A bill to be entitled 1 2 An act relating to the sale or lease of a county, 3 district, or municipal hospital; amending s. 155.40, 4 F.S.; providing definitions; requiring approval from a 5 circuit court for the sale or lease of a county, 6 district, or municipal hospital unless certain 7 exemption or referendum approval applies; requiring 8 the hospital governing board to determine by certain 9 public advertisements whether there are qualified 10 purchasers or lessees before the sale or lease of such 11 hospital; requiring the board to state in writing specified criteria forming the basis of its acceptance 12 13 of a proposal for sale or lease of the hospital; 14 providing for publication of notice; authorizing 15 submission of written statements of opposition to a 16 proposed transaction to the hospital governing board 17 within a certain timeframe; requiring the board to file a petition for approval with the circuit court 18 19 and receive approval before any transaction is 20 finalized; providing an exception; specifying 21 information to be included in such petition; providing 22 for the circuit court to issue an order requiring all 23 interested parties to appear before the court under 24 certain circumstances; granting the circuit court 25 jurisdiction to approve sales or leases of county, 26 district, or municipal hospitals based on specified 27 criteria; providing for a party to seek judicial 28 review; requiring the court to enter a final judgment; Page 1 of 19

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29 requiring the board to pay costs associated with the 30 petition for approval unless a party contests the 31 action; providing exemptions for certain transactions 32 completed before a specified date; providing for 33 cessation of special district taxing authority at sale unless reduced and ratified by referendum; providing 34 35 that any general or special law that is inconsistent 36 with or otherwise in conflict with the act is 37 specifically superseded by the act; repealing s. 38 155.41, F.S., relating to applicability of retroactive 39 exemptions for the sale or lease of county, district, or municipal hospitals, to conform to changes made by 40 the act; amending s. 395.3036, F.S.; conforming cross-41 42 references and terminology; providing an effective 43 date. 44 Be It Enacted by the Legislature of the State of Florida: 45 46 47 Section 1. Section 155.40, Florida Statutes, is amended to 48 read: 49 155.40 Sale or lease of county, district, or municipal 50 hospital; effect of sale.-51 As used in this section, the term: (1) "Affected community" means those persons residing 52 (a) within the geographic boundaries defined by the charter of the 53 54 county, district, or municipal hospital or, if the boundaries 55 are not specifically defined by charter, by the geographic area 56 from which 75 percent of the county, district, or municipal

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57 hospital's inpatient admissions are derived. 58 (b) "Fair market value" means the price that a seller or 59 lessor is willing to accept and a buyer or lessee is willing to 60 pay on the open market and in an arms-length transaction, or 61 what a certified public accounting firm or an independent expert 62 in hospital valuation determines the fair market value to be. 63 "Interested party" includes any party submitting a (C) 64 proposal for the sale or lease of a county, district, or 65 municipal hospital; any taxpayer from a county, district, or 66 municipality in which the majority of the physical assets of a 67 hospital are located; or a governing board of a hospital. 68 (d) "Net operating revenue" has the same meaning as in s. 69 395.701(1). The term does not include restricted donations and 70 grants for indigent care or nonoperating revenues, including, but not limited to, local unrestricted tax revenues and 71 72 appropriated funds from state and local governments or any other 73 type of tax support, gain or loss from the sale of assets, or 74 unrestricted contributions. 75 "Qualified purchaser or lessee" means an entity that (e) 76 demonstrates access to capital in an amount equal to or in 77 excess of 25 percent of the net operating revenue generated in 78 the previous fiscal year of the hospital that is the subject of 79 the sale or lease. Such access to capital may be demonstrated by 80 cash reserves, an existing line of credit, or a binding 81 commitment to obtain a line of credit to finance the purchase in 82 an amount that equals or exceeds 25 percent of the net operating 83 revenue generated by the hospital. 84 (2) (1) In the interest of providing quality health care Page 3 of 19

