

2021 AHLA Tax Issues for Health Care Organizations

5. State Oversight of Hospital Community Benefits

October 18-19, 2021

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Agenda

- Overview of Federal community benefit rules
- The Post-ACA Landscape
- Recent Federal activity
- Establishing thresholds for community benefit expenditures
- And now there's Oregon...
- Other policy levers used by states to encourage compliance





Revenue Ruling 56-185's Financial Ability Standard

To qualify as a tax-exempt hospital, an organization <u>had</u> to satisfy the following requirements:

- Established as a nonprofit organization to provide care for the sick
- Operated to the extent of its "financial ability" for those not able to pay for services rendered
 - May charge those able to pay for services rendered
 - May furnish services at reduced rates
 - May set aside earnings for facility improvements and additions
- Open Medical Staff
- Net earning must not inure directly or indirectly to the benefit of any private individuals

Charity care was an absolute requirement: "if it operates with the expectation of full payment from all those to whom it renders services, it does not dispense charity merely because some of its patients fail to pay for the services rendered."



Revenue Ruling 69-545's Community Benefit Standard

To qualify as a tax-exempt hospital, an organization must satisfy a facts and circumstances test focusing on:

- Promotion of health class of persons broad enough to benefit the community as a whole
- Open emergency room to all without regard to ability to pay
- Governed by a Community Board
- Open Medical Staff
- Medicare and Medicaid Non-discrimination
- Use of Surplus Funds

Charity care is a positive factor but not an absolute requirement

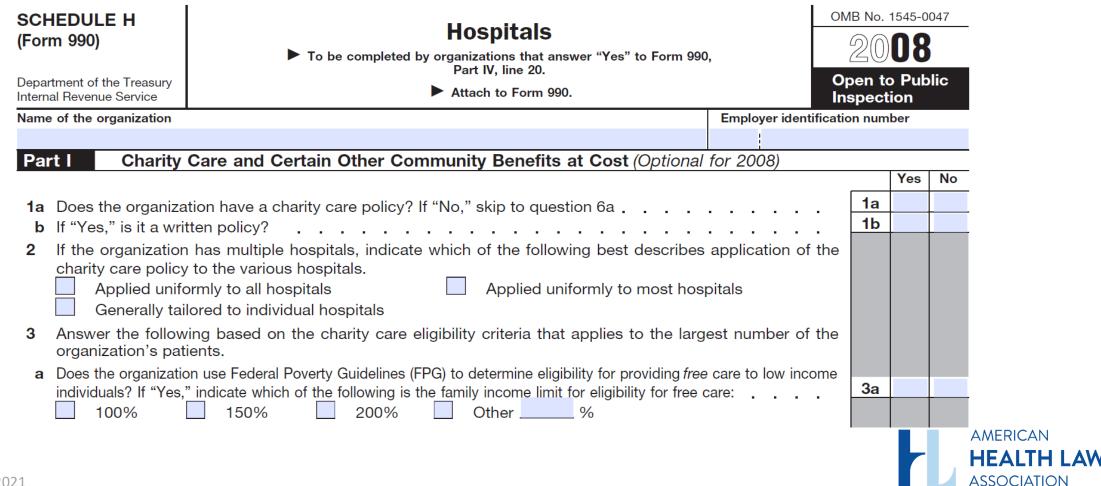


Long and winding road from Rev. Rul. 69-545 to Section 501(r)

- IRS "Final Report" Hospital Compliance Project
- Schedule H to 2008 Form 990
- FTC and DOJ Hearings
- Congressional Interest
 - 2006 CBO Report
 - 2007 Senator Grassley's Staff Discussion Draft
 - 2009 Failed ARRA Amendments
 - 2009 Baucus Proposal
- The Patient Protection and Affordable Care Act (Pub. L. No. 111-148)



2008 Form 990 introduces Schedule H



Section 501(r)

To be tax-exempt as a Section 501(c)(3) organization, a hospital must meet:

- the community health needs assessment (CHNA) requirement set forth in Section 501(r)(3);
- the emergency care policy requirement set forth in Section 501(r)(4)(B);
- the financial assistance policy requirement set forth in Section 501(r)(4)(A); and
- the limitation on charges and billing and collection requirements set forth in Sections 501(r)(5) and 501(r)(6)

Must provide audited financial statements with Form 990



Section 501(r)

"The provisions take steps to differentiate tax-exempt hospitals from for-profit hospitals and provide further transparency about tax-exempt hospitals' fulfilling their charitable mission.

