books (e.g., HCFA 1987), statistical reporting from the Health Care Financing Administration's (HCFA) Medicaid Bureau (e.g., HCFA 1996), the Health Care Financing Review Annual Supplements (e.g., HCFA

1993), the Kaiser Family Foundation's State Health Facts (Kaiser Family Foundation 2010), the Medicaid and CHIP Statistical Information System State Summary Data Mart,<sup>2</sup> the MAX Chartbooks,<sup>3</sup> and the MAX Validation reports.<sup>4</sup> Despite widespread reporting of various Medicaid statistics, some experts note that the number of enrollees and recipients in the reports, summed across the states (including the District of Columbia), overstate the number of unique individuals enrolled in and receiving services from Medicaid across the nation.

An analysis of the underestimate of Medicaid enrollment in the Current Population Survey as part of the Medicaid Undercount project (Call et al. 2001/2002; Davern et al. 2009) highlighted the importance of unduplicating Medicaid enrollee records across states. Others have raised concern about using Medicaid administrative data as the "gold standard" for counting individuals enrolled in Medicaid and estimating the uninsured population (Dubay et al. 2007). Further attention has focused on unduplicating persons enrolled in Medicaid across states by funding enhancements to MAX data under the American Recovery and Reinvestment Act (ARRA) of 2009 to support Comparative Effectiveness Research (CER).

Individuals eligible for Medicaid may lose program eligibility for various reasons, such as changes in income, categorical factors, and movement from state to state. Upon moving, some enrollees may lose eligibility permanently because of different eligibility criteria in another state. Other enrollees may lose eligibility temporarily for administrative reasons. Still other enrollees may lose eligibility because the income threshold in the new state is lower than that in the state

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<sup>2</sup> The Medicaid Statistical Information Systems (MSIS) State Summary Data Mart is available at <http://msis.cms.hhs.gov/> (accessed May 9, 2012).

<sup>3</sup> The MAX Chartbooks are available at [http://www.cms.gov/Research-Statistics-Data-and-Systems/Computer-Data-and-Systems/MedicaidDataSourcesGenInfo/MAX\\_Chartbooks.html](http://www.cms.gov/Research-Statistics-Data-and-Systems/Computer-Data-and-Systems/MedicaidDataSourcesGenInfo/MAX_Chartbooks.html) (accessed May 9, 2012).

<sup>4</sup> The MAX Validation reports are available at <http://www.cms.gov/Research-Statistics-Data-and-Systems/Computer-Data-and-Systems/MedicaidDataSourcesGenInfo/MAX-Validation-Reports.html> (accessed May 9, 2012).

that they left. For these enrollees, loss of eligibility could be temporary with a sufficient decline in income soon after the move or permanent without such a decline. For all these reasons, it is important to examine enrollee migration patterns to determine whether enrollee migration increases the rate of enrollment gaps or reduces the length of enrollment episodes.

Some moves occur within states and others occur across state borders, but this study is limited to an examination of moves across states. In this study, we were unable to determine the reasons for moves from state to state because MAX data do not include reasons for the start or termination of eligibility in a state. However, the answers to many basic questions will provide important insight into eligibility policy issues for persons who move across states. These questions include the following:

- How many Medicaid enrollees move from one state to another?
- How frequently do they move?
- Is the rate of movement from one state to another different by Medicaid Basis of Eligibility (e.g., aged, disabled, adults, or children)?
- To what extent are individuals enrolled in more than one state at the same time?
- In terms of migration patterns, what is the direction of migration? In other words, how many enrollees move from state A to state B?
- For individual states, what is the net migration (difference between in-migration and out-migration) during a year and over multiple years?
- To what extent do program enrollees experience gaps in Medicaid coverage when they migrate?
- What can we learn about migration patterns that resulted from Hurricane Katrina?

## **B. Medicaid Data and State Administrative Issues**

States are required to submit Medicaid administrative data on person-level enrollment and provided services (claims for fee-for-service and encounter records for managed care plans) to the Centers for Medicare & Medicaid Services (CMS) through the Medicaid Statistical Information System (MSIS) (CMS 2010). The requirement applies to all program enrollees in regular Medicaid or Medicaid expansion Child Health Insurance Programs (M-CHIP). However,

given that submission of the data is optional for persons enrolled in separate, stand-alone CHIP programs (S-CHIP), many states with S-CHIP programs do not report data on person-level enrollment and provided services for the program. Finally, the MSIS administrative data cannot be used easily for research.

To provide the research community with data readily usable for research, CMS has developed MAX data, which consist of person-level enrollment and event-level services data for each Medicaid, M-CHIP, and S-CHIP enrollee reported in MSIS. MAX data are annual, state-specific data files that organize MSIS records by calendar year. Interim MSIS transaction records (retroactive and correction records for eligibility and original, correction, void, and credit records for services) are adjusted to produce final-action records. A substantial number of other edits and validation activities are conducted to enhance the usefulness and quality of MAX data. Even though MAX data are widely used for research and policy analysis on many topics, they have been limited for certain types of cross-sectional research because the data does not include a link of records for the same person if that person was enrolled in more than one state.

To address this limitation, CMS contracted with Mathematica Policy Research to design and construct unduplicated research files by appropriately linking duplicate Medicaid enrollment records across states in MAX 2005, 2006, and 2007. We produced an unduplicated research file containing one record for each unique enrollee per state for each of the three years. Each file includes an identifier that may be used to link records across states and over time; a subset of variables from the MAX Person Summary (PS) files; and several variables created explicitly for the unduplicated file. The last set of variables include monthly indicators identifying the type of

enrollment—none, regular Medicaid, M-CHIP, S-CHIP, or a combination of the three (Czajka et al. 2010; Czajka and Verghese 2011).<sup>5</sup>

In the development of the unduplicated MAX data, Czajka and Verghese (2011) found that, among all enrolled individuals, fewer than 2.3 percent had records in more than one state in each of the years from 2005 through 2007. Even though the percentage differed by major BOE groups in the year 2007, it was quite low for the following BOE groups: aged (below 1.2 percent), disabled (below 3.0 percent), adults (below 1.8 percent), and children (below 2.7 percent). The present study shows percentages that are consistent with those found by Czajka and Verghese. However, the percentages for this study are higher because the study period for moves is three years compared to one year in the study by Czajka and Verghese.

As Medicaid enrollees may migrate (or move) from state to state, they may or may not be determined to be eligible for Medicaid in the new state. If they do become eligible, they will likely receive an MSIS Identifier (ID) that differs from that assigned in the original state. In addition, it is important to recognize that typical enrollment processes used by state Medicaid agencies are likely to vary. These processes affect enrollment reporting to CMS (captured in the MSIS and MAX data). Such a lack of uniformity in reporting confounds analyses of enrollee migration. Ideally, when a Medicaid enrollee moves from one state to another, the two states should exchange information that includes enrollment data from the origin state. However, there is no formal means by which this exchange takes place for all states and there is no federal requirement for the exchange of this information.

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<sup>5</sup> The MAX enrollment indicators that provide the basis for constructing the research file indicators identify enrollment in only one program in a given month. When Mathematica combined duplicate records as part of the within-state unduplication process, the combined records may have indicated enrollment in different programs in the same month. All such enrollment was coded in the research file enrollment indicators.

States may use the Public Assistance Reporting Information system (PARIS) to try to determine if a person is enrolled in another state (Administration for Children and Families 2012). However, there are limitations in using PARIS. First, the exchange of information through PARIS requires significant cooperation among participating states. Second, participation in PARIS requires state funds, often in short supply, in order to provide data to PARIS and to search PARIS for data. Consequently, reporting to and use of PARIS may be incomplete or untimely. Third, when enrollees move from state to state, they are under no obligation to report their relocation. Therefore, state eligibility staff in the origin state may be unaware that an enrollee has moved. Fourth, a state typically enrolls a person for an entire month no matter the day of the month that eligibility is determined. In other words, a person could be eligible in one state in a month, move to another state in that month, and then become eligible in the new state during the same month. Fifth, states may grant continuous eligibility for a fixed period (e.g., a year), especially for persons enrolled in prepaid managed care plans. Finally, some states indirectly address issues of continuing enrollment and migration by issuing redetermination letters to enrollees, granting them time (e.g., 90 days) to re-apply for Medicaid eligibility. Enrollees who fail to re-apply lose their enrollment.

The results of these administrative policies are apparent in the unduplicated MAX data. In Table II.1, we show that from 2005 through 2007, 76,324,880 unique persons were enrolled in Medicaid across the 50 states and the District of Columbia (hereafter identified as the states). Among these enrollees, 74,145,965 persons (97.1 percent) were enrolled in only one state at the same time but the remaining 2,178,915 persons (2.9 percent) were enrolled in two or more states at the same time. Among these enrollees, 364,540 (0.5 percent) were excluded from the study population because they had at least two eligibility episodes in different states with the same starting month, and we were unable either to determine if a move occurred or to identify the

origin or destination state for a move. Given that reporting of S-CHIP enrollment in MSIS is optional for states, we also excluded unduplicated MAX records for persons with only S-CHIP enrollment during the three-year period.

**Table II.1. Number of Medicaid Enrollees Excluded and Included in the Study, 2005–2007**

Enrollee Selection Criteria for the Study	Number	Percent	Excluded Enrollees <sup>1</sup>	Included Enrollees
Total Enrollees	76,324,880		73,494,422	2,830,458
<b>Enrolled in Only One State at a Time</b>	74,145,965	97.1		
No Moves <sup>2</sup>	73,129,882	95.8	73,129,882	
One or More Moves	1,016,083	1.3		1,016,083
<b>Enrolled in More Than One State at the Same Time<sup>3</sup></b>	2,178,915	2.9		
Same Starting Month for at Least One State-Specific Enrollment Episode <sup>4,5</sup>	364,540	0.5	364,540	
Different Starting Months for All State-Specific Enrollment Episodes <sup>5,6</sup>	1,814,375	2.4		1,814,375

Note: Medicaid enrollees are individuals who may or may not be enrolled in more than one state at any time during the study period.

<sup>1</sup> These enrollees were excluded from the analysis of enrollees who moved.

<sup>2</sup> This category includes three enrollees with no recorded Medicaid BOE.

<sup>3</sup> Enrollment at the same time means that the individual had enrollment records in more than one state for at least one month during the 36-month period.

<sup>4</sup> These enrollees were excluded from the study population because they had at least two eligibility episodes in different states with the same starting month. It was therefore not possible to determine if a move occurred, or the origin and destination state for a move.

<sup>5</sup> Of the 2,178,915 individuals with enrollment in more than one state at the same time, 1,814,375 (83.3) were included in the study. The total number of enrollees who moved was 3,194,998. The exclusion of 364,540 enrollees means that 88.6 percent of those who moved were included in the study population of those who moved.

<sup>6</sup> These enrollees were included in the study population. This group includes 306,356 individuals who had a state-specific eligibility episode for one state occur completely within a state-specific eligibility episode for another state (not shown in the table).

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### **III. ANALYSIS OF ENROLLEE MIGRATION IN MEDICAID**

The analysis of enrollee migration focuses on two major topic areas. The first area is a national analysis of migration that examines the number of enrollees by the number of moves, the number of states to which enrollees moved, the number of moves associated with enrollment gaps of varying lengths, the number of enrollment episodes, and the average length of enrollment episodes (Section A). The second area is a state analysis that is presented in two parts. The first part includes in-migration, out-migration, net migration, the number of enrollees who moved, and the number of moves for individual states, along with a comparison to overall U.S. population migration (Section B, Part 1). The second part examines the number of enrollees who moved, the number of moves, and enrollment gaps for one-directional moves between pairs of states (Section B, Part 2). Many of the analyses are presented for selected major Medicaid BOE groups: aged, disabled, adult, foster care children, and other children (by three age groups—children under age 1, children age 1 to 6, and children over age 6).

#### **A. National Analysis**

##### **1. Number and Percentage of Enrollees Who Moved**

To provide the context for migration across states in Medicaid, we first present—for each major BOE group—basic counts of the number and percentage of enrollees who moved. During the 36-month period from January 2005 through December 2007, 75,960,337 persons were enrolled in Medicaid in the 50 states and the District of Columbia (hereafter referred to as the states)<sup>6</sup>. The vast majority of enrollees—73,129,879 or 96.3 percent—did not move across states during the study period, leaving 2,830,458 (3.7 percent) who moved across states at least once

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<sup>6</sup> This number excludes 364,540 enrollees for whom it was not possible to determine either if a move occurred or the origin and destination states for a move and 3 enrollees with no BOE.

during the study period and obtained Medicaid eligibility in more than one state (Table III.1). In terms of BOE, the largest numbers of movers were other children over age 6 and other children age 1 to 6. However, the highest percents of enrollees who moved were children age 1 to 6 (5.5 percent) and foster care children (5.3 percent). The lowest percentage of movers was aged enrollees (2.0 percent).

## **2. Number of Moves and Number of States**

In addition to determining if enrollees moved, it is useful to understand more about the movement patterns of Medicaid enrollees. How many times did Medicaid enrollees move across states? In how many different states were they enrolled? How often did a move result in enrollment in a state where an enrollee had not previously been enrolled? As we have defined moves for this study, one move implies enrollment in two states. Two moves could be a result of a move from one state to second state and a second move to a third state. Alternatively, two moves could be the result of a move from one state to a second state and then a move back to the state of origin. The patterns become more complex as the number of moves increase.

### **a. All Enrollees**

Of the total 2,830,458 (3.7 percent) of all study enrollees who moved, 2,182,791 (2.9 percent of all enrollees or 77.1 percent of movers) moved only once during the study period (Tables III.2 and III.3). The percent of enrollees moving twice was much lower (accounting for only 0.7 percent of total enrollees), and the percentage of enrollees with three or more moves was lower still at only 0.1 percent. We observed the same pattern of a substantially smaller number of enrollees for enrollees with four moves, five moves, and so on, including a small number of enrollees who experienced as many as nine or more moves (data not shown).

Among enrollees who moved twice, 432,766 (80.2 percent) moved to a new state and then moved back to the state of origin (Table III.4). The remaining 19.8 percent of those who moved

twice were enrolled in three states during the study period. For enrollees who moved three or more times, slightly less than half (44.3 percent) were enrolled in only two states (Table III.5). In other words, all of their moves were back and forth between two states. The remainder of these enrollees demonstrated a variety of movement patterns involving more than two states.

#### **b. Aged Enrollees**

For aged enrollees (Table III.6), only 2.0 percent of all enrollees moved during the study period. However, the pattern by number of moves was similar to the pattern observed for all enrollees in that the number of enrollees with moves decreased substantially as the number of moves increased. In addition to the lower percentage of aged enrollees who moved (2.0 percent), the percentage of those who moved more than one once was lower (0.2 percent) than for all enrollees (0.8 percent).

Compared to all enrollees at 77.1 percent, a higher percentage of aged enrollees moved only once (87.7 percent), resulting in enrollment in two states (Table III.3). For aged enrollees who moved twice, about three out of four were enrolled in two states (moved out of the original state and later returned), and one out of four was enrolled in three states (Table III.4). About 40 percent of aged enrollees with three or more moves were enrolled in only two states, and the remaining 60 percent were enrolled in more than two states (Table III.5).

