COMMITTEE/SUBCOMMITTEE ACTION ADOPTED __ (Y/N) ADOPTED AS AMENDED __ (Y/N) ADOPTED W/O OBJECTION __ (Y/N) FAILED TO ADOPT __ (Y/N) WITHDRAWN __ (Y/N) OTHER

Committee/Subcommittee hearing bill: Health & Human Services Committee

Representative Hooper offered the following:

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Amendment (with title amendment)

Remove everything after the enacting clause and insert:

Section 1. Section 155.40, Florida Statutes, is amended to read:

155.40 Sale or lease of county, district, or municipal hospital; effect of sale.—

- (1) As used in this section, the term:
- (a) "Affected community" means those persons residing within the geographic boundaries defined by the charter of the county, district, or municipal hospital, or if the boundaries are not specifically defined by charter, by the geographic area from which 75 percent of the county, district, or municipal hospital's inpatient admissions are derived.
- (b) "Fair market value" means the price that a seller or lessor is willing to accept and a buyer or lessee is willing to pay on the open market and in an arms-length transaction, or

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 what a certified public accounting firm, or an independent expert in hospital valuation determines the fair market value to be.

- (c) "Interested party" includes any party submitting a proposal for sale or lease of the county, district, or municipal hospital; any taxpayer from the county, district, or municipality in which the majority of the physical assets of the hospital are located; or the governing board of the hospital.
- (d) "Net operating revenues" has the same meaning as provided in s. 395.701(1). The term does not include restricted donations and grants for indigent care or nonoperating revenues, including, but not limited to, local unrestricted tax revenues and appropriated funds from state and local governments or any other type of tax support, gain or loss from the sale of assets, or unrestricted contributions.
- (e) "Qualified purchaser or lessee" means an entity that demonstrates access to capital in an amount equal to or in excess of 25 per cent of the net operating revenue generated in the immediately preceding fiscal year of the hospital that is the subject of the sale or lease. Such access to capital can be demonstrated by cash reserves, an existing line of credit, or a binding commitment to obtain a line of credit to finance the purchase in an amount that equals or exceeds 25 per cent of the net operating revenue generated by the hospital.
- (2) (1) In the interest of providing quality health care services to the order that citizens and residents of this the state may receive quality health care, and notwithstanding any other provision of general or special law, a any county, district, or municipal hospital organized and existing under the

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laws of this state, acting by and through its governing board, may shall have the authority to sell or lease the such hospital to a for-profit or not-for-profit Florida entity corporation, and enter into leases or other contracts with a for-profit or not-for-profit Florida entity corporation for the purpose of operating the and managing such hospital and any or all of its facilities of whatsoever kind and nature. The term of any such lease, contract, or agreement and the conditions, covenants, and agreements to be contained therein shall be determined by the governing board of the such county, district, or municipal hospital. The governing board of the hospital must find that the sale, lease, or contract is in the best interests of the affected community public and must state the basis of that such finding. If the governing board of a county, district, or municipal hospital decides to lease the hospital, it must give notice in accordance with paragraph (4) (a) or paragraph (4) (b).

- $\underline{(3)}$ $\underline{(2)}$ \underline{A} Any such lease, contract, or agreement made pursuant hereto shall:
- (a) Provide that the articles of incorporation of the such for-profit or not-for-profit corporation be subject to the approval of the board of directors or board of trustees of the such hospital;
- (b) Require that any not-for-profit corporation become qualified under s. 501(c)(3) of the United States Internal Revenue Code;
- (c) Provide for the orderly transition of the operation and management of the such facilities;
- (d) Provide for the return of $\underline{\text{the}}$ such facility to the county, municipality, or district upon the termination of the

such lease, contract, or agreement; and

- (e) Provide for the continued treatment of indigent patients pursuant to the Florida Health Care Responsibility Act and pursuant to chapter 87-92, Laws of Florida.
- (3) Any sale, lease, or contract entered into pursuant to this section prior to the effective date of this act must have complied with the requirements of subsection (2) in effect at the time of the sale, lease, or contract. It is the intent of the Legislature that this section does not impose any further requirements with respect to the formation of any for-profit or not-for-profit Florida corporation, the composition of the board of directors of any Florida corporation, or the manner in which control of the hospital is transferred to the Florida corporation.
- (4) (a) By December 31, 2012, the governing board of a county, district, or municipal hospital shall commence an evaluation of the benefits to an affected community from the sale or lease of hospital facilities owned by the board. The board shall:
- 1. Conduct a public hearing, which is to be noticed in one or more newspapers of general circulation in the county in which the majority of the physical assets of the hospital are located and in the Florida Administrative Weekly at least 15 days before the hearing is scheduled to occur.
- 2. Contract with a certified public accounting firm or other firm that has substantial expertise in the valuation of hospitals to independently establish the fair market value of the hospital. The firm's valuation report shall be published at least 7 business days before the scheduled public hearing.