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services to the order that citizens and residents of this the state, and notwithstanding any other provision of general or special law, a may receive quality health care, any county, district, or municipal hospital organized and existing under the 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). (3) (2) A Any such lease, contract, or agreement made under this section pursuant hereto shall:

(a) Provide that the articles of incorporation of <u>the</u> such
for-profit or not-for-profit <u>entity</u> 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 <u>entity</u> corporation
 become qualified under s. 501(c)(3) of the United States

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113 Internal Revenue Code;

(c) Provide for the orderly transition of the operation and management of the such facilities;

(d) Provide for the return of <u>the</u> such facility to the county, municipality, or district upon the termination of <u>the</u> 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.

122 (4) (a) By December 31, 2012, the governing board of a 123 county, district, or municipal hospital shall begin an 124 evaluation of the benefits to an affected community from the 125 sale or lease of hospital facilities owned by the board. The 126 board shall:

127 <u>1. Conduct a public hearing that shall be noticed in one</u> 128 <u>or more newspapers of general circulation in the county in which</u> 129 <u>the majority of the physical assets of the hospital are located</u> 130 <u>and in the Florida Administrative Weekly at least 15 days before</u> 131 <u>the hearing is scheduled to occur.</u>

132 2. Contract with a certified public accounting firm or 133 other firm that has substantial expertise in the valuation of 134 hospitals to independently establish the fair market value of 135 the hospital. The firm's valuation report shall be published at least 7 business days before the scheduled public hearing. 136 137 3. Conduct an operating comparison between the hospital 138 and other similarly situated hospitals. The comparison shall 139 examine both not-for-profit and for-profit hospitals that have a 140 similar service mix to determine whether there is a difference

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141 in operating costs or measurable outcomes by using publicly 142 available data provided by the Agency for Health Care 143 Administration and the quality metrics identified by the Centers 144 for Medicare and Medicaid Services Core Measures. The comparison 145 must determine whether it is more beneficial to taxpayers and 146 the affected community for the hospital to be operated by a 147 governmental entity or whether the hospital could be operated by 148 a not-for-profit or for-profit entity and provide similar or better cost-efficiencies or measurable outcomes as identified by 149 150 the Centers for Medicare and Medicaid Services Core Measures. 151 The comparison must also determine whether there is a net 152 benefit to the community to operate the hospital as a not-for-153 profit or for-profit entity and use the proceeds of the sale or 154 lease. 155 Make all documents considered by the board in the 4. 156 course of such evaluation publicly available. 157 Within 120 days after the initiation of the process (b) 158 established in paragraph (a), the governing board shall publish 159 notice of the board's findings in one or more newspapers of 160 general circulation in the county in which the majority of the 161 physical assets of the hospital are located and in the Florida 162 Administrative Weekly. 163 (3) Any sale, lease, or contract entered into pursuant 164 this section prior to the effective date of this act must have 165 complied with the requirements of subsection (2) in effect at the time of the sale, lease, or contract. It is the intent of 166 the Legislature that this section does not impose any further 167 168 requirements with respect to the formation of any for-profit or Page 6 of 19

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169 not-for-profit Florida corporation, the composition of the board 170 of directors of any Florida corporation, or the manner in which 171 control of the hospital is transferred to the Florida 172 corporation. 173 (5) (4) If In the event the governing board of a county, 174 district, or municipal hospital determines that it is no longer 175 in the best interest of the affected community to own or operate 176 the hospital and elects to consider a sale or lease, the 177 governing board must first determine whether there are any qualified purchasers or lessees. In the process of evaluating 178 any qualified purchaser or lessee elects to sell or lease the 179 180 hospital, the board shall: 181 Negotiate the terms of the sale or lease with a for-(a) 182 profit or not-for-profit Florida corporation and Publicly 183 advertise the meeting at which the proposed sale or lease will 184 be considered by the governing board of the hospital in 185 accordance with ss. s. 286.0105 and 286.011; or 186 Publicly advertise the offer to accept proposals in (b) 187 accordance with s. 255.0525 and receive proposals from all 188 interested and qualified purchasers and lessees. 189 190 Any sale or lease must be for fair market value or, if not for 191 fair market value, the lease must be in the best interest of the 192 affected community. A and any sale or lease must comply with all applicable state and federal antitrust laws. 193 (6) A determination by a governing board to accept a 194 proposal for sale or lease must state, in writing, the findings 195 196 and basis for supporting the determination.