#### **c. Disabled Enrollees**

Compared to aged enrollees, a much larger number of disabled enrollees moved (Table III.7). This was a result of two factors. The number of disabled enrollees exceeded the number of aged enrollees and the percentage of all disabled who moved (4.5 percent) was more than double the rate for aged enrollees (2.0 percent). Among all disabled enrollees, 3.5 percent moved only once.

The number of disabled enrollees with one move represented 77.1 percent of all disabled enrollees who moved, which was comparable to the rate for all enrollees (Table III.3). As was the case for aged enrollees, about three-quarters of disabled enrollees with two moves were enrolled in two states and about one-quarter in three states (Table III.4). Among disabled enrollees who moved three or more times, they were most likely to be enrolled in three states, although nearly 18 percent were enrolled in four or more states (Table III.5).

#### **d. Adult Enrollees**

The percentage of adult enrollees (2.9 percent) who moved (Table III.8) was below the rate for all enrollees (3.7 percent). A small percentage of all adult enrollees moved once (2.3 percent), and the percent of adult enrollees who moved three or more times was even lower (0.6 percent), slightly below the respective rates for all enrollees.

As a percentage of those who moved, 78.0 percent of adult enrollees moved only once—a rate slightly higher than the rates for all, disabled, and other child (age 1-6 and over age 6) enrollees (Table III.3). For those who moved twice, the predominant pattern resulted in enrollment in two states (80.4 percent) (Table III.4). Adult enrollees with three or more moves were most likely to be enrolled in three states (45.0 percent), but nearly as large a percentage was enrolled in two states (44.4 percent) (Table III.5).

#### **e. Foster Care Child Enrollees**

Relatively small numbers of foster care children moved for the simple reason that the enrolled population of foster care children was especially small compared to other BOE groups, although a relatively high percentage of foster care child enrollees moved (5.3 percent) (Table III.9). Those with one move accounted for 4.2 percent of all enrollees, and those with three or more moves represented 1.1 percent of all enrollees. Both rates were much higher than the rates for all enrollees.

Out of all foster care child movers, 80.0 percent moved only once, a rate slightly higher than that of all, disabled, and adult enrollees (Table III.3). More than three-quarters of these enrollees with two moves became eligible for Medicaid in two states, and 46.2 percent with three or more moves became eligible in three states (Tables III.4 and III.5).

**f. Child Enrollees Under Age 1**

As noted earlier, among all BOE groups except the aged, the percentage of movers was lowest among children under age 1 (2.5 percent) (Table III.10) and this rate was well below the rate for all enrollees. The percentages with both one move (2.1 percent) and two or more moves (0.4 percent) were also relatively low as compared to other groups.

Children under age 1 with one move represented 84.0 percent of all such children who moved (Table III.3). About two-thirds of children under age 1 with two moves gained enrollment in two states, and one-third gained enrollment in three states (Table III.4). For the children experiencing three or more moves, the vast majority (71.5 percent) gained enrollment in three states, a percentage much higher than the comparable percentages for other BOE groups (Table III.5). It is not known why the percentage differs dramatically from that of other BOE groups.

**g. Child Enrollees Age 1 to 6**

The percentage of children age 1 to 6 with moves was the highest (5.5 percent) among all BOE groups (Table III.11). Likewise, the percentage of children age 1 to 6 with two or more moves (1.5 percent) was the highest among all BOE groups.

Among children age 1 to 6, children with one move represented 73.2 percent of all children who moved, a percentage lower than that for most other BOE groups (Table III.3). For these children with two moves, a particularly high percentage (82.4 percent) was enrolled in two states (Table III.4) at a rate comparable to that of adults. For these children age 1 to 6 who moved

three or more times, nearly half (47.0 percent) were enrolled in two states, and 43.9 percent were enrolled in three states (Table III.5). A small percentage was enrolled in four or more states.

#### **h. Child Enrollees over Age 6**

The number of child enrollees over age 6 who moved was greater than the number of enrollees in other BOE groups who moved. Child enrollees not only constituted the largest BOE/age group but, at 3.9 percent, also represented a higher rate of moves than the average for all enrollees (Table III.12). The percentages of these children with two or three moves were similar to the percentages for all enrollees.

Children over age 6 with one move accounted for 77.1 percent of all such children with moves, a figure that matches the rate for disabled and adult enrollees (Table III.3). A high percentage (82.5 percent) of these child enrollees with two moves were enrolled in two states, a result similar to that for adults and children age 1 to 6 (Table III.4). When these children moved three or more times, they were most likely to be enrolled in two states (51.6 percent) and somewhat less likely to be enrolled in three states (40.1 percent), with a small percentage enrolled in four or more states (Table III.5).

### **3. Moves Associated with Enrollment Gaps**

In the best of all possible scenarios, it would be desirable for Medicaid enrollment to be continuous as enrollees move from state to state. Given that the individual states administer Medicaid, an enrollee must apply for Medicaid when he or she moves to a new state. Short gaps in enrollment of one or two months may result in a lack of continuity of care for enrollees who move, but such gaps may be indicative of the time it takes to process an eligibility application when a person moves to a new state. In contrast, gaps of more than six months most likely reflect a permanent loss of eligibility for one or more of the several reasons discussed earlier. In

this section, we present study findings on the frequency with which gaps occur and the length of those gaps.

**a. All Enrollees**

The study enrollees accounted for 3,622,590 moves from one state to another state, of which 2,616,793 moves (72.2 percent) did not result in a gap in enrollment<sup>7</sup> (Table III.13). The percentage with gaps in enrollment of fewer than three months (8.2 percent) was fairly consistent as the number of moves increased, ranging from 7.9 to 8.8 percent. The percentage of all enrollees with gaps of more than six months was 11.4 percent but declined monotonically as the number of moves increased—14.4 percent for one move versus 1.2 percent for five or more moves.

For each BOE group, we show below that the percentage of enrollees with no gap increased steadily with the number of moves,<sup>8</sup> suggesting that enrollees may have gained knowledge of the Medicaid eligibility application processes with the frequency of their moves. Further, the percentage of moves with a gap greater than six months decreased as the number of moves increased for each BOE group.

**b. Aged Enrollees**

Among aged enrollees, the percent of moves not associated with a gap was 80.8 percent, which was higher than the comparable percentage for all enrollees (Table III.14). The percentage of moves with gaps of fewer than three months was lower (6.9 percent) than that

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<sup>7</sup> When we say that a move did not result in a gap in enrollment, we rely on information from enrollment records from the origin and destination states. It is possible that an individual may not become enrolled in the destination state at the time of the move. It is also possible that the individual may not know that he or she is still enrolled in the origin state or may not be able to travel to the origin state to receive care covered by Medicaid.

<sup>8</sup> The reader is reminded that the study is limited to moves occurring from 2005 through 2007. During any fixed period, other things being equal, longer gaps in eligibility would reduce the number of possible moves observed.

observed for all enrollees and ranged from 5.8 to 7.1 percent with the increasing number of moves. The percentage with a gap of more than six months was lower than that for all enrollees (7.2 percent). As the number of moves increased, the percentage with these gaps decreased from 8.1 to 1.2 percent.

**c. Disabled Enrollees**

Among disabled enrollees, the percentage of moves not accompanied by a gap was the highest (84.4 percent) of all BOE groups (Table III.15) and increased with the number of moves, from 82.5 percent (one move) to 90.3 percent (five or more moves). The percentage of moves with gaps of fewer than three months was substantially lower (5.3 percent) than the observed value for all other BOE groups, with a narrow range (between 5.3 and 5.6 percent) as the number of moves increased. For disabled enrollees, the proportion of moves with gaps of more than six months was by far the lowest observed for all BOE groups (6.0 percent). The percentage of gaps lasting longer than six months was highest for one move (7.7 percent) and lowest for five or more moves (1.3 percent).

**d. Adult Enrollees**

By far, adult enrollees had the lowest percentage of moves not accompanied by a gap (60.2 percent) as compared to other BOE groups (Table III.16). Nonetheless, the number of moves not accompanied by a gap increased from 56.3 (one move) to 77.4 percent (five or more moves). Among all BOE groups, adult enrollees experienced the highest percentage of moves with gaps of fewer than three months (9.4 percent)—between 8.7 and 11.4 percent as the number of moves increased. In addition, about one in five moves (19.2 percent) among adult enrollees was associated with a gap of more than six months, a rate substantially higher than that observed for any other BOE group. However, as seen elsewhere, the percentage of moves associated with

gaps of more than six months decreased as the number of moves increased (23.7 percent for one move versus 3.0 percent for five or more moves).

**e. Foster Care Child Enrollees**

After aged and disabled enrollees, foster care children represented the highest percentage of moves without an associated gap (77.5 percent) (Table III.17). The standard pattern of an increase in this statistic with the number of moves held, ranging at 76.7 percent for one move versus 85.7 percent for five or more moves. Among all moves for these children, 7.1 percent of moves were associated with gaps of fewer than three months, at a low of 6.3 percent (one move) and a high of 9.8 percent (four moves). The overall percentage of moves with gaps greater than six months for these children was 8.8 percent. The number of moves with gaps of greater than six months decreased from 10.4 percent for one move to 0.5 percent for five or more moves.

**f. Child Enrollees Under Age 1**

For children under age 1, three out of four moves were not associated with a gap (Table III.18). Once again, the number of moves without a gap increased with the number of moves, from 73.0 (one move) to 86.2 percent (five or more moves). For children in this age group, 8.8 percent of moves were associated with gaps of fewer than three months, with a low of 6.9 percent for five or more moves and a high of 8.9 percent for one move. Nearly 9 percent of the moves for children under age 1 were associated with a gap of more than six months, with a high of 10.1 percent (one move) and a low of 1.3 percent (five or more moves).

**g. Child Enrollees Age 1 to 6**

For children age 1 to 6, 73.4 percent of moves did not result in an enrollment gap (Table III.19). The percent with no enrollment gap increased with the number of moves, ranging from 69.8 (one move) to 87.5 (five or more moves) percent. Among all moves, 8.9 percent resulted in gaps of fewer than three months. The percentage of moves resulting in gaps of more than six

months was 9.6 percent, decreasing from 12.8 percent for one move to 0.9 percent for five or more moves.

#### **h. Child Enrollees over Age 6**

For 71.9 percent of moves (Table III.20) among children over age 6, no gaps were experienced in enrollment, with the percents ranging from 68.9 percent for one move to 86.8 percent for five or more moves. The percentage of moves with gaps of fewer than three months was 8.7 percent, increasing from 8.4 to 9.4 percent among the increasing number of moves experienced by enrollees. Compared to other BOE groups, a relatively high 11.0 percent of moves among child enrollees over age 6 was associated with gaps of more than six months. However, the percent decreased from 13.8 (one move) to 0.7 percent (five or more moves).

#### **4. Enrollment Episodes and Average Episode Length**

In this section, we examine the impact of enrollee moves across states on the average length of multistate enrollment episodes. A state-specific eligibility episode is preceded by a month in which the person was not enrolled in that state and then begins with the month in which a person begins enrollment in the state. The episode continues until the person is no longer enrolled in that state. For example, a seven-month episode is defined as follows: a person not enrolled in Texas in March 2005 began enrollment in Texas in April 2005 and remained continuously enrolled through October 2005 and then was not enrolled in Texas in November 2005. A multistate eligibility episode is similarly defined in that it is preceded by a month in which a person is not enrolled in *any* state and ends in the month before the person is no longer enrolled in *any* state. As an enrollee moves from one state to another, the episode continues if there is no gap in enrollment, but a gap in enrollment (no enrollment in any state) terminates the episode. The implication is that enrollees with more moves may have shorter average episode lengths because of enrollment gaps associated with a move.

All enrollees and enrollees in the aged, adult, child age 1 to 6, and child over age 6 BOE groups exhibited no major changes and no clear trend in the average episode length as the number of moves increased (Tables III.21 through III.28). However, for the disabled (Table III.23), the average episode length decreased as the number of moves increased, from 25.7 months for one move to 19.9 months for five or more moves. Episodes for foster care children were shorter than those for the disabled (Table III.25), but the trend in average episode length for these children was similar to the trend observed for the disabled, declining from 23.8 months for one move to 15.6 months for four moves. Counter to the trend for the disabled and foster care child groups, average episode length increased for children under age 1, from 7.4 months for one move to 15.3 months for five or more moves (Table III.26).

## **B. State Analyses**

### **1. Migration Among Individual States**

The Census Bureau publishes data on cross-state migration patterns for the United States population by state, but little is known about comparable cross-state migration patterns among Medicaid enrollees. In this section, we discuss cross-state migration in Medicaid for individual states by presenting data on enrollees who moved into a state (in-migrants), out of a state (out-migrants) and the net result (difference between in-migration and out-migration) for the years 2005 through 2007. We also present similar statistics on the number of moves, given that an enrollee may move more than once. It is not surprising that states with large numbers of Medicaid enrollees had large numbers of both in- and out-migrants. However, the size of the enrolled population in a state is unlikely to be the only factor leading to migration.

#### **a. All Enrollees**

From 2005 through 2007, five states registered the migration of more than 150,000 enrollees to another state (in order by number of migrants): California (295,892), Florida (249,064), Texas (215,166), New York (195,870), and Louisiana (153,776) (Table III.29). California, New York,

Texas, and Florida had the highest numbers of Medicaid enrollees among all states during this time period, so it is not unexpected that they would have large numbers of migrants. However, Louisiana ranked 17<sup>th</sup> in the size of its enrolled population over this time period. It is likely that the large number of out-migrants from Louisiana reflected the response to Hurricane Katrina (August 2005). For three states, the in-migrant number exceeded 150,000: Texas (285,979), Florida (232,782), and California (216,597). In terms of net migration, three states experienced net increases of more than 20,000 migrants: Texas (+70,813), North Carolina (+43,303), and Arizona (+20,175). Four states had net decreases of more than 20,000 migrants: California (-79,295), Louisiana (-75,630), New York (-74,049), and Illinois (-25,519).

In Table III.30, we present a state comparison of in-migration rates between the Medicaid and U.S. populations. In general, Medicaid migration patterns mirrored the patterns observed for the U.S. population; that is, states with higher Medicaid in-migration rates also registered higher U.S. population in-migration rates. However, Medicaid in-migration rates were higher than U.S. population in-migration rates for all but five states: District of Columbia (-3.8 percent), California (-0.2 percent), Hawaii (-1.7 percent), Vermont (-0.3 percent), and Alaska (-0.03 percent). Notable outlier states with in-migration rates more than 4 percent higher than U.S. population in-migration rates were Nevada (6.5 percent), Wyoming (4.5 percent), North Dakota (4.6 percent), and South Dakota (4.2 percent). Five other states experienced Medicaid in-migration rates that were more than 3 percent higher than U.S. population in-migration rates: Indiana, Iowa, Kansas, Montana, and Nebraska.