Congress, the IRS, and the public will now have additional tools and information to ensure that charitable hospitals act charitably."



Sen. Chuck Grassley (R-Iowa)

Statement on March 24, 2010



Section 501(r) following the ACA's passage

- Most provisions of Section 501(r) were effective immediately
 - However, until final regulations were issued, good faith compliance with interpretation of statutory requirements sufficed
- IRS released several forms of interim guidance [e.g., Notices 2010-39 and 2011-52]
- Schedule H to Form 990 was overhauled in 2011 to add 501(r) questions
- Proposed regulations were issued June 26, 2012 for 501(r)(4) through 501(r)(6)
- Proposed regulations were issues April 5, 2013 on 501(r)(3)'s CHNA requirements
- Final regulations were issued December 2014, effective for tax years starting on/after Dec. 29, 2015 (i.e., calendar year 2016 and forward)



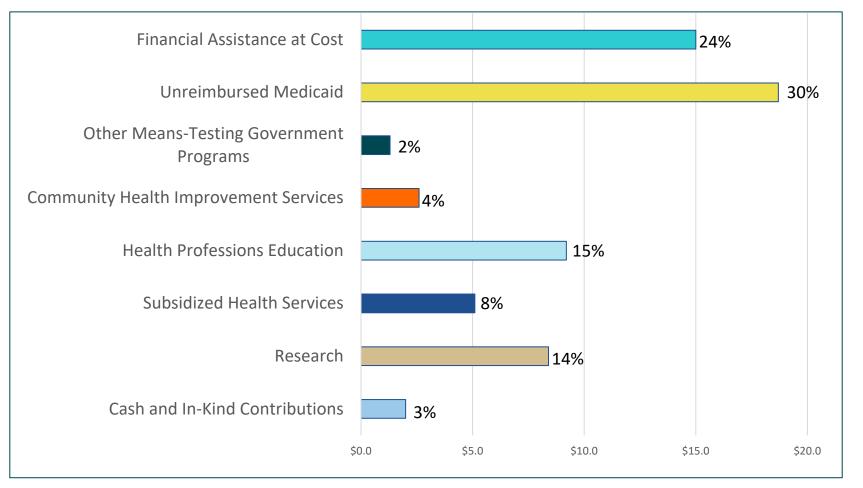
The Post-ACA Landscape



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Community Benefit Expenditures by US Nonprofit Hospitals, 2011

Total Expenditures: \$62.4 Billion



\$ Billions

Source: IRS. (2015, January. Report to Congress on private tax-exempt, taxable, and government-owned hospitals.



Hospital Community Benefits by the Numbers

60% of the nearly 5,000 US hospitals are nonprofit ¹	The value of the nonprofit hospital tax-exemption was \$24 billion in 2011 ²	.6 Only 62% of nonprofit hospitals provide community benefits in excess of the value of their tax exemptions ³
While hospitals increased community spending after passage of the ACA— from 7.6% of operating expenses in 2010 to 8.1% in 2014—spending on community health remained essentially flat ⁴	The proportion of charity care i declining relative to Medicaid shortfall ³	

¹Singh, S.R., Young, G.J., Loomer, L., & Madison, K. (2018, April). State-level community benefit regulation and nonprofit hospitals' provision of community benefits. *Journal of Health Politics, Policy and Law*.

²Rosenbaum, S., Kindig, D.A., Bao, J., Byrnes, M.K., & O'Laughlin, C. (2015, July). The value of the nonprofit hospital tax exemption was \$24.6 billion in 2011. *Health Affairs*.