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197	(a) The governing board's acceptance of a proposal for
198	sale or lease must include a description of how the sale or
199	lease satisfies each of the following requirements:
200	1. The transaction represents fair market value. If the
201	proposal is for less than fair market value, the governing board
202	shall provide an explanation of how the best interests of the
203	affected community are served by the proposed transaction.
204	2. Acceptance of the proposal will result in a reduction
205	or elimination of ad valorem or other taxes for taxpayers in the
206	district.
207	3. The proposal includes an enforceable commitment that
208	programs and services and quality health care will continue to
209	be provided to all residents of the affected community,
210	particularly to the indigent, the uninsured, and the
211	underinsured.
212	4. Disclosure has been made of all conflicts of interest,
213	including, but not limited to, whether the sale or lease of the
214	hospital would result in a private gain or loss to members of
215	the governing board, management employees, or members of the
216	medical staff of the county, district, or municipal hospital.
217	Such disclosure shall include whether current members of the
218	governing board will be serving on the board of any successor
219	private entity. Conflicts of interest with respect to experts
220	retained by the governing board must also be disclosed.
221	5. Disclosure has been made by the seller or lessor of all
222	contracts with physicians or other entities providing contracted
223	health care services for the seller or lessor, including all
224	agreements or contracts that may be void or voidable upon the
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225	completion of the transaction.
226	6. The proposal is in compliance with subsections (7) and
227	(8).
228	(b) The findings must be accompanied by all information
229	and documents relevant to the governing board's determination,
230	including, but not limited to:
231	1. The names and addresses of all parties to the
232	transaction.
233	2. The location of the hospital and all related
234	facilities.
235	3. A description of the terms of all proposed agreements.
236	4. A copy of the proposed sale or lease agreement and any
237	related agreements, including, but not limited to, leases,
238	management contracts, service contracts, and memoranda of
239	understanding.
240	5. Any valuations of hospital assets prepared during the 3
241	years immediately preceding the proposed transaction date.
242	6. The fair market value analysis, or any other valuation
243	prepared at the request of the board, owner of the hospital, or
244	managing entity of the hospital, and the proposed acquisition
245	price.
246	7. Copies of all other proposals and bids that the
247	governing board may have received or considered in compliance
248	with subsection (5).
249	(7) Within 120 days before the anticipated closing date of
250	the proposed transaction, the governing board shall make
251	publicly available all findings and documents required under
252	subsection (6) and publish a notice of the proposed transaction
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253	in one or more newspapers of general circulation in the county
254	in which the majority of the physical assets of the hospital are
255	located. The notice shall include the names of the parties
256	involved and the means by which a person may submit written
257	comments about the proposed transaction to the governing board
258	and obtain copies of the findings and documents required under
259	subsection (6).
260	(8) Within 20 days after the date of publication of public
261	notice, any person may submit written comments of opposition to
262	the transaction to the governing board.
263	(9) A governing board of a county, district, or municipal
264	hospital may not enter into a sale or lease of a hospital
265	facility without first receiving approval from a circuit court
266	or, for any such hospital that is required by its statutory
267	charter to seek approval by referendum for any action that would
268	result in the termination of the direct control of the hospital
269	by its governing board, approval at such referendum.
270	(a) Circuit courts shall have jurisdiction to approve the
271	sale or lease of a county, district, or municipal hospital. A
272	petition for approval shall be filed in the circuit court in
273	which the majority of the physical assets of the hospital are
274	located.
275	(b) The governing board shall file a petition in a circuit
276	court seeking approval of the proposed transaction at least 30
277	days after publication of the notice of the proposed
278	transaction.
279	(c) A petition filed by the governing board shall include
280	all findings and documents required under subsection (6) and
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281 certification by the governing board of compliance with all requirements of this section. The chair of the governing board 282 283 must certify under oath and subject to the penalty of perjury on 284 a form accompanying the petition that the contents of the 285 petition and representations therein are true and correct. 286 (10) Within 45 days after receiving a petition, the court 287 shall render a final judgment with respect to whether the 288 governing board complied with the process provided in this section. In reaching its final judgment, the court shall 289 290 determine whether: 291 The proposed transaction is permitted by law. (a) 292 (b) The proposed transaction does not unreasonably exclude 293 a potential purchaser or lessee on the basis of being a for-294 profit or a not-for-profit Florida corporation or other form of 295 business organization, such as a partnership or limited 296 liability company. 297 (c) The governing board publicly advertised the meeting at 298 which the proposed transaction was considered by the board in 299 compliance with ss. 286.0105 and 286.011. 300 The governing board publicly advertised the offer to (d) 301 accept proposals in compliance with s. 255.0525. 302 (e) Any conflict of interest was disclosed, including, but not limited to, a conflict of interest relating to members of 303 304 the governing board and experts retained by the parties to the 305 transaction. 306 The seller or lessor documented that it will receive (f) 307 fair market value for the sale or lease of the assets or, if 308 sold or leased at less than fair market value, the governing Page 11 of 19