#### **b. Aged Enrollees**

During the study years, six states accounted for more than 5,000 aged out-migrants: California (18,731), Florida (13,605), New York (12,370), Louisiana (8,333), Texas (7,941) and Illinois (5,728) (Table III.31). Seven states received more than 5,000 aged in-migrants: Texas

(13,947), Florida (13,607), California (13,251), Georgia (6,756), North Carolina (6,449), New York (6,192), and Arizona (5,034). Four states experienced net migration of more than 3,000 enrollees, three with decreases and one with an increase: Texas (+6,006), New York (-6,178), California (-5,490), and Louisiana (-5,398).

**c. Disabled Enrollees**

From 2005 through 2007, six states experienced an out-migration of disabled enrollees that exceeded 20,000 persons: California (44,818), Florida (42,725), New York (35,229), Louisiana (31,681), Texas (30,227), and Pennsylvania (21,022) (Table III.32). Seven states accounted for more than 20,000 disabled in-migrants: Texas (44,430), Florida (44,383), California (36,408), Georgia (26,643), North Carolina (23,266), New York (21,475), and Pennsylvania (21,445). Finally, net migration among disabled enrollees totaled more than 5,000 persons in seven states (three with increases and four with decreases): Texas (+14,203), Georgia (+8,666), North Carolina (+7,560), Louisiana (-16,696), New York (-13,754), California (-8,410), and Massachusetts (-5,213).

**d. Adult Enrollees**

For adult enrollees, the number of out-migrants exceeded 30,000 in six states: California (65,751), Florida (52,959), New York (52,260), Texas (38,667), Illinois (35,363), and Georgia (30,895) (Table III.33). With the exception of Illinois, the same states received more than 30,000 in-migrants: Florida (51,458), Texas (49,919), California (49,152), Georgia (39,819), and New York (33,690). These states were joined by Arizona (36,946) and North Carolina (32,987). The states with more than 7,000 net adult migrants included three with net decreases—New York, (-18,570), California (-16,599), and Louisiana (-7,133)—and four with net increases—Texas (+11,252), North Carolina (+9,703), Georgia (+8,924), and Arizona (+7,323).

**e. Foster Care Child Enrollees**

As discussed earlier, the percentage of migrating foster care child enrollees was relatively high at 5.3 percent compared with other BOE groups (Table III.9). In view of this high percentage and other factors, the following six states accounted for more than 2,500 foster care child out-migrants: California (6,189), Florida (5,224), Texas (4,410), Illinois (3,489), Georgia (2,636), and Pennsylvania (2,598) (Table III.34). The number of in-migrant foster care children exceeded 2,500 in eight states: California (4,957), Texas (4,879), Florida (4,359), Georgia (3,267), Pennsylvania (2,995), North Carolina (2,680), Ohio (2,524), and Illinois (2,506). Net migration among foster care children exceeded 500 in eight states. Among these eight states, five states accounted for net decreases: California (-1,232), Illinois (-983), Florida (-865), Louisiana (-863), and New Jersey (-773); and three states accounted for net increases: North Carolina (+659), Georgia (+631), and Ohio (+505).

**f. Child Enrollees Under Age 1**

For children under age 1, three states claimed more than 8,000 out-migrants: Florida (10,124), Texas (8,673), and California (8,365); another six states registered between 3,000 and 5,000 out-migrants: North Carolina (4,660), Illinois (4,017), Arizona (3,795), Georgia (3,386), Pennsylvania (3,248), and Ohio (3,225) (Table III.35). We observed in-migration among children under age 1 greater than 3,000 in ten states: Texas (7,900), California (7,036), Florida (5,329), Georgia (4,653), North Carolina (4,246), Illinois (3,959), Ohio (3,359), New York and Washington (both 3,283), and Arizona (3,242). Six states accounted for net migration of 700 persons among children under age 1. In addition to net increases in Georgia (+1,267) and Oklahoma (+882), Louisiana experienced a surprising net increase of 982 persons among children under age 1, which differed from the observed pattern for other BOE groups in Louisiana. Florida (-4,795), California (-1,329), and Texas (-773) all experienced net decreases.

**g. Child Enrollees Age 1 to 6**

Earlier findings showed that the overall migration rate for children age 1 to 6 was the highest among all BOE groups (5.5 percent; Table III.1). Given this rate and the relatively large number of child enrollees age 1 to 6, it is not surprising that a substantial number of these children experienced either in- or out-migration from various states. The number of out-migrants among enrollees age 1 to 6 exceeded 25,000 in ten states: California (76,870), Texas (64,781), Florida (64,395), New York (42,257), Illinois (39,960), Georgia (37,599), Louisiana (34,060), Ohio (28,171), North Carolina (28,145), and Michigan (25,108) (Table III.36). Eight of these states also registered the in-migration of more than 25,000 children age 1 to 6 and were joined by four other states: Texas (80,782), Florida (56,026), California (54,635), Georgia (46,480), North Carolina (38,782), Illinois (33,535), Arizona (29,454), Tennessee (27,629), Ohio (27,131), New York (27,106), Indiana (25,380), and Washington (25,205). Five states experienced net migration decreases of over 6,000 persons among children age 1 to 6: California (-22,235), New York (-15,151), Louisiana (-15,134), Florida (-8,369), and Illinois (-6,425). Three states counted net increases exceeding 6,000: Texas (+16,001), North Carolina (+10,637), and Georgia (+8,881).

**h. Child Enrollees over Age 6**

It is important to recall that children over age 6 represented the second-largest BOE group after adults. Given that the percentage of those who moved was a full percentage point higher among children over age 6 as compared with adults, more children over age 6 moved than did members of any other BOE group (Table III.1). As a result, high numbers of children over age 6 were in- and out-migrants from individual states. Seven states had more than 30,000 children over age 6 who were out-migrants: California (75,168), Texas (60,467), Florida (60,032), Louisiana (51,630), New York (48,762), Illinois (40,620), and Georgia (36,133) (Table III.37).

Six states received more than 30,000 children over age 6 as in-migrants: Texas (84,122), Florida (57,620), California (51,168), Georgia (50,640), North Carolina (37,740), and Illinois (33,420). In six states, net migration accounted for more than 10,000 children over age 6. For three of these six states, net migration resulted in a decrease: Louisiana (-31,388), California (-24,000), and New York (-20,407). For the other three states, net migration resulted in an increase. For Texas (+23,655), the increase was much larger than that observed for the other two states: Georgia (+14,507) and North Carolina (+12,410).

## 2. Enrollee Moves for Pairs of States

In this section, we examine one-directional migration patterns between pairs of states by identifying the states of origin and destination for each move. The analysis examines the extent to which enrollees who moved between pairs of states experienced enrollment gaps and the length of the gaps. Out of a possible of 2,550 state-pair combinations (51 states x 50 states, excluding the pairs of states with themselves), nearly every possible combination occurred (data not shown). The analysis highlights those state pairs for which more than 10,000 enrollees moved<sup>9</sup>. We observed, by a substantial margin, that the largest number of enrollees moving in one direction between states were those who moved from Louisiana to Texas (68,964) (Table III.38)—undoubtedly a response to Hurricane Katrina. The number was two-thirds higher than the number of enrollees who moved from California to Arizona (41,370), the pair of states with the next-highest number of movers. Even though the number moving from Texas to Louisiana did not rank as high as the number moving in the opposite direction, the 30,350 enrollees who moved from Texas to Louisiana produced the sixth-highest number of those who moved between state pairs. Frequently, the pairs of states with the highest rankings were neighboring states (e.g.,

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<sup>9</sup> Data are not presented for state pairs with fewer than 10,000 enrollees who moved.

California and Arizona, New York and Pennsylvania, and so forth). For several pairs of states, there were large numbers of enrollees (over 10,000) who moved in both directions, such as New York to Florida and Florida to New York, California to Texas and Texas to California, California to Washington and Washington to California, Pennsylvania to Florida and Florida to Pennsylvania, and Florida to Ohio and Ohio to Florida. In other instances of note, a substantial number of enrollees moved in one direction without large numbers of enrollees moving in the opposite direction, e.g., New York to North Carolina and New York to Georgia.

For most state pairs, the percentage of moves that triggered an enrollment gap was below 35 percent. Notable exceptions were the percentage of moves with associated gaps from Texas to Louisiana, Georgia to Florida and Georgia to Alabama (42.5, 35.9 and 43.5 percent, respectively). For the state pairs presented, fewer than 14 percent of all moves involved gaps of fewer than three months. In other words, among the moves with gaps, fewer than 40 percent of movers experienced gaps shorter than three months. The percent with gaps of six or more months ranged from 2.8 percent for moves from Louisiana to Georgia (32.9 percent of moves with gaps) to 20.6 percent for moves from Texas to Louisiana (48.5 percent of moves with gaps).

**Table III.1. Number and Percentage of Medicaid Enrollees Who Moved and Did Not Move, 2005–2007**

Medicaid Eligibility Group	Enrollees	Number of Enrollees Who Did Not Move	Percentage of Enrollees Who Did Not Move	Number of Enrollees Who Moved	Percentage of Enrollees Who Moved
Aged	6,930,227	6,794,393	98.0	135,834	2.0
Disabled	10,181,053	9,724,575	95.5	456,478	4.5
Adult	22,306,979	21,654,911	97.1	652,068	2.9
Foster Care Children	1,160,948	1,099,513	94.7	61,435	5.3
Other Children Under Age 1	3,531,965	3,443,899	97.5	88,066	2.5
Other Children Age 1 to 6	12,795,395	12,093,524	94.5	701,871	5.5
Other Children Over Age 6	18,692,953	17,958,249	96.1	734,704	3.9
Total <sup>1,2</sup>	75,960,337	73,129,879	96.3	2,830,458	3.7

<sup>1</sup> Includes 360,817 child enrollees of unknown age.

<sup>2</sup> Excludes 364,540 enrollees for whom it was not possible to determine if a move occurred or the origin and destination states for a move. It also excludes 3 enrollees with no BOE.

**Table III.2. Number and Percentage of All Medicaid Enrollees by Number of Moves and Number of States in Which They Were Enrolled, 2005–2007**

	Number, Any State	Percent, Any State	One State	Two States	Three States	Four or More States
Total Enrollees	75,960,337	100.0	96.3	3.5	0.2	0.0
No Moves	73,129,879	96.3	73,129,879	NA	NA	NA
One Move	2,182,791	2.9	NA	2,182,791	NA	NA
Two Moves	539,678	0.7	NA	432,766	106,912	NA
Three or More Moves	107,989	0.1	NA	47,792	48,080	12,117
One or More Moves	2,830,458	3.7	NA	2,663,349	154,992	12,117

Notes: "All Medicaid enrollees" includes 360,817 child enrollees of unknown age.

An enrollee can move back to a state in which he or she was previously enrolled.

NA = not applicable.

**Table III.3. Number and Percentage of Medicaid Enrollees Who Moved, by BOE Group and by the Number of States to Which They Moved, 2005–2007**

BOE Group	Number of Enrollees Who Moved	Number of Moves		
		One Move	Two Moves	Three or More Moves
All	2,830,458	77.1	19.1	3.8
Aged	135,834	87.7	10.8	1.5
Disabled	456,478	77.1	18.6	4.3
Adult	652,068	78.0	18.6	3.4
Foster Care Child	61,435	80.0	16.8	3.5
Other Child				
Child Under Age 1	88,066	84.0	13.8	2.3
Other Child Age 1 to 6	701,871	73.2	22.2	4.7
Other Child Over Age 6	734,704	77.1	19.2	3.7

Note: An enrollee can move back to a state in which he or she was previously enrolled.

**Table III.4. Number and Percentage of Medicaid Enrollees Who Moved Twice, by BOE Group and by the Number of States in Which They Were Enrolled, 2005–2007**

BOE Group	Number of Enrollees Who Moved Twice	Number of States in Which the Person Was Enrolled	
		Two States	Three States
All	539,678	80.2	19.8
Aged	14,645	74.4	25.6
Disabled	84,725	75.4	24.6
Adult	121,308	80.4	19.6
Foster Care Child	10,292	76.3	23.7
Other Child			
Child Under Age 1	12,110	67.0	33.0
Other Child Age 1 to 6	155,515	82.4	17.6
Other Child Over Age 6	141,083	82.5	17.5

Note: An enrollee can move back to a state in which he or she was previously enrolled.

**Table III.5. Number and Percentage of Medicaid Enrollees Who Moved Three or More Times, by BOE Group and Number of States in Which They Were Enrolled, 2005–2007**

BOE Group	Number of Enrollees Who Moved Three or More Times	Number of States in Which the Person Was Enrolled		
		Two States	Three States	Four or More States
All	107,989	44.3	44.5	11.2
Aged	2,003	40.4	46.3	13.3
Disabled	19,818	34.1	48.0	17.9
Adult	22,438	44.4	45.0	10.6
Foster Care Child	2,005	39.3	46.2	14.6
Other Child				
Child Under Age 1	2,005	8.9	71.5	19.6
Other Child Age 1 to 6	32,685	47.0	43.9	9.2
Other Child Over Age 6	27,035	51.6	40.1	8.3

Note: An enrollee can move back to a state in which he or she was previously enrolled.

**Table III.6. Number and Percentage of Aged Medicaid Enrollees by Number of Moves and Number of States in Which They Were Enrolled, 2005–2007**

	Number, Any State	Percent, Any State	One State	Two States	Three States	Four or More States
Total Enrollees	6,930,227	100.0	98.0	1.9	0.1	0.0
No Moves	6,794,393	98.0	6,794,393	NA	NA	NA
One Move	119,186	1.7	NA	119,186	NA	NA
Two Moves	14,645	0.2	NA	10,893	3,752	NA
Three or More Moves	2,003	0.0	NA	809	927	267
One or More Moves	135,834	2.0	NA	130,888	4,679	267

Note: An enrollee can move back to a state in which he or she was previously enrolled.

NA = not applicable.

**Table III.7. Number and Percentage of Disabled Medicaid Enrollees by Number of Moves and Number of States in Which They Were Enrolled, 2005–2007**

	Number, Any State	Percent, Any State	One State	Two States	Three States	Four or More States
Total Enrollees	10,181,053	100.0	95.5	4.2	0.3	0.0
No Moves	9,724,575	95.5	9,724,575	NA	NA	NA
One Move	351,935	3.5	NA	351,935	NA	NA
Two Moves	84,725	0.8	NA	63,861	20,864	NA
Three or More Moves	19,818	0.2	NA	6,761	9,510	3,547
One or More Moves	456,478	4.5	NA	422,557	30,374	3,547

Note: An enrollee can move back to a state in which he or she was previously enrolled.

NA = not applicable.