³Zare, H., Eisenberg, M.D., & Anderson, G. (2021). Comparing the value of community benefit and tax-exemption in non-profit hospitals. *Health Services Research*. ⁴Young, G.J., Flaherty, S., Zepeda, E.D., Singh, S.R., & Cramer, G.R. (2018, January). Community benefit spending by tax-exempt hospitals changed little after ACA. *Health Affairs*.

⁵Bai, G., Yehia, F., & Anderson, G.F.. (2020, February 17). Charity care provision by US nonprofit hospitals. *JAMA Internal Medicine*.



In Part II of Schedule H, Hospitals Report on Community Building Activities

In FY 2016 Schedule H filings representing 2,093 hospitals from 2,100 hospital organizations:

54.3% reported spending on community building, but it represented a median of only 0.04% of total operating expenses

Overall, hospital organizations contributed \$434 million toward community building

Source: Chen, K., Chen, K., & Lopez, L. (2020, October 23). Investments in community building among nonprofit hospital organizations in the United States. *JAMA Network Open*.



By Expanding Medicaid, the ACA Aimed to Reduce Hospital Uncompensated Care

- Medicaid expansion provides coverage to individuals w/ incomes up to 138% of the federal poverty level
- 39 states including the District of Columbia have expanded Medicaid
- The 12 non-expansion states are AL, FL, GA, KS, MS, NC, SC, SD, TN, TX, WI, WY¹

Medicaid expansion has contributed to reductions in uncompensated care, but the hoped-for increases in community benefit expenditures have not materialized. Medicaid expansion was associated with a 0.68% decline in spending on charity care and a 0.17% decline in bad debt.

But declines were offset by a 0.85% increase in unreimbursed Medicaid expenses and a 0.24% decrease in non-care direct community benefit spending.² Medicaid expansion was associated with a 2% reduction in the provision of uncompensated care and a 2% increase in unreimbursed Medicaid expenses.³

¹Kaiser Family Foundation.

²Kanter, GP, Nabet, B, Matone, M, Rubine, DM. (2020, May 29). Association of state Medicaid expansion with hospital community benefit spending. *JAMA Network Open.*

³Stoecker, C, Demosthenidy, M, Shao, Y, Long, H. (2020, February 26). Association of nonprofit hospitals' charitable activities with unreimbursed Medicaid care after Medicaid expansion. *JAMA Network Open*.



Nonprofit Hospitals' Compliance with Community Health Needs Assessments (CHNAs)

Per §9007 of the ACA:

>Nonprofit hospitals must conduct a CHNA at least every three years

The CHNA must take into account input from persons in the community, including those with expertise in public health

Only 11% of nonprofit hospitals reported conducting their CHNA during the first three-year window post-ACA¹

A recent study of 500 randomly selected nonprofit hospitals found that only 60% had posted both a CHNA report and an implementation strategy on their website² Local heath departments that collaborated with hospitals on CHNAs:

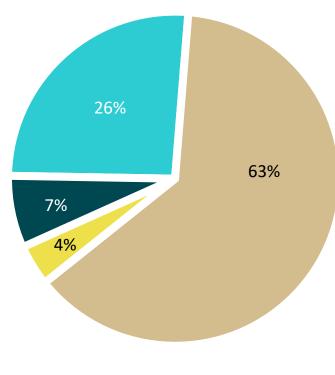
- More likely to be involved in joint implementation activities
- Joint involvement in implementation strategies associated with greater investment in community health improvement³

¹Herring, B., Gaskin, D., Zare, H., & Anderson, G. (2018). Comparing the value of nonprofit hospitals' tax exemptions to their community benefits. *Inquiry*. ²Lopez, L., Dhodapkar, M., & Gross, CP. (2021, August 24). US nonprofit hospitals' community health needs assessments and implementation strategies in the era of the Patient Protection and Affordable Care Act. *JAMA Network Open*.