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309	beend provided a detailed componetion of her the best interests
	board provided a detailed explanation of how the best interests
310	of the affected community are served by the acceptance of less
311	than fair market value for the sale or lease of the hospital.
312	(g) The governing board incorporated a provision in the
313	sale or lease requiring the acquiring entity to continue to
314	provide existing programs and services and quality health care
315	to all residents of the affected community, particularly to the
316	indigent, the uninsured, and the underinsured.
317	(h) The governing board documented whether the proposed
318	transaction will result in a reduction or elimination of ad
319	valorem or other taxes used to support the hospital.
320	(11) Any party to the action has the right to seek
321	judicial review of the decision in the appellate district where
322	the petition for approval was filed.
323	(a) All proceedings shall be instituted by filing a notice
324	of appeal in accordance with the Florida Rules of Appellate
325	Procedure within 30 days after the date of the final judgment.
326	(b) In such judicial review, the appellate court shall
327	affirm the decision of the circuit court, unless the decision is
328	arbitrary, capricious, or not in compliance with this section.
329	(12) All costs shall be paid by the governing board,
330	unless an interested party contests the action, in which case
331	the court may assign costs equitably to the parties.
332	(13) If any provision of subsection (6) is not followed,
333	the contract for sale or lease is voidable by any party to the
334	contract. If any member of the governing board negligently or
335	willfully violates subsection (6), as determined by the
336	Commission on Ethics after receipt of a sworn complaint pursuant
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337 to s. 112.322, the member is subject to a penalty, as determined 338 by the Commission on Ethics pursuant to s. 112.317. 339 (14) (5) If In the event a hospital operated by a for-340 profit or not-for-profit Florida entity corporation receives 341 annually more than \$100,000 in revenues from the county, 342 district, or municipality that owns the hospital, the Florida 343 entity corporation must be accountable to the county, district, 344 or municipality with respect to the manner in which the funds 345 are expended by either: Having the revenues subject to annual appropriations 346 (a) 347 by the county, district, or municipality; or Where there is a contract to provide revenues to the 348 (b) 349 hospital, the term of which is longer than 12 months, the 350 governing board of the county, district, or municipality must be 351 able to modify the contract upon 12 months' months notice to the 352 hospital. 353 354 A not-for-profit entity corporation that is subject to this 355 subsection and that does not currently comply with the 356 accountability requirements in this subsection shall have 12 357 months after the effective date of this act to modify any 358 contracts with the county, district, or municipality in a manner 359 that is consistent with this subsection. 360 (15) (6) Unless otherwise expressly stated in the lease documents, the transaction involving the sale or lease of a 361 362 hospital may shall not be construed as: 363 (a) A transfer of a governmental function from the county, 364 district, or municipality to the private purchaser or lessee;