**Table III.8. Number and Percentage of Adult Medicaid Enrollees by Number of Moves and Number of States in Which They Were Enrolled, 2005–2007**

	Number, Any State	Percent, Any State	One State	Two States	Three States	Four or More States
Total Enrollees	22,306,979	100.0	97.1	2.8	0.2	0.0
No Moves	21,654,911	97.1	21,654,911	NA	NA	NA
One Move	508,322	2.3	NA	508,322	NA	NA
Two Moves	121,308	0.5	NA	97,535	23,773	NA
Three or More Moves	22,438	0.1	NA	9,966	10,098	2,374
One or More Moves	652,068	2.9	NA	615,823	33,871	2,374

Note: An enrollee can move back to a state in which he or she was previously enrolled.

NA = not applicable.

**Table III.9. Number and Percentage of Foster Care Child Medicaid Enrollees by Number of Moves and Number of States in Which They Were Enrolled, 2005–2007**

	Number, Any State	Percent, Any State	One State	Two States	Three States	Four or More States
Total Enrollees	1,160,948	100.0	94.7	5.0	0.3	0.0
No Moves	1,099,513	94.7	1,099,513	NA	NA	NA
One Move	49,138	4.2	NA	49,138	NA	NA
Two Moves	10,292	0.9	NA	7,854	2,438	NA
Three or More Moves	2,005	0.2	NA	787	926	292
One or More Moves	61,435	5.3	NA	57,779	3,364	292

Note: An enrollee can move back to a state in which he or she was previously enrolled.

NA = not applicable.

**Table III.10. Number and Percentage of Other Child Medicaid Enrollees Under Age 1, by Number of Moves and Number of States in Which They Were Enrolled, 2005–2007**

	Number, Any State	Percent, Any State	One State	Two States	Three States	Four or More States
Total Enrollees	3,531,965	100.0	97.5	2.3	0.2	0.0
No Moves	3,443,899	97.5	3,443,899	NA	NA	NA
One Move	73,951	2.1	NA	73,951	NA	NA
Two Moves	12,110	0.3	NA	8,114	3,996	NA
Three or More Moves	2,005	0.1	NA	178	1,434	393
One or More Moves	88,066	2.5	NA	82,243	5,430	393

Note: An enrollee can move back to a state in which he or she was previously enrolled.

NA = not applicable.

**Table III.11. Number and Percentage of Other Child Medicaid Enrollees Age 1 to 6, by Number of Moves and Number of States in Which They Were Enrolled, 2005–2007**

	Number, Any State	Percent, Any State	One State	Two States	Three States	Four or More States
Total Enrollees	12,795,395	100.0	94.5	5.1	0.3	0.0
No Moves	12,093,524	94.5	12,093,524	NA	NA	NA
One Move	513,671	4.0	NA	513,671	NA	NA
Two Moves	155,515	1.2	NA	128,156	27,359	NA
Three or More Moves	32,685	0.3	NA	15,351	14,335	2,999
One or More Moves	701,871	5.5	NA	657,178	41,694	2,999

Note: An enrollee can move back to a state in which he or she was previously enrolled.

NA = not applicable.

**Table III.12. Number and Percentage of Other Child Medicaid Enrollees Over Age 6, by Number of Moves and Number of States in Which They Were Enrolled, 2005–2007**

	Number, Any State	Percent, Any State	One State	Two States	Three States	Four or More States
Total Enrollees	18,692,953	100.0	96.1	3.7	0.2	0.0
No Moves	17,958,249	96.1	17,958,249	NA	NA	NA
One Move	566,586	3.0	NA	566,586	NA	NA
Two Moves	141,083	0.8	NA	116,353	24,730	NA
Three or More Moves	27,035	0.1	NA	13,940	10,850	2,245
One or More Moves	734,704	3.9	NA	696,879	35,580	2,245

Note: An enrollee can move back to a state in which he or she was previously enrolled.

NA = not applicable.

**Table III.13. Number of All Enrollees, Number of Moves, and Gaps in Enrollment After the Moves, 2005–2007**

	Number of Enrollees <sup>1</sup>	Number of Moves	Number of Moves with No Gap	Percentage of Moves with No Gap	Total Number of Moves with a Gap	Percentage of Moves with a Gap of Less Than 3 Months <sup>2</sup>	Percentage of Moves with a Gap of 3–6 Months <sup>2</sup>	Percentage of Moves with a Gap of More Than 6 Months <sup>2</sup>
Total Enrollees	75,960,337							
No Moves	73,129,879							
One Move	2,182,791	2,182,791	1,511,757	69.3	671,034	7.9	8.5	14.4
Two Moves	539,678	1,079,356	812,389	75.3	266,967	8.8	7.9	8.0
Three Moves	81,650	244,950	195,354	79.8	49,596	8.7	6.9	4.6
Four Moves	19,462	77,848	64,738	83.2	13,110	8.6	5.7	2.5
Five or More Moves	6,877	37,647	32,555	86.5	5,092	8.3	4.1	1.2
One or More Moves	2,830,458	3,622,592	2,616,793	72.2	1,005,799	8.2	8.1	11.4

<sup>1</sup> These numbers include 360,817 child enrollees of unknown age.

<sup>2</sup> A gap in enrollment of less than three months may reflect the length of time required by the new state to determine eligibility, whereas a longer gap may mean that the person was not granted eligibility in the new state.

**Table III.14. Number of Aged Enrollees, Number of Moves, and Gaps in Enrollment After the Moves, 2005–2007**

	Number of Enrollees	Number of Moves	Number of Moves with No Gap	Percentage of Moves with No Gap	Total Number of Moves with a Gap	Percentage of Moves with a Gap of Less Than 3 Months <sup>1</sup>	Percentage of Moves with a Gap of 3–6 Months <sup>1</sup>	Percentage of Moves with a Gap of More Than 6 Months <sup>1</sup>
Total Enrollees	6,930,227							
No Moves	6,794,393							
One Move	119,186	119,186	94,652	79.4	24,534	7.1	5.3	8.1
Two Moves	14,645	29,290	24,896	85.0	4,394	6.3	4.2	4.5
Three Moves	1,641	4,923	4,323	87.8	600	5.8	3.6	2.8
Four Moves	256	1,024	921	89.9	103	5.8	2.3	2.0
Five or More Moves	106	595	535	89.9	60	6.4	2.5	1.2
One or More Moves	135,834	155,018	125,327	80.8	29,691	6.9	5.0	7.2

<sup>1</sup> A gap in enrollment of less than three months may reflect the length of time required by the new state to determine eligibility, whereas a longer gap may mean that the person was not granted eligibility in the new state.

**Table III.15. Number of Disabled Enrollees, Number of Moves, and Gaps in Enrollment After the Moves, 2005–2007**

	Number of Enrollees	Number of Moves	Number of Moves with No Gap	Percentage of Moves with No Gap	Total Number of Moves with a Gap	Percentage of Moves with a Gap of Less Than 3 Months <sup>1</sup>	Percentage of Moves with a Gap of 3–6 Months <sup>1</sup>	Percentage of Moves with a Gap of More Than 6 Months <sup>1</sup>
Total Enrollees	10,181,053							
No Moves	9,724,575							
One Move	351,935	351,935	290,296	82.5	61,639	5.3	4.6	7.7
Two Moves	84,725	169,450	146,948	86.7	22,502	5.3	4.0	3.9
Three Moves	14,695	44,085	38,802	88.0	5,283	5.3	3.8	2.8
Four Moves	3,776	15,104	13,523	89.5	1,581	5.4	3.2	1.8
Five or More Moves	1,347	7,366	6,649	90.3	717	5.6	2.9	1.3
One or More Moves	456,478	587,940	496,218	84.4	91,722	5.3	4.3	6.0

<sup>1</sup> A gap in enrollment of less than three months may reflect the length of time required by the new state to determine eligibility, whereas a longer gap may mean that the person was not granted eligibility in the new state.

**Table III.16. Number of Adult Enrollees, Number of Moves, and Gaps in Enrollment After the Moves, 2005–2007**

	Number of Enrollees	Number of Moves	Number of Moves with No Gap	Percentage of Moves with No Gap	Total Number of Moves with a Gap	Percentage of Moves with a Gap of Less Than 3 Months <sup>1</sup>	Percentage of Moves with a Gap of 3–6 Months <sup>1</sup>	Percentage of Moves with a Gap of More Than 6 Months <sup>1</sup>
Total Enrollees	22,306,979							
No Moves	21,654,911							
One Move	508,322	508,322	286,207	56.3	222,115	8.7	11.3	23.7
Two Moves	121,308	242,616	156,848	64.6	85,768	10.4	11.3	13.6
Three Moves	17,747	53,241	37,893	71.2	15,348	10.5	10.3	8.0
Four Moves	3,744	14,976	11,164	74.5	3,812	11.4	9.6	4.5
Five or More Moves	947	5,021	3,888	77.4	1,133	10.8	8.7	3.0
One or More Moves	652,068	824,176	496,000	60.2	328,176	9.4	11.2	19.2

<sup>1</sup> A gap in enrollment of less than three months may reflect the length of time required by the new state to determine eligibility, whereas a longer gap may mean that the person was not granted eligibility in the new state.

**Table III.17. Number of Foster Care Child Enrollees, Number of Moves, and Gaps in Enrollment After the Moves, 2005–2007**

	Number of Enrollees	Number of Moves	Number of Moves with No Gap	Percentage of Moves with No Gap	Total Number of Moves with a Gap	Percentage of Moves with a Gap of Less Than 3 Months <sup>1</sup>	Percentage of Moves with a Gap of 3–6 Months <sup>1</sup>	Percentage of Moves with a Gap of More Than 6 Months <sup>1</sup>
Total Enrollees	1,160,948							
No Moves	1,099,513							
One Move	49,138	49,138	37,674	76.7	11,464	6.3	6.6	10.4
Two Moves	10,292	20,584	16,148	78.4	4,436	8.2	6.9	6.5
Three Moves	1,623	4,869	3,895	80.0	974	8.9	7.0	4.1
Four Moves	305	1,220	984	80.7	236	9.8	6.3	3.3
Five or More Moves	77	399	342	85.7	57	6.5	7.3	0.5
One or More Moves	61,435	76,210	59,043	77.5	17,167	7.1	6.7	8.8

<sup>1</sup> A gap in enrollment of less than three months may reflect the length of time required by the new state to determine eligibility, whereas a longer gap may mean that the person was not granted eligibility in the new state.

**Table III.18. Number of Other Child Enrollees Under Age 1, Number of Moves, and Gaps in Enrollment After the Moves, 2005–2007**

	Number of Enrollees	Number of Moves	Number of Moves with No Gap	Percentage of Moves with No Gap	Total Number of Moves with a Gap	Percentage of Moves with a Gap of Less Than 3 Months <sup>1</sup>	Percentage of Moves with a Gap of 3–6 Months <sup>1</sup>	Percentage of Moves with a Gap of More Than 6 Months <sup>1</sup>
Total Enrollees	3,531,965							
No Moves	3,443,899							
One Move	73,951	73,951	54,015	73.0	19,936	8.9	8.0	10.1
Two Moves	12,110	24,220	19,096	78.8	5,124	8.6	6.2	6.4
Three Moves	1,583	4,749	3,878	81.7	871	8.8	5.2	4.3
Four Moves	335	1,340	1,132	84.5	208	8.1	4.8	2.7
Five or More Moves	87	478	412	86.2	66	6.9	5.6	1.3
One or More Moves	88,066	104,738	78,533	75.0	26,205	8.8	7.4	8.8

<sup>1</sup> A gap in enrollment of less than three months may reflect the length of time required by the new state to determine eligibility, whereas a longer gap may mean that the person was not granted eligibility in the new state.

**Table III.19. Number of Other Child Enrollees Age 1 to 6, Number of Moves, and Gaps in Enrollment After the Moves, 2005–2007**

	Number of Enrollees	Number of Moves	Number of Moves with No Gap	Percentage of Moves with No Gap	Total Number of Moves with a Gap	Percentage of Moves with a Gap of Less Than 3 Months <sup>1</sup>	Percentage of Moves with a Gap of 3–6 Months <sup>1</sup>	Percentage of Moves with a Gap of More Than 6 Months <sup>1</sup>
Total Enrollees	12,795,395							
No Moves	12,093,524							
One Move	513,671	513,671	358,568	69.8	155,103	8.7	8.7	12.8
Two Moves	155,515	311,030	237,392	76.3	73,638	9.4	7.7	6.6
Three Moves	24,438	73,314	59,189	80.7	14,125	8.9	6.5	3.8
Four Moves	6,131	24,524	20,640	84.2	3,884	8.8	5.0	2.1
Five or More Moves	2,116	11,509	10,065	87.5	1,444	8.2	3.5	0.9
One or More Moves	701,871	934,048	685,854	73.4	248,194	8.9	8.0	9.6

<sup>1</sup> A gap in enrollment of less than three months may reflect the length of time required by the new state to determine eligibility, whereas a longer gap may mean that the person was not granted eligibility in the new state.

**Table III.20. Number of Other Child Enrollees Over Age 6, Number of Moves, and Gaps in Enrollment After the Moves, 2005–2007**

	Number of Enrollees	Number of Moves	Number of Moves with No Gap	Percentage of Moves with No Gap	Total Number of Moves with a Gap	Percentage of Moves with a Gap of Less Than 3 Months <sup>1</sup>	Percentage of Moves with a Gap of 3–6 Months <sup>1</sup>	Percentage of Moves with a Gap of More Than 6 Months <sup>1</sup>
Total Enrollees	18,692,953							
No Moves	17,958,249							
One Move	566,586	566,586	390,343	68.9	176,243	8.4	8.9	13.8
Two Moves	141,083	282,166	211,061	74.8	71,105	9.2	8.2	7.8
Three Moves	19,923	59,769	47,374	79.3	12,395	9.4	7.1	4.2
Four Moves	4,915	19,660	16,374	83.3	3,286	8.9	5.6	2.2
Five or More Moves	2,197	12,279	10,664	86.8	1,615	9.1	3.4	0.7
One or More Moves	734,704	940,460	675,816	71.9	264,644	8.7	8.5	11.0

<sup>1</sup> A gap in enrollment of less than three months may reflect the length of time required by the new state to determine eligibility, whereas a longer gap may mean that the person was not granted eligibility in the new state.

**Table III.21. Number of Enrollees, Number of Episodes, and Average Length of Episode for All Medicaid Enrollees, 2005–2007**

Number of Moves	Number of Enrollees <sup>1</sup>	Number of Multistate Eligibility Episodes	Average Multistate Eligibility Episode Length (in Months)
No Moves	73,129,879	90,462,961	17.7
One Move	2,182,791	3,386,724	17.4
Two Moves	539,678	940,292	17.3
Three Moves	81,650	149,590	17.1
Four Moves	19,462	36,896	17.0
Five or More Moves	6,877	12,969	17.6

<sup>1</sup> Includes 360,817 child enrollees of unknown age.