³Carlton, E.L. & Singh, S.R. (2018, May). Joint community health needs assessments as a path for coordinating community wide health improvement efforts between hospitals and local health departments. *AJPH Research.*



Collaboration by Local Health Departments (LHDs) with Nonprofit Hospitals on CHNAs



Source: National Association of County and City Health Officials (NAACHO). (2019). *National profile of local health departments.* In 2019, NAACHO reported that just under two-thirds of LHDs collaborated or are currently collaborating with a nonprofit hospital on a CHNA





Addressing Social Determinants of Health

IRS Final Rules (December 31, 2014):*

- The CHNA process should prioritize "not only the need to address financial and other barriers to care but also the need to prevent illness, to ensure adequate nutrition, or to address social, behavioral, and environmental factors that influence health in the community."
- The CHNA process should include "an evaluation of any actions that were taken, since the hospital facility finished conducting its immediately preceding CHNA, to address the significant health needs identified in the hospital facility's prior CHNAs."

Recommendations to more effectively promote community health through hospital community benefit policy include:

- Provide greater transparency on the connection between the CHNA process and community benefit spending
- Broaden the definition of community health improvement to encourage innovation and upstream investment by hospitals



^{*}IRS. (2014). Additional rules for charitable hospitals, 79 Fed. Reg. 78953.

Does State-Level Regulation Impact Spending on Community Benefits by Nonprofit Hospitals?

Some state strategies to enhance accountability and oversight through regulations:

- Reporting community benefits
- Conducting CHNAs
- Providing minimum level of community benefits
- Adhering to minimum income eligibility standards for charity care

A 2018 study found that only CHNAs were consistently associated with greater community benefit spending.

Source: Singh, S.R., Young, G.J., Loomer, L., & Madison, K. (2018, April). State-level community benefit regulation and nonprofit hospitals' provision of community benefits. *Journal of Health Politics, Policy and Law.*



The ACA Requires Nonprofit Hospitals to have Financial Assistance Policies

- Eligibility for financial assistance varies widely across the states and from hospital to hospital
 - A review of financial assistance policies found that 21 states have their own requirements but only 9 (CA, IL, MD, NH, OK, OR, RI, TX, WA) mandate income-based thresholds for patient eligibility¹
- Currently an estimated 79 million Americans are struggling to pay their medical bills and have accumulated medical debt²

¹The Hilltop Institute. Hospital community benefit state law profiles.

²The Commonwealth Fund. (2008, August 1). Losing ground: How the loss of adequate health insurance is burdening working families—findings from the Commonwealth Fund Biennial Health Insurance Surveys, 2001-2007.



Recent Federal Activity



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Recent Federal Activity – Senate Finance Committee

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Senator Charles Grassley continues to monitor aggressive debt-collection practices by exempt hospitals

• Who remembers Heartland Hospital/Mosaic Life Care (Missouri and Kansas) in 2015?

Sen. Grassley's December 2, 2020 letter to members of the Senate Judiciary Committee:

- Methodist Le Bonheur Healthcare (Memphis, TN) and UVA Health System (Charlottesville, VA)
- Both made changes to their debt collection practices and financial assistance policies as a result of Sen. Grassley's 2019 inquiries
- Sen. Grassley is calling for IRC Section 501(r) to be strengthened, not softened



Recent Federal Activity – IRS Accomplishments Letter

FISCAL YEAR 2020 ACCOMPLISHMENTS LETTER

Exempt Organizations

Examinations

	Started	Closed	Change %	Pick-up %
Compliance Strategies	646	374	83.2%	40.6%
Data-Driven	1,174	1,508	90.0%	53.1%
Referrals, Claims and Other Casework	1,539	1,358	87.1%	23.3%
Totals	3,359	3,240	88.0%	39.1%

IRS continues to review hospitals for section 501(r) compliance

- Fiscal Year 2020 Accomplishments Letter
 - Focus remains on hospitals with UBI where expenses materially exceed gross income on 990-T
 - Section 501(r) enforcement via examinations, compliance checks, and "soft audit" letters
 - 66 hospitals were referred for examination; 65 for possible ACA non-compliance