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365 (b) Constituting a financial interest of the public lessor 366 in the private lessee; or

367 (c) Making a private lessee an integral part of the public368 lessor's decisionmaking process.

369 <u>(16)(7)</u> The lessee of a hospital, under this section or 370 any special act of the Legislature, operating under a lease <u>may</u> 371 shall not be construed to be "acting on behalf of" the lessor as 372 that term is used in statute, unless the lease document 373 expressly provides to the contrary.

374 <u>(17)(8)</u>(a) If, whenever the sale of a public hospital by a 375 public agency to a private corporation or other private entity 376 pursuant to this section or pursuant to a special act of the 377 Legislature reflects that:

378 1. The private corporation or other private entity 379 purchaser acquires 100 percent ownership in the hospital 380 enterprise;

381 2. The private corporation or other private entity 382 purchases the physical plant of the hospital facility and has 383 complete responsibility for the operation and maintenance of the 384 facility, regardless of ownership of the underlying real 385 property;

386 3. The public agency seller retains no control over387 decisionmaking or policymaking for the hospital;

388 4. The private corporation or other private entity 389 purchaser receives no funding from the public agency seller 390 other than by contract for services rendered to patients for 391 whom the public agency seller has the responsibility to pay for 392 hospital or medical care;

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393 5. The public agency seller makes no substantial investment in or loans to the private entity; 394 395 The private corporation or other private entity 6. 396 purchaser was not created by the public entity seller; and 397 7. The private corporation or other private entity 398 purchaser operates primarily for its own financial interests and 399 not primarily for the interests of the public agency, 400 401 such a sale shall be considered a complete sale of the public 402 agency's interest in the hospital. (b) A complete sale of a hospital as described in this 403 404 subsection may shall not be construed as: 405 1. A transfer of a governmental function from the county, 406 district, or municipality to the private corporation or other 407 private entity purchaser; 408 2. Constituting a financial interest of the public agency 409 in the private corporation or other private entity purchaser; 410 Making the private corporation or other private entity 3. 411 purchaser an "agency" as that term is used in statutes; 412 Making the private corporation or other private entity 4. 413 purchaser an integral part of the public agency's decisionmaking 414 process; or 415 5. Indicating that the private corporation or other 416 private entity purchaser is "acting on behalf of a public 417 agency" as that term is used in statute. 418 (18) (a) If the governing board elects to sell or lease any physical property of a county, district, or municipal hospital 419 420 and such property generated less than 20 percent of the