**Table III.22. Number of Enrollees, Number of Episodes, and Average Length of Episode for Aged Medicaid Enrollees, 2005–2007**

Number of Moves	Number of Enrollees	Number of Multistate Eligibility Episodes	Average Multistate Eligibility Episode Length (in Months)
No Moves	6,794,393	7,386,279	22.4
One Move	119,186	155,224	22.5
Two Moves	14,645	20,306	23.0
Three Moves	1,641	2,390	22.3
Four Moves	256	385	22.0
Five or More Moves	106	174	20.4

**Table III.23. Number of Enrollees, Number of Episodes, and Average Length of Episode for Disabled Medicaid Enrollees, 2005–2007**

Number of Moves	Number of Enrollees	Number of Multistate Eligibility Episodes	Average Multistate Eligibility Episode Length (in Months)
No Moves	9,724,575	10,881,929	25.7
One Move	351,935	461,943	22.7
Two Moves	84,725	118,447	23.1
Three Moves	14,695	21,933	21.7
Four Moves	3,776	5,793	21.6
Five or More Moves	1,347	2,239	19.9

**Table III.24. Number of Enrollees, Number of Episodes, and Average Length of Episode for Adult Medicaid Enrollees, 2005–2007**

Number of Moves	Number of Enrollees	Number of Multistate Eligibility Episodes	Average Multistate Eligibility Episode Length (in Months)
No Moves	21,654,911	28,404,650	13.0
One Move	508,322	901,617	12.5
Two Moves	121,308	250,491	12.7
Three Moves	17,747	39,155	12.6
Four Moves	3,744	8,693	12.6
Five or More Moves	947	2,357	11.9

**Table III.25. Number of Enrollees, Number of Episodes, and Average Length of Episode for Foster Care Child Medicaid Enrollees, 2005–2007**

Number of Moves	Number of Enrollees	Number of Multistate Eligibility Episodes	Average Multistate Eligibility Episode Length (in Months)
No Moves	1,099,513	1,228,436	23.8
One Move	49,138	69,472	20.8
Two Moves	10,292	16,930	18.7
Three Moves	1,623	2,920	17.3
Four Moves	305	613	15.6
Five or More Moves	77	146	17.3

**Table III.26. Number of Enrollees, Number of Episodes, and Average Length of Episode for Child Medicaid Enrollees Under Age 1, 2005–2007**

Number of Moves	Number of Enrollees	Number of Multistate Eligibility Episodes	Average Multistate Eligibility Episode Length (in Months)
No Moves	3,443,899	3,516,408	7.4
One Move	73,951	103,156	13.6
Two Moves	12,110	19,068	14.1
Three Moves	1,583	2,699	15.1
Four Moves	335	595	15.7
Five or More Moves	87	167	15.3

**Table III.27. Number of Enrollees, Number of Episodes, and Average Length of Episode for Child Medicaid Enrollees Age 1 to 6, 2005–2007**

Number of Moves	Number of Enrollees	Number of Multistate Eligibility Episodes	Average Multistate Eligibility Episode Length (in Months)
No Moves	12,093,524	15,781,211	17.9
One Move	513,671	807,687	17.5
Two Moves	155,515	268,020	17.4
Three Moves	24,438	43,867	17.3
Four Moves	6,131	11,276	17.3
Five or More Moves	2,116	3,840	18.2

**Table III.28. Number of Enrollees, Number of Episodes, and Average Length of Episode for Child Medicaid Enrollees Over Age 6, 2005–2007**

Number of Moves	Number of Enrollees	Number of Multistate Eligibility Episodes	Average Multistate Eligibility Episode Length (in Months)
No Moves	17,958,249	22,902,885	18.9
One Move	566,586	887,623	17.6
Two Moves	141,083	247,030	17.4
Three Moves	19,923	36,626	17.0
Four Moves	4,915	9,541	16.6
Five or More Moves	2,197	4,046	18.2

**Table III.29. Number of All Enrollees Who Moved and Number of Moves by State, 2005–2007**

State	Number of Enrollees Who Moved			Number of Moves		
	Out	In	Net	Out	In	Net
Alabama	53,059	57,385	4,326	54,120	58,491	4,371
Alaska	10,777	10,755	-22	10,986	10,968	-18
Arizona	102,733	122,908	20,175	105,367	125,716	20,349
Arkansas	60,626	67,223	6,597	62,533	69,154	6,621
California	295,892	216,597	-79,295	302,420	222,063	-80,357
Colorado	49,927	53,519	3,592	50,948	54,559	3,611
Connecticut	31,308	31,370	62	31,851	31,837	-14
Delaware	13,571	16,656	3,085	13,942	17,123	3,181
District of Columbia	15,227	11,889	-3,338	15,425	12,075	-3,350
Florida	249,064	232,782	-16,282	255,368	238,057	-17,311
Georgia	132,722	178,258	45,536	135,703	181,833	46,130
Hawaii	13,943	10,521	-3,422	14,134	10,668	-3,466
Idaho	25,014	27,983	2,969	25,647	28,502	2,855
Illinois	148,749	123,230	-25,519	152,138	125,858	-26,280
Indiana	80,558	91,859	11,301	82,736	94,148	11,412
Iowa	40,581	47,826	7,245	42,145	49,601	7,456
Kansas	39,630	41,772	2,142	40,717	42,847	2,130
Kentucky	56,975	68,751	11,776	58,761	70,721	11,960
Louisiana	153,766	78,136	-75,630	155,872	79,317	-76,555
Maine	14,785	16,968	2,183	15,173	17,350	2,177
Maryland	57,097	49,334	-7,763	58,010	50,049	-7,961
Massachusetts	53,252	43,143	-10,109	53,946	43,659	-10,287
Michigan	102,277	84,480	-17,797	107,609	89,888	-17,721
Minnesota	53,735	61,662	7,927	56,660	64,752	8,092
Mississippi	56,049	47,599	-8,450	57,000	48,348	-8,652
Missouri	86,968	86,666	-302	89,579	89,001	-578
Montana	14,061	14,925	864	14,667	15,508	841
Nebraska	27,634	28,955	1,321	28,882	30,171	1,289
Nevada	46,849	56,545	9,696	47,929	57,729	9,800
New Hampshire	13,160	14,130	970	13,496	14,444	948
New Jersey	68,545	57,363	-11,182	69,684	58,204	-11,480
New Mexico	42,571	44,351	1,780	43,928	45,788	1,860
New York	195,870	121,821	-74,049	198,358	123,585	-74,773
North Carolina	102,847	146,150	43,303	105,209	148,919	43,710
North Dakota	9,717	10,835	1,118	10,256	11,462	1,206
Ohio	112,449	113,462	1,013	116,088	116,941	853
Oklahoma	59,865	73,965	14,100	61,671	75,994	14,323
Oregon	50,331	59,052	8,721	51,857	60,784	8,927
Pennsylvania	99,032	111,253	12,221	101,026	113,219	12,193
Rhode Island	15,638	12,204	-3,434	15,861	12,369	-3,492
South Carolina	57,872	58,106	234	58,748	58,798	50
South Dakota	14,385	15,775	1,390	15,265	16,653	1,388
Tennessee	99,567	105,342	5,775	101,288	107,109	5,821
Texas	215,166	285,979	70,813	226,634	297,505	70,871
Utah	27,484	33,870	6,386	28,104	34,601	6,497
Vermont	8,460	8,890	430	8,693	9,102	409
Virginia	67,277	75,186	7,909	68,610	76,532	7,922
Washington	81,665	94,883	13,218	84,435	97,764	13,329
West Virginia	33,248	35,165	1,917	34,319	36,351	2,032
Wisconsin	55,002	61,016	6,014	56,799	62,899	6,100
Wyoming	11,617	13,143	1,526	11,993	13,574	1,581

Note: The same enrollee can move from more than one state. Across all states, the number of enrollees moving in and out will not necessarily net to a value of 0. See the technical appendix for details.

**Table III.30. Comparison of Medicaid to U.S. Population In-Migration Rates by State, 2005–2007**

State	Medicaid			U.S. Population		
	Total Unduplicated Number of Enrollees <sup>1</sup>	Number of Enrollees Who Moved into the State <sup>1,2</sup>	In-Migration Rate (%)	Population as of July 1, 2006 <sup>3</sup>	Number of Persons Who Moved into the State, 2005–2007 <sup>4</sup>	In-Migration Rate <sup>5</sup> (%)
Alabama	1,142,114	46,016	4.0	4,628,981	133,990	2.9
Alaska	164,407	9,004	5.5	675,302	37,218	5.5
Arizona	1,948,818	98,500	5.1	6,029,141	283,972	4.7
Arkansas	896,002	52,362	5.8	2,821,761	102,126	3.6
California	14,541,148	176,756	1.2	36,021,202	506,723	1.4
Colorado	733,900	41,851	5.7	4,720,423	192,717	4.1
Connecticut	655,239	26,373	4.0	3,517,460	87,516	2.5
Delaware	228,173	13,731	6.0	859,268	37,488	4.4
District of Columbia	190,362	9,810	5.2	570,681	51,421	9.0
Florida	3,824,219	182,154	4.8	18,166,990	602,203	3.3
Georgia	2,292,036	140,466	6.1	9,155,813	356,471	3.9
Hawaii	284,996	8,299	2.9	1,309,731	59,810	4.6
Idaho	284,358	22,105	7.8	1,468,669	73,781	5.0
Illinois	2,994,028	98,575	3.3	12,643,955	235,118	1.9
Indiana	1,305,847	73,311	5.6	6,332,669	152,483	2.4
Iowa	591,102	37,427	6.3	2,982,644	86,447	2.9
Kansas	456,212	32,740	7.2	2,762,931	93,517	3.4
Kentucky	1,064,129	53,874	5.1	4,219,239	121,122	2.9
Louisiana	1,330,061	66,886	5.0	4,302,665	108,050	2.5
Maine	414,079	14,039	3.4	1,323,619	38,154	2.9
Maryland	1,050,884	40,130	3.8	5,627,367	170,792	3.0
Massachusetts	1,553,054	37,072	2.4	6,410,084	140,092	2.2
Michigan	2,372,375	65,334	2.8	10,036,081	135,513	1.4
Minnesota	1,022,459	47,578	4.7	5,163,555	107,945	2.1
Mississippi	928,157	38,760	4.2	2,904,978	85,141	2.9
Missouri	1,416,442	68,193	4.8	5,842,704	163,274	2.8
Montana	145,161	11,422	7.9	952,692	38,359	4.0
Nebraska	326,742	22,266	6.8	1,772,693	51,384	2.9
Nevada	359,504	42,912	11.9	2,522,658	137,389	5.4
New Hampshire	178,598	11,542	6.5	1,308,389	49,623	3.8
New Jersey	1,334,686	48,009	3.6	8,661,679	162,517	1.9
New Mexico	639,980	35,013	5.5	1,962,137	74,790	3.8
New York	6,208,059	103,493	1.7	19,104,631	280,448	1.5
North Carolina	2,106,808	119,202	5.7	8,917,270	331,211	3.7
North Dakota	95,760	8,006	8.4	649,422	24,395	3.8
Ohio	2,624,193	91,980	3.5	11,481,213	195,287	1.7
Oklahoma	944,323	57,821	6.1	3,594,090	119,160	3.3
Oregon	688,411	46,635	6.8	3,670,883	143,664	3.9
Pennsylvania	2,553,561	92,758	3.6	12,510,809	263,878	2.1
Rhode Island	257,993	10,078	3.9	1,063,096	33,062	3.1
South Carolina	1,182,693	46,768	4.0	4,357,847	168,441	3.9
South Dakota	157,109	12,196	7.8	783,033	28,505	3.6
Tennessee	1,809,765	81,557	4.5	6,088,766	192,095	3.2
Texas	5,566,667	228,787	4.1	23,359,580	581,983	2.5
Utah	430,411	27,748	6.4	2,525,507	100,987	4.0
Vermont	197,077	7,356	3.7	622,892	24,961	4.0
Virginia	1,118,501	59,999	5.4	7,673,725	283,355	3.7
Washington	1,506,780	76,964	5.1	6,370,753	221,910	3.5
West Virginia	474,798	27,669	5.8	1,827,912	53,313	2.9
Wisconsin	1,267,704	48,972	3.9	5,577,655	106,028	1.9
Wyoming	100,455	9,959	9.9	522,667	28,025	5.4

<sup>1</sup> These counts are based on the last recorded state of residence and the last recorded move for each enrollee during the study period, so that each enrollee is counted only once for this comparison.

**III.30** (continued)

<sup>2</sup> Excluding 364,540 people who were enrolled in more than one state with the same starting month for at least two state-specific enrollment episodes. These individuals were excluded because it was not possible to determine if a move actually occurred or to ascertain the direction of a move from one state to another. The percentages would have been somewhat higher had these enrollees been included.

<sup>3</sup> See U.S. Census Bureau (n.d.).

<sup>4</sup> See U.S. Census Bureau, U.S. Department of Commerce (n.d.).

<sup>5</sup> We consulted with staff at the Census Bureau to identify the best sources of numerator and denominator estimates. They recommended using the state-to-state migration flows data for numerators and the intercensal estimates for denominators, even though these data are from different data series. They recommended using two alternative denominators from the intercensal population estimates: the July 1, 2006 estimate and an average of the July 1, 2005, July 1, 2006, and July 1, 2007 estimates (Marreto 2012). We present our findings using only the July 1, 2006 estimate because both approaches produced the same results.

**Table III.31. Number of Aged Enrollees Who Moved and Number of Moves by State, 2005–2007**

State	Number of Enrollees Who Moved			Number of Moves		
	Out	In	Net	Out	In	Net
Alabama	2,437	2,718	281	2,456	2,747	291
Alaska	463	431	-32	468	436	-32
Arizona	4,191	5,034	843	4,255	5,098	843
Arkansas	2,155	2,842	687	2,176	2,879	703
California	18,731	13,241	-5,490	18,944	13,428	-5,516
Colorado	1,895	2,226	331	1,911	2,237	326
Connecticut	1,407	1,468	61	1,417	1,473	56
Delaware	491	615	124	494	618	124
District of Columbia	864	396	-468	868	396	-472
Florida	13,605	13,607	2	13,728	13,735	7
Georgia	4,096	6,756	2,660	4,133	6,790	2,657
Hawaii	855	624	-231	862	631	-231
Idaho	813	1,151	338	834	1,172	338
Illinois	5,728	4,703	-1,025	5,763	4,723	-1,040
Indiana	2,219	2,746	527	2,235	2,768	533
Iowa	978	1,220	242	988	1,232	244
Kansas	1,319	1,671	352	1,336	1,694	358
Kentucky	2,032	2,162	130	2,055	2,180	125
Louisiana	8,333	2,935	-5,398	8,387	2,958	-5,429
Maine	577	671	94	581	679	98
Maryland	2,367	2,742	375	2,379	2,754	375
Massachusetts	3,183	2,120	-1,063	3,195	2,126	-1,069
Michigan	3,367	2,821	-546	3,427	2,867	-560
Minnesota	1,616	2,114	498	1,638	2,143	505
Mississippi	2,694	2,320	-374	2,710	2,338	-372
Missouri	3,034	3,143	109	3,069	3,177	108
Montana	445	550	105	453	556	103
Nebraska	712	783	71	719	791	72
Nevada	2,241	3,044	803	2,273	3,081	808
New Hampshire	453	665	212	454	667	213
New Jersey	4,632	4,588	-44	4,665	4,617	-48
New Mexico	1,232	1,227	-5	1,250	1,245	-5
New York	12,370	6,192	-6,178	12,446	6,244	-6,202
North Carolina	3,701	6,449	2,748	3,736	6,497	2,761
North Dakota	358	281	-77	364	285	-79
Ohio	3,237	4,309	1,072	3,279	4,357	1,078
Oklahoma	2,298	2,499	201	2,335	2,538	203
Oregon	2,230	2,674	444	2,250	2,703	453
Pennsylvania	4,404	4,544	140	4,441	4,574	133
Rhode Island	615	468	-147	617	471	-146
South Carolina	2,848	2,553	-295	2,864	2,570	-294
South Dakota	344	371	27	350	379	29
Tennessee	3,502	3,756	254	3,523	3,783	260
Texas	7,941	13,947	6,006	8,089	14,112	6,023
Utah	783	1,035	252	789	1,048	259
Vermont	356	341	-15	361	343	-18
Virginia	2,936	3,356	420	2,951	3,374	423
Washington	3,136	4,178	1,042	3,188	4,235	1,047
West Virginia	1,139	954	-185	1,147	956	-191
Wisconsin	1,804	1,963	159	1,827	1,987	160
Wyoming	336	322	-14	338	326	-12

Note: The same enrollee can move from more than one state. Across all states, the number of enrollees moving in and out will not necessarily net to a value of 0. See the technical appendix for details.