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- 3. Conduct an operating comparison between the hospital and other similarly situated hospitals. The comparison shall examine both not-for-profit and for-profit hospitals, which have a similar service mix, to determine whether there is a difference in operating costs, or measurable outcomes by using publicly available data provided by the Agency for Health Care Administration and the quality metrics identified by the Centers for Medicare and Medicaid Services Core Measures. The comparison must determine whether it is more beneficial to taxpayers and the affected community for the hospital to be operated by a governmental entity, or whether the hospital can be operated by a not-for-profit or for-profit entity with similar or better cost-efficiencies or measurable outcomes identified by the Centers for Medicare and Medicaid Services Core Measures. The comparison must also determine whether there is a net benefit to the community to operate the hospital as a not-for-profit or for-profit entity and use the proceeds of the sale or lease.
- 4. Make publicly available all documents considered by the board in the course of such evaluation.
- (b) Within 120 days after the initiation of the process established in paragraph (a), the governing board shall publish notice of the board's findings in one or more newspapers of general circulation in the county in which the majority of the physical assets of the hospital are located and in the Florida Administrative Weekly.
- (5)(4) In the event the governing board of a county, district, or municipal hospital determines that it is no longer in the best interest of the affected community to own or operate a hospital and elects to consider a sale or lease, the governing

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board must first determine whether there are any qualified purchasers or lessees. In the process of evaluating any qualified purchaser or lessee elects to sell or lease the hospital, the board shall:

- (a) Negotiate the terms of the sale or lease with a forprofit or not-for-profit Florida corporation and Publicly advertise the meeting at which the proposed sale or lease will be considered by the governing board of the hospital in accordance with s. 286.0105 and 286.011; or
- (b) Publicly advertise the offer to accept proposals in accordance with s. 255.0525 and receive proposals from all interested and qualified purchasers and lessees.

Any sale <u>or lease</u> must be for fair market value, <u>or if not for</u>

fair market value, the lease must be in the best interest of the

affected community. A and any sale or lease must comply with all

applicable state and federal antitrust laws.

- (6) A determination by a governing board to accept a proposal for sale or lease must state, in writing, the findings and basis for supporting the determination.
- (a) The governing board's acceptance of a proposal for sale or lease must include a description of how the sale or lease satisfies each of the following requirements:
- 1. The transaction represents fair market value. If the proposal is for less than fair market value, the governing board shall provide an explanation of how the best interests of the affected community are served by the proposed transaction.
- 2. Acceptance of the proposal will result in a reduction or elimination of ad valorem or other taxes for taxpayers in the

166 district.

- 3. The proposal includes an enforceable commitment that programs and services and quality health care will continue to be provided to all residents of the affected community, particularly to the indigent, the uninsured, and the underinsured.
- 4. Disclosure has been made of all conflicts of interest, including, but not limited to, whether the sale or lease of the hospital would result in a private gain or loss to members of the governing board, management employees, or members of the medical staff of the county, district, or municipal hospital. Such disclosure shall include whether current members of the governing board will be serving on the board of any successor private entity. Conflicts of interest, with respect to experts retained by the governing board shall also be disclosed.
- 5. Disclosure has been made by the seller or lessor of all contracts with physicians or other entities providing contracted health care services for the seller or lessor, including all agreements or contracts that may be void or voidable upon the completion of the transaction.
- $\underline{\text{6. The proposal is in compliance with subsections (7) and}}$ (8).
- (b) The findings must be accompanied by all information and documents relevant to the governing board's determination, including, but not limited to:
- 1. The names and addresses of all parties to the transaction.
 - 2. The location of the hospital and all related facilities.
 - 3. A description of the terms of all proposed agreements.