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421	hospital's net operating revenue within most recent fiscal year,
422	the sale or lease of such property is exempt from the
423	requirements of subsections (6)-(13). However, the governing
424	board must publicly advertise the meeting at which the proposed
425	sale or lease of such property will be considered by the
426	governing board of the hospital in accordance with s. 286.0105,
427	publicly advertise the offer to accept proposals in accordance
428	with s. 255.0525, and receive proposals from all qualified
429	purchasers and lessees. The sale or lease of the property must
430	be for fair market value or, if the sale or lease of the
431	property is not for fair market value, the publication must
432	include an explanation of how the affected community is best
433	served by the transaction.
434	(b) Subsections (5)-(13) do not apply to:
435	1. A county, district, or municipal hospital that has
436	executed a letter of intent to sell or lease the hospital
437	accepted at a properly noticed public meeting and whose
438	governing board has voted to approve the letter of intent before
439	December 31, 2011, if the final closing of the sale or lease
440	transaction pursuant to the letter of intent occurs before
441	December 31, 2012.
442	2. A county, district or municipal hospital that is under
443	lease as of the effective date of this act, as long as that
444	lease remains in effect in accordance with the terms of the
445	lease or if such lease is modified, extended, or renewed. This
446	exemption includes any transaction, partnership, contract,
447	sublease, or assignment that is entered into pursuant to the
448	terms of a lease agreement in place before the effective date of
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449 this act. However, any such hospital becomes subject to this 450 section upon: 451 a. Termination of the lease, unless the lease termination 452 is the direct result of a new lease involving a partnership, 453 transaction, or contract in which both the existing lessor and 454 lessee agree to the new lease between the lessor and another 455 mutually agreed upon entity; 456 b. Notification provided to the lessee of a planned 457 termination of the lease in accordance with the lease terms, 458 unless the notification of lease termination is the direct 459 result of a new lease involving a partnership, transaction, or 460 contract under which both the existing lessor and lessee agree 461 to the new lease between the lessor and another mutually agreed 462 upon entity; 463 Notification to the lessee that the lessor plans to с. 464 seek potential new lessees or buyers; or 465 d. Notification to the lessee that the lessor plans to 466 resume operation of the hospital upon termination of the lease. 467 Notwithstanding paragraph (b), a county, district, or (C) 468 municipal hospital that has issued a request for proposals for 469 the sale or lease of a hospital on or before the effective date 470 of this act for purposes of receiving proposals from qualified 471 purchasers or lessees is not subject to subsections (5)-(14) if such issuance of a request for proposals directly results in a 472 473 sale or lease of the hospital to a qualified purchaser or lessee 474 before December 31, 2012. 475 (19) If a county, district, or municipal hospital is sold, 476 any and all special district taxing authority associated with

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477 the hospital subject to the sale shall cease on the effective 478 date of the closing date of the sale, unless a majority of the 479 electors of the special district voting in a referendum approve 480 a continuation of the taxing authority. Such continuation must 481 be at a substantially lower millage rate than is levied at the 482 closing date of the sale. 483 Section 2. To the extent that any general or special law 484 is inconsistent with, or otherwise in conflict with this act, 485 such conflicting provisions are specifically superseded by this 486 act. 487 Section 3. Section 155.41, Florida Statutes, is repealed. 488 Section 4. Section 395.3036, Florida Statutes, is amended 489 to read: 490 395.3036 Confidentiality of records and meetings of 491 entities corporations that lease public hospitals or other 492 public health care facilities.-The records of a private entity 493 corporation that leases a public hospital or other public health 494 care facility are confidential and exempt from the provisions of 495 s. 119.07(1) and s. 24(a), Art. I of the State Constitution, and 496 the meetings of the governing board of a private entity 497 corporation are exempt from s. 286.011 and s. 24(b), Art. I of 498 the State Constitution if when the public lessor complies with 499 the public finance accountability provisions of s. 155.40(14) 155.40(5) with respect to the transfer of any public funds to 500 the private lessee and if $\frac{1}{2}$ the private lessee meets at least 501 three of the five following criteria: 502 503 (1)The public lessor that owns the public hospital or 504 other public health care facility was not the incorporator or

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505 <u>initial member</u> of the private <u>entity</u> corporation that leases the 506 public hospital or other health care facility.

507 (2) The public lessor and the private lessee do not 508 commingle any of their funds in any account maintained by either 509 of them, other than the payment of the rent and administrative 510 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.

517 (5) The public lessor is not entitled to receive any
518 revenues from the lessee, except for rental or administrative
519 fees due under the lease, and the lessor is not responsible for
520 the debts or other obligations of the lessee.

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Section 5. This act shall take effect upon becoming a law.

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