**Table III.32. Number of Disabled Enrollees Who Moved and Number of Moves by State, 2005–2007**

State	Number of Enrollees Who Moved			Number of Moves		
	Out	In	Net	Out	In	Net
Alabama	10,878	13,453	2,575	11,296	13,899	2,603
Alaska	1,601	1,514	-87	1,640	1,552	-88
Arizona	15,791	17,223	1,432	16,295	17,749	1,454
Arkansas	10,848	13,167	2,319	11,307	13,672	2,365
California	44,818	36,408	-8,410	46,180	37,670	-8,510
Colorado	6,568	7,470	902	6,666	7,560	894
Connecticut	4,410	4,439	29	4,486	4,511	25
Delaware	2,183	2,608	425	2,237	2,657	420
District of Columbia	3,091	2,362	-729	3,124	2,394	-730
Florida	42,725	44,383	1,658	43,761	45,478	1,717
Georgia	17,977	26,643	8,666	18,459	27,181	8,722
Hawaii	2,190	1,658	-532	2,231	1,694	-537
Idaho	3,785	4,808	1,023	3,904	4,925	1,021
Illinois	19,572	15,545	-4,027	19,957	15,847	-4,110
Indiana	10,536	11,173	637	10,771	11,409	638
Iowa	5,468	6,408	940	5,680	6,633	953
Kansas	5,793	6,374	581	5,971	6,560	589
Kentucky	11,896	14,154	2,258	12,342	14,599	2,257
Louisiana	31,681	14,985	-16,696	32,335	15,323	-17,012
Maine	3,050	3,231	181	3,149	3,323	174
Maryland	8,840	7,457	-1,383	8,963	7,549	-1,414
Massachusetts	11,347	6,134	-5,213	11,441	6,192	-5,249
Michigan	16,823	13,195	-3,628	17,280	13,573	-3,707
Minnesota	7,298	8,021	723	7,550	8,251	701
Mississippi	11,303	11,791	488	11,662	12,112	450
Missouri	13,676	13,466	-210	14,075	13,814	-261
Montana	2,505	2,864	359	2,602	2,968	366
Nebraska	3,250	3,423	173	3,380	3,549	169
Nevada	7,417	8,679	1,262	7,637	8,908	1,271
New Hampshire	2,165	2,479	314	2,224	2,539	315
New Jersey	12,061	9,664	-2,397	12,286	9,851	-2,435
New Mexico	5,148	5,431	283	5,335	5,597	262
New York	35,229	21,475	-13,754	35,829	21,936	-13,893
North Carolina	15,706	23,266	7,560	16,129	23,724	7,595
North Dakota	1,080	1,228	148	1,120	1,272	152
Ohio	18,218	19,865	1,647	18,762	20,377	1,615
Oklahoma	9,293	11,316	2,023	9,632	11,680	2,048
Oregon	8,005	9,238	1,233	8,254	9,495	1,241
Pennsylvania	21,022	21,445	423	21,507	21,848	341
Rhode Island	2,650	2,040	-610	2,694	2,072	-622
South Carolina	8,977	10,292	1,315	9,109	10,421	1,312
South Dakota	1,575	1,986	411	1,652	2,060	408
Tennessee	19,041	17,021	-2,020	19,293	17,315	-1,978
Texas	30,227	44,430	14,203	31,249	45,679	14,430
Utah	3,215	4,151	936	3,305	4,266	961
Vermont	1,751	1,806	55	1,817	1,864	47
Virginia	10,207	11,647	1,440	10,371	11,808	1,437
Washington	13,288	14,175	887	13,794	14,664	870
West Virginia	6,980	6,247	-733	7,096	6,359	-737
Wisconsin	8,372	9,498	1,126	8,604	9,749	1,145
Wyoming	1,433	1,754	321	1,497	1,812	315

Note: The same enrollee can move from more than one state. Across all states, the number of enrollees moving in and out will not necessarily net to a value of 0. See the technical appendix for details.

**Table III.33. Number of Adult Enrollees Who Moved and Number of Moves by State, 2005–2007**

State	Number of Enrollees Who Moved			Number of Moves		
	Out	In	Net	Out	In	Net
Alabama	12,435	10,216	-2,219	12,600	10,349	-2,251
Alaska	2,685	2,810	125	2,732	2,863	131
Arizona	29,623	36,946	7,323	30,262	37,665	7,403
Arkansas	12,146	10,802	-1,344	12,414	11,041	-1,373
California	65,751	49,152	-16,599	67,067	50,249	-16,818
Colorado	10,821	11,716	895	10,999	11,955	956
Connecticut	8,281	8,273	-8	8,424	8,398	-26
Delaware	4,095	4,923	828	4,204	5,060	856
District of Columbia	2,888	2,995	107	2,926	3,044	118
Florida	52,959	51,458	-1,501	54,089	52,467	-1,622
Georgia	30,895	39,819	8,924	31,537	40,618	9,081
Hawaii	3,816	3,035	-781	3,857	3,070	-787
Idaho	5,300	5,482	182	5,404	5,568	164
Illinois	35,363	29,562	-5,801	36,264	30,211	-6,053
Indiana	18,002	21,645	3,643	18,468	22,193	3,725
Iowa	10,260	12,704	2,444	10,595	13,114	2,519
Kansas	8,077	8,735	658	8,303	8,950	647
Kentucky	11,428	14,311	2,883	11,746	14,699	2,953
Louisiana	24,922	17,789	-7,133	25,267	17,999	-7,268
Maine	4,443	4,878	435	4,552	4,962	410
Maryland	13,611	9,388	-4,223	13,781	9,500	-4,281
Massachusetts	14,178	13,298	-880	14,411	13,469	-942
Michigan	24,303	20,142	-4,161	25,039	20,806	-4,233
Minnesota	14,317	16,558	2,241	14,876	17,164	2,288
Mississippi	11,368	8,538	-2,830	11,539	8,637	-2,902
Missouri	20,236	19,237	-999	20,801	19,772	-1,029
Montana	3,217	3,612	395	3,341	3,738	397
Nebraska	5,504	5,894	390	5,723	6,099	376
Nevada	11,208	13,750	2,542	11,430	14,009	2,579
New Hampshire	2,827	3,042	215	2,904	3,115	211
New Jersey	14,605	14,486	-119	14,887	14,687	-200
New Mexico	10,797	9,979	-818	11,068	10,239	-829
New York	52,260	33,690	-18,570	52,938	34,189	-18,749
North Carolina	23,284	32,987	9,703	23,776	33,628	9,852
North Dakota	2,712	3,020	308	2,832	3,151	319
Ohio	27,613	27,157	-456	28,370	27,897	-473
Oklahoma	10,360	13,310	2,950	10,623	13,619	2,996
Oregon	12,460	13,770	1,310	12,793	14,143	1,350
Pennsylvania	22,590	26,900	4,310	23,037	27,378	4,341
Rhode Island	4,155	3,488	-667	4,218	3,536	-682
South Carolina	15,249	14,011	-1,238	15,496	14,203	-1,293
South Dakota	3,409	3,676	267	3,596	3,851	255
Tennessee	22,491	21,896	-595	22,859	22,253	-606
Texas	38,667	49,919	11,252	40,007	51,273	11,266
Utah	7,238	8,382	1,144	7,369	8,532	1,163
Vermont	2,509	2,651	142	2,568	2,708	140
Virginia	14,254	15,859	1,605	14,534	16,139	1,605
Washington	21,166	23,099	1,933	21,741	23,678	1,937
West Virginia	6,880	7,755	875	7,097	8,001	904
Wisconsin	15,801	17,160	1,359	16,264	17,612	1,348
Wyoming	2,493	2,612	119	2,548	2,675	127

Note: The same enrollee can move from more than one state. Across all states, the number of enrollees moving in and out will not necessarily net to a value of 0. See the technical appendix for details.

**Table III.34. Number of Foster Care Child Enrollees Who Moved and Number of Moves by State, 2005–2007**

State	Number of Enrollees Who Moved			Number of Moves		
	Out	In	Net	Out	In	Net
Alabama	970	1,170	200	982	1,187	205
Alaska	331	270	-61	338	274	-64
Arizona	1,693	1,965	272	1,732	1,987	255
Arkansas	1,209	1,440	231	1,247	1,482	235
California	6,189	4,957	-1,232	6,291	5,064	-1,227
Colorado	1,717	1,797	80	1,739	1,829	90
Connecticut	518	438	-80	522	444	-78
Delaware	290	378	88	297	392	95
District of Columbia	473	176	-297	477	176	-301
Florida	5,224	4,359	-865	5,296	4,417	-879
Georgia	2,636	3,267	631	2,686	3,313	627
Hawaii	385	239	-146	386	243	-143
Idaho	553	521	-32	563	530	-33
Illinois	3,489	2,506	-983	3,545	2,543	-1,002
Indiana	1,593	1,819	226	1,619	1,850	231
Iowa	1,070	1,285	215	1,113	1,349	236
Kansas	1,462	1,613	151	1,504	1,654	150
Kentucky	1,372	1,544	172	1,402	1,595	193
Louisiana	1,897	1,034	-863	1,926	1,052	-874
Maine	256	293	37	261	296	35
Maryland	1,039	1,161	122	1,059	1,173	114
Massachusetts	344	498	154	349	500	151
Michigan	1,684	1,578	-106	1,709	1,600	-109
Minnesota	1,077	1,318	241	1,107	1,351	244
Mississippi	854	1,062	208	861	1,074	213
Missouri	2,386	2,299	-87	2,440	2,349	-91
Montana	537	525	-12	554	537	-17
Nebraska	1,228	1,187	-41	1,274	1,227	-47
Nevada	1,793	1,656	-137	1,829	1,687	-142
New Hampshire	284	301	17	286	311	25
New Jersey	1,747	974	-773	1,767	989	-778
New Mexico	762	822	60	775	838	63
New York	2,161	1,720	-441	2,181	1,736	-445
North Carolina	2,021	2,680	659	2,050	2,710	660
North Dakota	351	352	1	362	366	4
Ohio	2,019	2,524	505	2,065	2,557	492
Oklahoma	1,728	1,851	123	1,772	1,900	128
Oregon	1,690	1,628	-62	1,738	1,675	-63
Pennsylvania	2,598	2,995	397	2,634	3,028	394
Rhode Island	390	271	-119	390	271	-119
South Carolina	1,215	1,314	99	1,228	1,329	101
South Dakota	565	571	6	593	593	0
Tennessee	2,040	2,451	411	2,073	2,481	408
Texas	4,410	4,879	469	4,482	4,967	485
Utah	706	943	237	724	969	245
Vermont	244	209	-35	251	213	-38
Virginia	1,395	1,761	366	1,415	1,791	376
Washington	1,716	1,572	-144	1,766	1,617	-149
West Virginia	827	836	9	849	866	17
Wisconsin	1,129	1,148	19	1,149	1,168	19
Wyoming	533	643	110	552	660	108

Note: The same enrollee can move from more than one state. Across all states, the number of enrollees moving in and out will not necessarily net to a value of 0. See the technical appendix for details.

**Table III.35. Number of Other Child Enrollees Under Age 1 Who Moved and Number of Moves by State, 2005–2007**

State	Number of Enrollees Who Moved			Number of Moves		
	Out	In	Net	Out	In	Net
Alabama	1,257	1,569	312	1,262	1,578	316
Alaska	333	350	17	335	351	16
Arizona	3,795	3,242	-553	3,825	3,275	-550
Arkansas	1,797	1,940	143	1,814	1,965	151
California	8,365	7,036	-1,329	8,424	7,091	-1,333
Colorado	1,667	1,737	70	1,680	1,761	81
Connecticut	656	827	171	665	831	166
Delaware	273	398	125	276	404	128
District of Columbia	188	199	11	188	200	12
Florida	10,124	5,329	-4,795	10,190	5,380	-4,810
Georgia	3,386	4,653	1,267	3,416	4,694	1,278
Hawaii	370	320	-50	370	320	-50
Idaho	751	1,056	305	761	1,065	304
Illinois	4,017	3,959	-58	4,046	3,998	-48
Indiana	2,978	2,836	-142	3,007	2,864	-143
Iowa	1,952	1,769	-183	1,979	1,803	-176
Kansas	1,804	1,400	-404	1,825	1,419	-406
Kentucky	1,773	1,939	166	1,781	1,960	179
Louisiana	1,243	2,225	982	1,254	2,247	993
Maine	388	439	51	392	446	54
Maryland	1,091	1,384	293	1,103	1,393	290
Massachusetts	1,268	1,157	-111	1,275	1,162	-113
Michigan	2,056	2,516	460	2,093	2,563	470
Minnesota	1,837	2,072	235	1,871	2,105	234
Mississippi	811	1,058	247	819	1,063	244
Missouri	2,611	2,866	255	2,643	2,902	259
Montana	638	438	-200	645	448	-197
Nebraska	1,436	1,237	-199	1,470	1,264	-206
Nevada	1,295	1,483	188	1,306	1,492	186
New Hampshire	452	509	57	459	514	55
New Jersey	1,642	1,470	-172	1,650	1,480	-170
New Mexico	1,304	1,589	285	1,315	1,602	287
New York	2,831	3,283	452	2,843	3,297	454
North Carolina	4,660	4,246	-414	4,681	4,288	-393
North Dakota	516	518	2	527	527	0
Ohio	3,225	3,359	134	3,260	3,403	143
Oklahoma	1,767	2,649	882	1,790	2,679	889
Oregon	1,567	1,949	382	1,584	1,976	392
Pennsylvania	3,248	2,649	-599	3,264	2,663	-601
Rhode Island	400	335	-65	401	338	-63
South Carolina	1,048	1,603	555	1,057	1,608	551
South Dakota	662	709	47	681	729	48
Tennessee	2,095	2,784	689	2,111	2,798	687
Texas	8,673	7,900	-773	8,767	8,011	-756
Utah	1,891	1,315	-576	1,902	1,328	-574
Vermont	242	274	32	245	276	31
Virginia	1,787	2,336	549	1,805	2,361	556
Washington	2,618	3,283	665	2,645	3,309	664
West Virginia	1,086	1,132	46	1,104	1,151	47
Wisconsin	1,478	1,805	327	1,494	1,815	321
Wyoming	431	528	97	438	541	103

Note: The same enrollee can move from more than one state. Across all states, the number of enrollees moving in and out will not necessarily net to a value of 0. See the technical appendix for details.