- 4. A copy of the proposed sale or lease agreement and any related agreements, including, but not limited to, leases, management contracts, service contracts, and memoranda of understanding.
- 5. Any valuations of hospital assets prepared during the 3 years immediately preceding the proposed transaction date.
- 6. The fair market value analysis, or any other valuation prepared at the request of the board, owner of the hospital, or managing entity of the hospital, and the proposed acquisition price.
- 7. Copies of all other proposals and bids that the governing board may have received or considered in compliance with subsection (5).
- (7) Within 120 days before the anticipated closing date of the proposed transaction, the governing board shall make publicly available all findings and documents required under subsection (6) and publish a notice of the proposed transaction in one or more newspapers of general circulation in the county in which the majority of the physical assets of the hospital are located. The notice shall include the names of the parties involved and the means by which a person may submit written comments about the proposed transaction to the governing board and obtain copies of the findings and documents required under subsection (6).
- (8) Within 20 days after the date of publication of public notice, any person may submit written comments of opposition to the transaction to the governing board.
- (9) A governing board of a county, district, municipal hospital may not enter into a sale or lease of a hospital

facility without first receiving approval from a circuit court or, for any such hospital that is required by its statutory charter to seek approval by referendum for any action that would result in the termination of the direct control of the hospital by its governing board, approval by such referendum.

- (a) Circuit courts shall have jurisdiction to approve the sale or lease of a county, district, or municipal hospital. A petition for approval shall be filed in the circuit in which the majority of the physical assets of the hospital are located.
- (b) The governing board shall file a petition in a circuit court seeking approval of the proposed transaction at least 30 days after publication of the notice of the proposed transaction.
- (c) A petition filed by the governing board shall include all findings and documents required under subsection (6) and certification by the governing board of compliance with all requirements of this section. The chair of the governing board must certify under oath and subject to the penalty of perjury on a form accompanying the petition that the contents of the petition and representations therein are true and correct.
- (10) Within 45 days of receiving a petition, the court shall, render a final judgment as to whether the governing board complied with the process provided in this section. In reaching its final judgment, the court shall determine whether:
 - (a) The proposed transaction is permitted by law.
- (b) The proposed transaction does not unreasonably exclude a potential purchaser or lessee on the basis of being a forprofit or a not-for-profit Florida corporation or other form of business organization, such as a partnership or limited

253 <u>liability company.</u>

- (c) The governing board publicly advertised the meeting at which the proposed transaction was considered by the board in compliance with ss. 286.0105 and 286.011.
- (d) The governing board publicly advertised the offer to accept proposals in compliance with s. 255.0525.
- (e) Any conflict of interest was disclosed, including, but not limited to, conflicts of interest relating to members of the governing board and experts retained by the parties to the transaction.
- (f) The seller or lessor documented that it will receive fair market value for the sale or lease of the assets or, if leased at less than fair market value, the governing board provided a detailed explanation of how the best interests of the affected community are served by the acceptance of less than fair market value for the lease of the hospital.
- (h) The governing board incorporated a provision in the sale or lease requiring the acquiring entity to continue to provide existing programs and services and quality health care to all residents of the affected community, particularly to the indigent, the uninsured, and the underinsured.
- (i) The governing board documented whether the proposed transaction will result in a reduction or elimination of ad valorem or other taxes used to support the hospital.
- (11) Any party to the action has the right to seek judicial review of the decision in the appellate district where the petition for approval was filed.
- (a) All proceedings shall be instituted by filing a notice of appeal in accordance with the Florida Rules of Appellate

Procedure within 30 days after the date of the final judgment.

- (b) In such judicial review, the appellate court shall affirm the decision of the circuit court, unless the decision is arbitrary, capricious, or not in compliance with this section.
- (12) All costs shall be paid by the governing board, unless an interested party contests the action, in which case the court may assign costs equitably to the parties.
- (13) If any provision of subsection (6) is not followed, the contract for sale or lease is voidable by any party to the contract. If any member of the governing board negligently or willfully violates subsection (6), as determined by the Commission on Ethics after receipt of a sworn complaint pursuant to s. 112.322, the member is subject to a penalty, as determined by the Commission on Ethics pursuant to s. 112.317.
- (14) (5) If In the event a hospital operated by a for-profit or not-for-profit Florida entity corporation receives annually more than \$100,000 in revenues from the county, district, or municipality that owns the hospital, the Florida entity corporation must be accountable to the county, district, or municipality with respect to the manner in which the funds are expended by either:
- (a) Having the revenues subject to annual appropriations by the county, district, or municipality; or
- (b) Where there is a contract to provide revenues to the hospital, the term of which is longer than 12 months, the governing board of the county, district, or municipality must be able to modify the contract upon 12 months notice to the hospital.