**Table III.36. Number of Other Child Enrollees Age 1 to 6 Who Moved and Number of Moves by State, 2005–2007**

State	Number of Enrollees Who Moved			Number of Moves		
	Out	In	Net	Out	In	Net
Alabama	12,989	14,275	1,286	13,228	14,539	1,311
Alaska	2,557	2,651	94	2,611	2,713	102
Arizona	24,516	29,494	4,978	25,290	30,295	5,005
Arkansas	15,588	17,765	2,177	16,216	18,349	2,133
California	76,870	54,635	-22,235	78,872	56,237	-22,635
Colorado	15,124	15,049	-75	15,505	15,395	-110
Connecticut	6,842	7,282	440	7,001	7,426	425
Delaware	2,899	3,720	821	2,988	3,856	868
District of Columbia	3,628	2,817	-811	3,692	2,879	-813
Florida	64,395	56,026	-8,369	66,654	57,697	-8,957
Georgia	37,599	46,480	8,881	38,582	47,618	9,036
Hawaii	3,308	2,488	-820	3,367	2,530	-837
Idaho	7,294	7,734	440	7,501	7,892	391
Illinois	39,960	33,535	-6,425	41,046	34,373	-6,673
Indiana	22,606	25,380	2,774	23,314	26,100	2,786
Iowa	11,121	12,625	1,504	11,661	13,210	1,549
Kansas	11,897	12,230	333	12,275	12,591	316
Kentucky	14,179	17,093	2,914	14,680	17,680	3,000
Louisiana	34,060	18,926	-15,134	34,626	19,319	-15,307
Maine	2,875	3,398	523	2,968	3,490	522
Maryland	14,889	13,590	-1,299	15,228	13,857	-1,371
Massachusetts	10,602	9,176	-1,426	10,770	9,322	-1,448
Michigan	25,108	20,895	-4,213	26,797	22,702	-4,095
Minnesota	13,754	15,110	1,356	14,657	16,063	1,406
Mississippi	13,869	11,279	-2,590	14,096	11,443	-2,653
Missouri	22,573	22,945	372	23,410	23,723	313
Montana	3,469	3,449	-20	3,644	3,607	-37
Nebraska	8,345	8,759	414	8,787	9,194	407
Nevada	11,588	14,050	2,462	11,898	14,354	2,456
New Hampshire	3,424	3,441	17	3,535	3,534	-1
New Jersey	16,347	13,480	-2,867	16,693	13,709	-2,984
New Mexico	11,628	12,968	1,340	12,098	13,493	1,395
New York	42,257	27,106	-15,151	42,855	27,506	-15,349
North Carolina	28,145	38,782	10,637	28,931	39,689	10,758
North Dakota	2,565	2,903	338	2,772	3,124	352
Ohio	28,171	27,131	-1,040	29,341	28,250	-1,091
Oklahoma	17,624	21,467	3,843	18,274	22,183	3,909
Oregon	12,850	15,344	2,494	13,354	15,893	2,539
Pennsylvania	22,525	24,230	1,705	23,055	24,770	1,715
Rhode Island	3,479	2,754	-725	3,552	2,798	-754
South Carolina	13,824	14,398	574	14,091	14,580	489
South Dakota	4,095	4,365	270	4,399	4,640	241
Tennessee	24,914	27,629	2,715	25,482	28,168	2,686
Texas	64,781	80,782	16,001	68,519	84,587	16,068
Utah	8,222	10,675	2,453	8,457	10,935	2,478
Vermont	1,638	1,751	113	1,681	1,803	122
Virginia	18,511	20,512	2,001	19,003	21,006	2,003
Washington	19,943	25,205	5,262	20,828	26,164	5,336
West Virginia	8,246	9,094	848	8,641	9,533	892
Wisconsin	13,118	14,757	1,639	13,650	15,342	1,692
Wyoming	3,355	3,741	386	3,473	3,887	414

Note: The same enrollee can move from more than one state. Across all states, the number of enrollees moving in and out will not necessarily net to a value of 0. See the technical appendix for details.

**Table III.37. Number of Other Child Enrollees Over Age 6 Who Moved and Number of Moves by State, 2005–2007**

State	Number of Enrollees Who Moved			Number of Moves		
	Out	In	Net	Out	In	Net
Alabama	12,093	13,984	1,891	12,296	14,192	1,896
Alaska	2,807	2,729	-78	2,862	2,779	-83
Arizona	23,124	29,004	5,880	23,708	29,647	5,939
Arkansas	16,883	19,267	2,384	17,359	19,766	2,407
California	75,168	51,168	-24,000	76,642	52,324	-24,318
Colorado	12,135	13,524	1,389	12,448	13,822	1,374
Connecticut	9,194	8,643	-551	9,336	8,754	-582
Delaware	3,340	4,014	674	3,446	4,136	690
District of Columbia	4,095	2,944	-1,151	4,150	2,986	-1,164
Florida	60,032	57,620	-2,412	61,650	58,883	-2,767
Georgia	36,133	50,640	14,507	36,890	51,619	14,729
Hawaii	3,019	2,157	-862	3,061	2,180	-881
Idaho	6,518	7,231	713	6,680	7,350	670
Illinois	40,620	33,420	-7,200	41,517	34,163	-7,354
Indiana	22,624	26,260	3,636	23,322	26,964	3,642
Iowa	9,732	11,815	2,083	10,129	12,260	2,131
Kansas	9,278	9,749	471	9,503	9,979	476
Kentucky	14,295	17,548	3,253	14,755	18,008	3,253
Louisiana	51,630	20,242	-31,388	52,077	20,419	-31,658
Maine	3,196	4,058	862	3,270	4,154	884
Maryland	15,260	13,612	-1,648	15,497	13,823	-1,674
Massachusetts	12,330	10,760	-1,570	12,505	10,888	-1,617
Michigan	28,936	23,333	-5,603	31,264	25,777	-5,487
Minnesota	13,836	16,469	2,633	14,961	17,675	2,714
Mississippi	15,150	11,551	-3,599	15,313	11,681	-3,632
Missouri	22,452	22,710	258	23,141	23,264	123
Montana	3,250	3,487	237	3,428	3,654	226
Nebraska	7,159	7,672	513	7,529	8,047	518
Nevada	11,307	13,883	2,576	11,556	14,198	2,642
New Hampshire	3,555	3,693	138	3,634	3,764	130
New Jersey	17,511	12,701	-4,810	17,736	12,871	-4,865
New Mexico	11,700	12,335	635	12,087	12,774	687
New York	48,762	28,355	-20,407	49,266	28,677	-20,589
North Carolina	25,330	37,740	12,410	25,906	38,383	12,477
North Dakota	2,135	2,533	398	2,279	2,737	458
Ohio	29,966	29,117	-849	31,011	30,100	-911
Oklahoma	16,795	20,873	4,078	17,245	21,395	4,150
Oregon	11,529	14,449	2,920	11,884	14,899	3,015
Pennsylvania	22,645	28,490	5,845	23,088	28,958	5,870
Rhode Island	3,949	2,848	-1,101	3,989	2,883	-1,106
South Carolina	14,711	13,935	-776	14,903	14,087	-816
South Dakota	3,735	4,097	362	3,994	4,401	407
Tennessee	25,484	29,805	4,321	25,947	30,311	4,364
Texas	60,467	84,122	23,655	65,521	88,876	23,355
Utah	5,429	7,369	1,940	5,558	7,523	1,965
Vermont	1,720	1,858	138	1,770	1,895	125
Virginia	18,187	19,715	1,528	18,531	20,053	1,522
Washington	19,798	23,371	3,573	20,473	24,097	3,624
West Virginia	8,090	9,147	1,057	8,385	9,485	1,100
Wisconsin	13,300	14,685	1,385	13,811	15,226	1,415
Wyoming	3,036	3,543	507	3,147	3,673	526

Note: The same enrollee can move from more than one state. Across all states, the number of enrollees moving in and out will not necessarily net to a value of 0. See the technical appendix for details.

**Table III.38. Number of Moves and Gaps in Enrollment After the Move, by Pairs of States with Greater Than 10,000 Enrollees with Moves, 2005–2007**

Origin State	Destination State	Number of Enrollees with Moves	Number of Moves	Percentage of Moves with No Gap	Percentage of Moves with an Enrollment Gap			
					Percentage of Moves with a Gap	Percentage of Moves with a Gap of Fewer Than 3 Months <sup>1</sup>	Percentage of Moves with a Gap of 3–6 Months <sup>1</sup>	Percentage of Moves with a Gap of More Than 6 Months <sup>1</sup>
Louisiana	Texas	68,964	69,744	89.8	10.2	2.7	3.5	3.9
California	Arizona	41,370	42,135	69.3	30.7	8.1	8.8	13.8
New York	Florida	37,261	37,630	70.8	29.2	7.6	8.3	13.2
Florida	Georgia	34,674	35,329	73.4	26.6	7.2	8.0	11.4
California	Texas	32,883	33,501	66.1	33.9	9.1	10.3	14.4
Texas	Louisiana	30,350	30,701	57.5	42.5	8.6	13.3	20.6
New York	Pennsylvania	27,838	28,113	72.8	27.2	6.8	7.7	12.7
California	Nevada	26,845	27,363	65.6	34.4	9.9	10.3	14.2
Arizona	California	25,957	26,548	69.8	30.2	9.6	9.1	11.5
California	Washington	24,904	25,481	75.2	24.8	8.0	7.1	9.8
Florida	New York	24,720	24,981	66.3	33.7	8.9	9.8	15.0
Georgia	Florida	22,840	23,308	64.1	35.9	10.6	10.8	14.5
Illinois	Indiana	22,473	22,856	85.0	15.0	4.4	4.3	6.3
California	Oregon	19,726	20,114	73.7	26.3	7.9	8.1	10.3
Texas	California	19,441	19,966	71.0	29.0	8.4	8.5	12.1
Nevada	California	18,663	19,061	67.0	33.0	9.2	9.8	14.0
New York	North Carolina	17,789	17,941	73.6	26.4	6.3	7.8	12.3
Washington	California	17,312	17,831	73.6	26.4	8.9	7.5	10.0
New York	New Jersey	17,157	17,242	70.1	29.9	7.0	8.9	14.1
Texas	Oklahoma	16,920	17,374	65.9	34.1	10.2	10.6	13.4
Florida	North Carolina	16,457	16,716	71.7	28.3	6.9	8.4	13.0
Illinois	Wisconsin	15,702	15,985	83.8	16.2	4.6	4.5	7.1
Louisiana	Georgia	15,414	15,517	91.5	8.5	2.3	3.4	2.8
Florida	Texas	15,334	15,587	70.4	29.6	8.3	8.1	13.2
Pennsylvania	New York	15,162	15,326	68.8	31.2	10.0	8.8	12.5
Oklahoma	Texas	15,080	15,499	69.6	30.4	10.5	9.0	10.8
Oregon	Washington	14,968	15,366	65.1	34.9	11.4	9.7	13.9
Indiana	Illinois	14,703	14,900	76.4	23.6	8.1	6.6	8.9
South Carolina	North Carolina	14,699	14,918	76.6	23.4	6.0	6.8	10.6
New Jersey	Pennsylvania	14,601	14,814	74.6	25.4	7.4	6.9	11.0
Washington	Oregon	14,087	14,494	70.6	29.4	9.4	9.1	10.9

Table III.38 (continued)

Origin State	Destination State	Number of Enrollees with Moves	Number of Moves	Percentage of Moves with No Gap	Percentage of Moves with an Enrollment Gap			
					Percentage of Moves with a Gap	Percentage of Moves with a Gap of Fewer Than 3 Months <sup>1</sup>	Percentage of Moves with a Gap of 3–6 Months <sup>1</sup>	Percentage of Moves with a Gap of More Than 6 Months <sup>1</sup>
Virginia	North Carolina	13,441	13,667	76.2	23.8	7.1	7.0	9.7
New York	Georgia	13,186	13,323	72.6	27.4	7.0	8.6	11.8
Oregon	California	12,758	13,102	69.3	30.7	10.0	8.8	11.9
Ohio	Kentucky	12,596	13,003	73.6	26.4	8.5	7.6	10.3
Florida	Ohio	12,100	12,497	71.5	28.5	8.1	8.1	12.3
Texas	New Mexico	11,478	11,829	65.2	34.8	11.4	10.7	12.6
Pennsylvania	Florida	11,435	11,586	69.9	30.1	9.8	8.8	11.5
New Mexico	Texas	11,420	11,750	66.1	33.9	11.4	10.5	12.0
Arkansas	Texas	11,344	11,653	75.7	24.3	7.6	6.9	9.8
Missouri	Illinois	11,160	11,394	78.1	21.9	6.1	5.9	9.9
Ohio	Florida	11,085	11,408	68.6	31.4	10.5	9.1	11.8
Missouri	Kansas	11,072	11,347	72.6	27.4	8.8	7.7	10.9
North Carolina	South Carolina	11,061	11,176	68.0	32.0	9.3	9.0	13.7
Florida	Pennsylvania	11,055	11,203	70.5	29.5	7.5	8.0	14.1
Florida	Tennessee	10,962	11,085	67.6	32.4	7.9	9.1	15.3
New Jersey	Florida	10,959	11,099	72.7	27.3	8.6	7.3	11.4
Alabama	Georgia	10,930	11,124	76.5	23.5	7.2	7.1	9.2
Illinois	Iowa	10,923	11,200	81.6	18.4	5.5	5.2	7.7
Kentucky	Ohio	10,892	11,199	71.2	28.8	10.0	8.3	10.5
North Carolina	Virginia	10,882	11,103	73.5	26.5	8.9	7.0	10.6
Illinois	Missouri	10,731	10,934	81.2	18.8	5.9	5.1	7.8
Wisconsin	Illinois	10,646	10,843	77.1	22.9	7.4	6.8	8.7
Kansas	Missouri	10,517	10,771	70.5	29.5	8.5	8.9	12.1
Michigan	Florida	10,483	11,287	67.1	32.9	11.8	9.3	11.9
Texas	Florida	10,474	10,648	62.7	37.3	10.6	11.2	15.5
Georgia	Alabama	10,217	10,383	56.5	43.5	13.3	12.5	17.7
Michigan	Texas	10,202	12,358	75.1	24.9	9.6	7.0	8.3
Pennsylvania	New Jersey	10,073	10,187	73.3	26.7	8.3	8.5	9.9
Massachusetts	Florida	10,052	10,144	76.7	23.3	6.7	7.0	9.5

<sup>1</sup> A gap in enrollment of less than three months may reflect the length of time required by the new state to determine eligibility, whereas a longer gap may mean that the person was not granted eligibility in the new state.