A not-for-profit entity corporation that is subject to this subsection and that does not currently comply with the accountability requirements in this subsection shall have 12 months after the effective date of this act to modify any contracts with the county, district, or municipality in a manner that is consistent with this subsection.

- $\underline{(15)}$ (6) Unless otherwise expressly stated in the lease documents, the transaction involving the sale or lease of a hospital shall not be construed as:
- (a) A transfer of a governmental function from the county, district, or municipality to the private purchaser or lessee;
- (b) Constituting a financial interest of the public lessor in the private lessee; or
- (c) Making a private lessee an integral part of the public lessor's decisionmaking process.
- (16)(7) The lessee of a hospital, under this section or any special act of the Legislature, operating under a lease shall not be construed to be "acting on behalf of" the lessor as that term is used in statute, unless the lease document expressly provides to the contrary.
- (17) (8) (a) If, whenever the sale of a public hospital by a public agency to a private corporation or other private entity pursuant to this section or pursuant to a special act of the Legislature reflects that:
- 1. The private corporation or other private entity purchaser acquires 100 percent ownership in the hospital enterprise;
- 2. The private corporation or other private entity purchases the physical plant of the hospital facility and has

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complete responsibility for the operation and maintenance of the facility, regardless of ownership of the underlying real property;

- 3. The public agency seller retains no control over decisionmaking or policymaking for the hospital;
- 4. The private corporation or other private entity purchaser receives no funding from the public agency seller other than by contract for services rendered to patients for whom the public agency seller has the responsibility to pay for hospital or medical care;
- 5. The public agency seller makes no substantial investment in or loans to the private entity;
- 6. The private corporation or other private entity purchaser was not created by the public entity seller; and
- 7. The private corporation or other private entity purchaser operates primarily for its own financial interests and not primarily for the interests of the public agency,

such a sale shall be considered a complete sale of the public agency's interest in the hospital.

- (b) A complete sale of a hospital as described in this subsection shall not be construed as:
- 1. A transfer of a governmental function from the county, district, or municipality to the private corporation or other private entity purchaser;
- 2. Constituting a financial interest of the public agency in the private corporation or other private entity purchaser;
- 3. Making the private corporation or other private entity purchaser an "agency" as that term is used in statutes;

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- 4. Making the private corporation or other private entity purchaser an integral part of the public agency's decisionmaking process; or
- 5. Indicating that the private corporation or other private entity purchaser is "acting on behalf of a public agency" as that term is used in statute.
- (18) The following exemptions apply to county, district or municipal hospitals.
- (a) If the governing board elects to sell or lease any physical property of a county, district, or municipal hospital and such property generated less than 20 percent of the hospital's net operating revenue within most recent fiscal year, the sale or lease of such property is exempt from the requirements under subsections (6)-(13). However, the governing board shall publicly advertise the meeting at which the proposed sale or lease of such property will be considered by the governing board of the hospital in accordance with s. 286.0105, and publicly advertise the offer to accept proposals in accordance with s. 255.0525, and receive proposals from all qualified purchasers and lessees. The sale or lease of the property must be for fair market value, or if not for fair market value, an explanation of how the affected community is best served by the transaction must be included in publication.
- (b) The provisions of subsections (5)-(13) of this section do not apply to:
- 1. A county, district, or municipal hospital, that has executed a letter of intent to sell or lease the hospital accepted at a properly noticed public meeting, and whose governing board has voted to approve the letter of intent before

December 31, 2011, if the final closing of the sale or lease transaction pursuant to the letter of intent occurs before December 31, 2012.

- 2. A county, district or municipal hospital, that is under lease as of the effective date of this act, as long as that lease remains in effect in accordance with the terms of the lease or if such lease is modified, extended or renewed. This includes any transaction, partnership, contract, sublease, or assignment that is entered into pursuant to the terms of a lease agreement in place before the effective date of this act.

 However, any such hospital becomes subject to the provisions of this act upon:
- a. Termination of the lease, unless the lease termination is the direct result of a new lease involving a partnership, transaction or contract in which both the existing lessor and lessee agree to the new lease between the lessor and another mutually agreed upon entity;
- b. Notification provided to the lessee of a planned termination of the lease in accordance with the lease terms, unless the notification of lease termination is the direct result of a new lease involving a partnership, transaction or contract in which both the existing lessor and lessee agree to the new lease between the lessor and another mutually agreed upon entity;
- c. Notification to the lessee that the lessor plans to seek potential new lessees or buyers; or
- d. Notification to the lessee that the lessor plans to resume operation of the hospital upon termination of the lease.
 - (c) Notwithstanding subparagraph (b), a county, district or

 municipal hospital which has issued a request for proposals for the sale or lease of a hospital on or before the effective date of this act for purposes of receiving proposals from qualified purchasers or lessees, is not subject to subsections (5)-(14) if such issuance of a request for proposals directly results in a sale or lease of the hospital to a qualified purchaser or lessee before December 31, 2012.

(19) If a county, district, or municipal hospital is sold, any and all special district taxing authority associated with the hospital subject to the sale shall cease on the effective date of the closing date of the sale, unless a majority of the voters in the special district, by referendum, approve a continuation of the taxing authority. Such continuation must be at a substantially lower millage rate than is levied at the closing date of the sale.

Section 2. To the extent that any general or special law is inconsistent with, or otherwise in conflict with this act, such conflicting provisions are specifically superseded by this act.

Section 3. Section 395.3036, Florida Statutes, is amended to read:

and meetings of entities corporations that lease public hospitals or other public health care facilities.—The records of a private entity corporation that leases a public hospital or other public health care facility are confidential and exempt from the provisions of s. 119.07(1) and s. 24(a), Art. I of the State Constitution, and the meetings of the governing board of a private entity corporation are exempt from s. 286.011 and s. 24(b), Art. I of the State Constitution if when the public lessor complies with

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the public finance accountability provisions of s. $\underline{155.40(14)}$ $\underline{155.40(5)}$ with respect to the transfer of any public funds to the private lessee and \underline{if} when the private lessee meets at least three of the five following criteria:

- (1) The public lessor that owns the public hospital or other public health care facility was not the incorporator or initial member of the private entity corporation that leases the public hospital or other health care facility.
- (2) The public lessor and the private lessee do not commingle any of their funds in any account maintained by either of them, other than the payment of the rent and administrative fees or the transfer of funds pursuant to subsection (3) (2).
- (3) Except as otherwise provided by law, the private lessee is not allowed to participate, except as a member of the public, in the decisionmaking process of the public lessor.
- (4) The lease agreement does not expressly require the lessee to comply with the requirements of ss. 119.07(1) and 286.011.
- (5) The public lessor is not entitled to receive any revenues from the lessee, except for rental or administrative fees due under the lease, and the lessor is not responsible for the debts or other obligations of the lessee.

Section 4. This act shall take effect upon becoming a law.

TITLE AMENDMENT

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Remove the entire title and insert:

A bill to be entitled

An act relating to the sale or lease of a county, district, or municipal hospital; amending s. 155.40, F.S.; providing definitions; requiring approval from a circuit court for the sale or lease of a county, district, or municipal hospital unless certain exemption or referendum approval applies; requiring the hospital governing board to determine by certain public advertisements whether there are qualified purchasers or lessees before the sale or lease of such hospital; defining the term "fair market value"; requiring the board to state in writing specified criteria forming the basis of its acceptance of a proposal for sale or lease of the hospital; providing for publication of notice; authorizing submission of written statements of opposition to a proposed transaction, to the hospital governing board within a certain timeframe; requiring the board to file a petition for approval with the circuit court and receive approval before any transaction is finalized; providing an exception; specifying information to be included in such petition; providing for the circuit court to issue an order requiring all interested parties to appear before the court under certain circumstances; defining the term "interested party"; granting the circuit court jurisdiction to approve sales or leases of county, district, or municipal hospitals based on specified criteria; providing for a party to seek judicial review; requiring the court to enter a final

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COMMITTEE/SUBCOMMITTEE AMENDMENT Bill No. CS/CS/HB 711 (2012)

Amendment No. 1.

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judgment; requiring the board to pay costs associated with
the petition for approval unless a party contests the
action; providing exemptions for certain transactions
completed before a specified date; providing for cessation
of special district taxing authority at sale unless
ratified by referendum; amending s. 395.3036, F.S.;
conforming cross-references; providing an effective date.

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