## **IV. DISCUSSION**

The analyses in Chapter III provide an overview of Medicaid enrollee migration across states from 2005 through 2007 and highlight statistics on the number of enrollees who moved, the number of moves they made, the number of states to which they moved, gaps in enrollment associated with moves, lengths of those gaps, and lengths of multistate eligibility episodes for enrollees who moved. We presented the statistics for all enrollees and by major BOE/age groups. Analyses for individual states focused on out-migration, in-migration, and net migration, also by major BOE groups. We compared in-migration rates for Medicaid enrollees by state to in-migration rates for the U.S. population. Finally, we examined migration for one-directional moves for pairs of states for which more than 10,000 enrollees moved. What do the findings mean? In Section A of this chapter, we discuss key findings, explore the implications of the findings, and suggest future research to increase understanding of Medicaid enrollee migration patterns and provide useful input to policy development. In Section B, we identify important limits in the study design and interpretation of the study findings. In Section C, we discuss our final conclusions based on the study findings.

### **A. Summary of Key Findings, Implications, and Suggestions for Future Research**

Overall, only 3.7 percent of all Medicaid enrollees moved across states from 2005 through 2007. Even though national data typically count enrollees based on each state in which they were enrolled (double-counted nationally), the number of persons enrolled in more than one state during the study period was only 2.8 million out of more than 76 million total enrollees. The percentage of enrollees who moved varied from a low of 2.0 percent among aged enrollees to 5.5 percent among other child enrollees age 1 to 6. Among enrollees who moved, the vast majority (77.1 percent) moved to only one other state during the study period. Only a small percentage of enrollees moved three or more times, and, of those, a small percentage moved to four or more

states. For those who moved two or more times, the predominant pattern was moves back and forth between two states.

For enrollees who moved, the percentage of moves associated with gaps shorter than three months remained relatively constant as the number of moves increased. In contrast, the percentage of moves associated with gaps longer than six months decreased monotonically as the number of moves increased, from 14.4 percent for one move to 1.2 percent for five or more moves. Even though the percent of movers experiencing gaps varied by BOE group, the patterns were consistent for all BOE groups. The decrease for gaps of more than six months is, however, somewhat intriguing. Various underlying reasons may explain this finding.<sup>10</sup> The first notion is that the socioeconomic characteristics of enrollees with more moves (e.g., lower income) differed from the socioeconomic status of those with fewer moves, increasing the likelihood that the former would qualify for Medicaid in a new state. The second notion is that enrollees with more moves increased their knowledge of Medicaid eligibility policies and therefore could more easily apply Medicaid eligibility in a new state after a move. We hope that future research will provide further insights into the finding of the decrease in gaps of more than six months as the number of moves increase.

Among all enrollees who moved, the average length of an eligibility episode remained relatively constant with an increase in the number of moves. This is a positive finding with respect to continuity of care for frequently moving enrollees. It indicates that most moves are not associated with enrollment gaps and that enrollees do not appear to become “weary” of the

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<sup>10</sup> This finding could also be artifactual because of state eligibility policies that do not necessarily terminate eligibility for a person when that person moves to a new state. The data may not show a gap in enrollment, even though the individual does not become enrolled in the destination state at the time of the move. In such situations, an individual may behave in a manner that is consistent with an enrollment gap. This issue is discussed further in the section below on data limitations.

eligibility application process in new states as the number of moves increases. For children under age 1 who moved, the average length of an eligibility episode increased two-fold, from 7.4 months to 15.3 months as the number of moves increased. The reasons for the increase are unclear, but underlying differences in family characteristics and income might be factors. We are concerned that the average length of an eligibility episode declined somewhat for disabled and foster care child enrollees as the number of moves increased. To the extent that gaps in enrollment exist and increase with the number of moves, continuity of care for vulnerable enrollees could be an issue.

With regard to migration by state, it is not surprising that many states with the largest Medicaid enrolled populations experienced the highest numbers of in- and out-migrants. By state, in-migration rates ranged from a high of 11.9 percent for Nevada to a low of 1.2 percent for California. Typically, Medicaid in-migration rates by state were higher than in-migration rates for the U.S. population, a somewhat unexpected finding. Out-migration exceeded in-migration for all BOE groups in California; for all enrollees and for six BOE groups in New York; and for all BOE groups except children under age 1 in Louisiana. Hurricane Katrina (August 2005) likely contributed to the high negative numbers of migrants (net out-migration) from Louisiana among most BOE groups. However, the positive net number of in-migrant children under age 1 in Louisiana was one of the highest observed numbers for any state. The reasons are unclear and suggest that further study should examine why net migration for children under age 1 differed dramatically from that for other BOE groups in Louisiana. Texas experienced high positive numbers of net in-migrants for all enrollees and six BOE groups, and Georgia experienced high positive numbers of net in-migrants for all BOE groups. It is important to understand these patterns because large numbers of in-migrants may place a substantial burden on Medicaid eligibility operations and health care delivery systems.

The analysis of one-directional moves between state pairs revealed that many moves occurred between neighboring states. The largest number of moves occurred from Louisiana to Texas and far exceeded the number of moves for any other one-directional pair of states, undoubtedly in part because of Hurricane Katrina. For some state pairs, the number of moves in both directions was relatively high (e.g., New York to Florida/Florida to New York and California to Washington/Washington to California). Some of the pairs may reflect the “snow bird” phenomenon of seasonal movement between states with cooler versus warmer climates. Other pairs may reflect the movement of migrant workers. Further research could provide more detail on the characteristics of those who move back and forth between pairs of states and the reasons for the moves. For most state pairs, the percentage of moves associated with gaps was below 35 percent. However, the rate was higher for moves from Texas to Louisiana (42.5 percent), Georgia to Florida (35.9 percent) and Georgia to Alabama (43.5 percent), perhaps indicating stress on eligibility operations in Louisiana and Alabama after Hurricane Katrina as evacuees returned to their home states.

## **B. Study Limitations**

As noted, the individual states administer the Medicaid program. As a result, there are several reasons that a person may be enrolled in more than one state Medicaid program at the same time. Nothing prohibits or precludes enrollment in more than one state at the same time. States do not necessarily consult with other states before determining Medicaid eligibility. In addition, the state of origin does not necessarily terminate enrollment when an enrollee moves to another state. In view of these factors, we identified 364,540 persons who were enrolled in more than one state at the same time with the same eligibility-episode starting date in at least two states. We excluded these enrollees from the study because we were unable to verify that a move occurred and could not determine the origin and destination state. Further, we found 306,356

enrollees with a state-specific eligibility episode for one state that occurred completely within a state-specific eligibility episode for another state. With this ambiguity, we had to make assumptions about what was occurring for these moves and develop specific counting rules for analytic measures—consistent with those assumptions—so that we could include these 306,356 enrollees in the study.<sup>11</sup>

The observed patterns of enrollment for the two groups of enrollees discussed in the previous paragraph may not fully reflect the true underlying migration patterns for these enrollees. In addition, the data might not show a gap in enrollment, even though an individual does not become enrolled in the destination state at the time of the move. In fact, the individual may not know that he or she is still enrolled in the origin state or may not be able to travel to the origin state to receive Medicaid-covered care. In such situations, individuals may behave in a manner that is consistent with an enrollment gap. Finally, we have no information about enrollees who moved out of a state and did not reenroll in Medicaid in another state until after 2007. For all of these reasons, the measurement of enrollee migration across states in this study may contain inaccuracies.

We have no data on the reasons for a move. In some instances, we can speculate about the possible reasons for a move (e.g., Hurricane Katrina or the “snow bird” phenomenon). Likewise, we do not know the reasons for enrollment gaps. Again, we can speculate that short gaps (fewer than three months) may result from the administrative process involved in granting eligibility to a person after he or she moves to a new state. As for longer gaps, we can speculate that an enrollee may fail to complete the eligibility application process in a new state after a move, that a

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<sup>11</sup> A technical appendix to this study provides additional details.

person's economic and/or family relationships may change with a move, or that the eligibility standards differed in the destination state.

Gaps in Medicaid coverage may raise questions about the lack of health insurance or underinsurance for Medicaid enrollees and increase the likelihood that these enrollees may lack health insurance during the period of the gap. This, in turn, gives rise to concerns about continuity of care and unmet health care needs for these vulnerable individuals. Beyond coverage under Medicare for the aged and disabled, the Medicaid data do not provide much useful information on whether enrollees do or do not have other health insurance coverage. For this reason, it would be useful to have more information on other health insurance coverage for Medicaid enrollees.

Finally, as noted, we derived the study findings from Medicaid data for 2005 through 2007. For many reasons, including the impacts of Hurricane Katrina, Medicaid enrollee migration patterns for these years may differ from the patterns observed for other years. Furthermore, the patterns observed in this study may not apply to the Medicaid population after full implementation of health care reform because the composition of the enrollee population will change.

### **C. Final Conclusions**

In this study, we examined cross-state migration among Medicaid enrollees from 2005 through 2007. During this period, most Medicaid enrollees did not move across states, although about 2.8 million enrollees (3.7 percent) moved across states at least once. Among movers, most moved only once, but some moved several times. With each move, an enrollee had to apply for Medicaid in his or her new state of residence and wait for approval or denial of their application. Although most moves did not result in eligibility gaps, some did. The percentage of those who moved and the percentage of moves associated with gaps differed by Medicaid BOE and age

group (for children). When Medicaid gaps occur, it is likely that a person loses insurance coverage, leading to concerns for the person about continuity of care, unmet need, and health status; concerns for the health care system in terms of greater reliance on emergency rooms and uncompensated care; and for the larger community in terms of increased costs. Future research should provide more detail on Medicaid enrollee migration across states, the reasons for migration, and how to reduce the frequency and duration of Medicaid enrollment gaps associated with enrollee moves. This issue will become increasingly important as Medicaid eligibility expands to over 16 million new persons and program costs increase under the provisions of the ACA.

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## **TECHNICAL APPENDIX**

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## A. Study Population—Included and Excluded Records

As we attempted to examine movement across states, we noted that individuals enrolled in two or more states at the same time required special attention because of a variety of patterns of eligibility episodes for these individuals. First, we defined two types of eligibility episodes of particular interest: multistate episodes and state-specific episodes:

- **Multistate episode.** This type of episode begins in the month after no there is no enrollment in any state for a person and continues through a month after which there is no enrollment in any state. For example, for a person:
  - Enrolled in Texas from April 2005 through June 2005
  - Enrolled again in Texas from November 2005 through October 2006
  - Enrolled in Arkansas from July 2005 through March 2006

The multistate episode would begin in April 2005 and end in October 2006.

- **State-specific episode.** The example above includes three state-specific episodes:
  - Texas (April 2005 through June 2005)
  - Texas (November 2005 through October 2006)
  - Arkansas (July 2005 through March 2006)

For some multistate eligibility episodes, unusual eligibility episode patterns may occur. The patterns are summarized in the following two scenarios:

- **Scenario #1.** Enrollees were excluded from the study population because they had at least two eligibility episodes in different states with the same starting month. Therefore, it was not possible either to determine if a move occurred or to identify the origin and destination state for these enrollees.
- **Scenario #2.** The starting month of the state-specific eligibility episode differs for all states. The ending month is either the same or different for any or all states. This scenario includes the possibility that a state-specific eligibility episode for one state occurs completely within a state-specific eligibility episode for another state (e.g., a person is enrolled in Utah from July 2005 through June 2006 and in Wyoming from October 2005 through January 2006). Records for these enrollees required special counting rules for our analytic measures. We identified a criterion that we called “resetting the clock” when an enrollee moved from one state to another. For this criterion, we assumed that enrollment in the origin state was no longer relevant when an enrollee moved. The assumption is based on several notions. First, as a result of a move, the person establishes enrollment in a new state and may not know that he or she is still enrolled in the origin state and may not want/need continuing enrollment in the origin state. Second, the origin state may be geographically distant from the

enrollee’s new state of residence, making it impractical to travel to the origin state to receive care. Third, even if the origin state is geographically close to the enrollee’s new state of residence, the enrollee may have no reason to return to the origin state to receive care because of coverage in the new “destination” state. So, the “resetting the clock” criterion ignores all months of continuing eligibility in the state of origin once an enrollee moves to a new state.

### B. Counting for Analytic Measures

Given the possibility of complex patterns of enrollment for an enrollee across more than one state, it should be helpful to the reader if we provide some hypothetical examples of records for a person to illustrate how we calculated selected measures for this paper.

**Example 1.** The data show the following move patterns across states for two persons:

The following moves are observed for person #1:

Arizona to California, California to Arizona, Arizona to California, and California to Nevada

The following moves are observed for person #2:

California to Arizona, Arizona to Nevada, Nevada to California, and California to Arizona

For the individual state tables, measures are counted as follows:

State	Number of Enrollees Who Moved			Number of Moves		
	Out	In	Net	Out	In	Net
Arizona	2	2	0	3	3	0
California	2	2	0	4	3	-1
Nevada	1	2	1	1	2	1
Total (duplicated for enrollees)	5	6	1	8	8	0

The above counts the number of enrollees who moved (columns 2–4) and the number of moves (columns 5–7) for each state and for all states. For enrollee counts, the “Out” column counts the number of persons who moved out of the state, and the “In” column counts the number of persons who moved into a state regardless of the number of moves. It may seem counterintuitive, but the number of enrollees who move does not necessarily net to zero for a state or for all states because an enrollee may move into or out of more than one state. However,

the number of moves across all states nets to zero because every move involves, by definition, both an origin and a destination state.

The following table illustrates how counting was done in the state pairs analysis presented in Table III.38, using the data from Example 1:

From State	To State	Number of Enrollees Who Moved	Number of Moves
Arizona	California	1	2
Arizona	Nevada	1	1
California	Arizona	2	3
California	Nevada	1	1
Nevada	California	1	1
Total (duplicated for enrollees)		6	8

If the number of enrollees who move is summed across all states, the result differs for this versus the previous table. However, the number of moves is the same.

**Example #2.** The data in this example show unusual patterns of enrollment. The following is an example for a single person. For this person, the enrollment records are as follows:

- Enrollment in Iowa from April 2005 through October 2007
- Enrollment in Georgia from October 2005 through December 2005
- Enrollment in Georgia from February 2006 through December 2006
- Enrollment in Georgia from May 2007 through December 2007

For this example, we count one move from Iowa to Georgia, with no gap. Using our “resetting the clock” criterion, we ignore further enrollment in Iowa when this person moves to Georgia. So, this example yields three episodes:

- April 2005 through December 2005 (including the move from Iowa to Georgia with no gap)
- February 2006 through December 2006 (in Georgia)
- May 2007 through December 2007 (in Georgia)

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