GAO

United States Government Accountability Office Report to Congressional Requesters

September 2020

TAX ADMINISTRATION

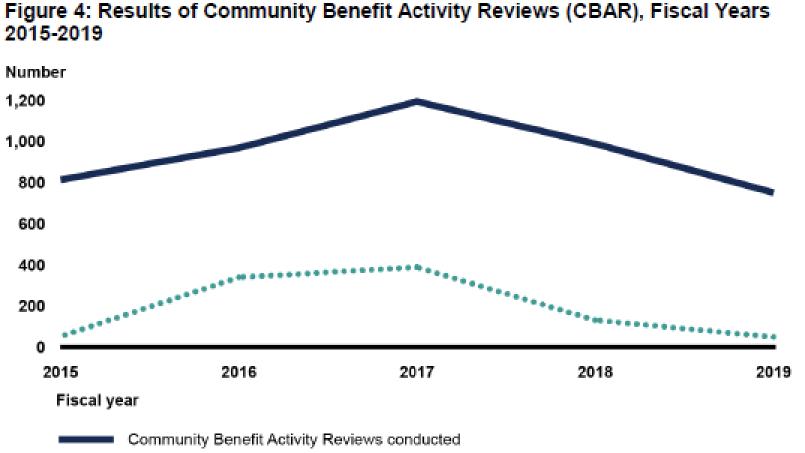
Opportunities Exist to Improve Oversight of Hospitals' Tax-Exempt Status United States Government Accountability Office Report

GAO-20-679 (Published: 9/17/20; Released: 10/19/20)

https://www.gao.gov/products/gao-20-679

- Concludes that the IRS does not have a well-documented process to ensure or demonstrate it is consistently reviewing the community benefits provided by tax-exempt hospitals
- Makes four recommendations with which the IRS agrees
- Reveals details about the IRS's ongoing Community Benefit Activity Reviews
- Suggests IRS's data-driven audit approach does not flag curious Form 990, Schedule H, Part I, Line 7 answers





 Hospitals/hospitals organizations referred for examination for a potential Patient Protection and Affordable Care Act violation

Source: GAO analysis of Internal Revenue Service data. | GAO-20-679



Table 1: Percent of Tax-Exempt Hospitals Reporting Compliance with Patient Protection and Affordable Care Act Requirements, by Tax Year

	2014	2015	2016
Conduct Community Health Needs Assessments Every 3 Years	85	89	90
Maintain a Financial Assistance Policy	16	33	62
Set a Limit on Charges	91	92	94
Set Billing and Collections Limits	56	70	77

Source: GAO analysis of Internal Revenue Service data. | GAO-20-679

Table 2: Number of Hospital Organizations with Little to No Community Benefit Spending, Tax Years 2014-2016

	2014	2015	2016
No financial assistance	64	68	48
No community benefit spending	48	45	30
Less than 1 percent community benefit spending	142	137	108

Source: GAO analysis of Internal Revenue Service data. | GAO-20-679



Update as of September 2021:

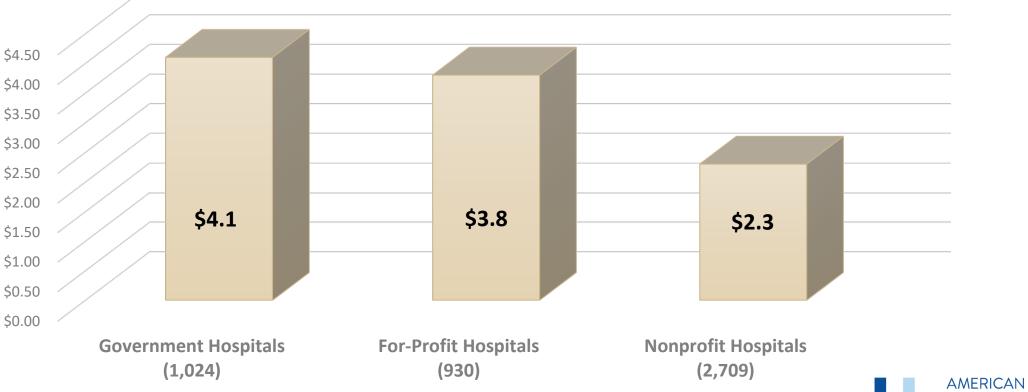
- Matter for Congressional Consideration: Congress has not enacted legislation to clarify which specific services and activities should be counted toward community benefit under the Internal Revenue Code
- Recommendations for Executive Action:
 - IRS has made minor adjustments to Form 990, Schedule H instructions to indicate that responses should include all of the community benefit factors (GAO believe more should be done here)
 - IRS has declined to assess community benefit on a "hospital-by-hospital" basis (GAO has requested documentation and clarification of IRS's assessment of the reporting benefits and costs here)
 - IRS updated (in April and July 2021) guidance for its PPACA hospital review group (i.e., those performing compliance reviews of tax-exempt hospital organizations at least once every three years)
 - IRS is in the process of establishing an audit code in its Case Management System under Healthcare Issues 18010.000 for "Healthcare Community Benefit Standard for Exemption."



Recent Federal Activity – April 2021 Health Affairs

Analysis suggests Gov't and Nonprofit Hospitals' charity care is not aligned with favorable tax treatment

Aggregate amount incurred for charity care per \$100 in total expenses



HEALTH LAW

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Establishing Thresholds for Community Benefit Expenditures



A Closer Look: Thresholds for Community Benefit Expenditures

- In 1993, Texas enacted legislation requiring nonprofit hospitals to spend a minimum of 4% of net patient revenue on charity care
- A study using financial data from 1992 through 1997 found:
 - Hospitals spending **below** the 4% threshold increased their charity care spending to meet the threshold
 - Hospitals spending above the threshold had a marginally significant decrease in charity care spending
 - The Texas law did not, on average, lead to increased charity care spending

Source: Kennedy, F.A., Burney, L.L., Troyer, J.L., & Stroup, J.C. (2010). Do non-profit hospitals provide more charity care when faced with a mandatory minimum standard? *Journal of Accounting and Public Policy*.



Failed State Initiatives to Establish Thresholds or Other Requirements for Community Benefit Expenditures

California 2019 AB 204

- The bill would have required development of regulations to standardize the calculation of the economic value of community benefits and make reporting mandatory
- The value of charity care to be based on a percentage of Medicare rates

Florida 2019 SB 1712

- The bill would have required hospitals to "provide charity care in an amount equal to or greater than the applicable district average among licensed providers of similar services"
- In lieu of providing charity care, a hospital could donate to a state trust fund
- The value of charity care would be based on Medicaid reimbursement rates

Connecticut 2019 HB 7408

The bill would have required nonprofits (including hospitals) to pay a fee to municipalities for providing road maintenance and police, fire, and emergency services



Establishing Thresholds for Community Benefit Expenditures

Are Nonprofit Hospitals Doing "Enough"?

- 31 states have community benefit public reporting requirements
- More states are beginning to question whether hospitals "earn" their exemptions
- To date, only a handful of states have laws imposing *minimum* community benefits:
 - Illinois [35 ILCS 200/15-86(c)]
 - Nevada [NRS 439B.320]
 - Pennsylvania [Pa. Stat. §375(d)(1)]
 - Texas [Texas Tax Code Ann.§11.1801(a)]
 - Utah [Standards of Practice, Standard 2 (Property Tax Exemptions), Appendix 2B, Standard V, pgs. 31-32 (Rev. May 5, 2020)]





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Motto: "Alis volat propriis" – "She Flies With Her Own Wings"

- House Bill 3076 introduced significant changes to Oregon's hospital community benefits policy
- Requires nonprofit hospitals and their nonprofit affiliated clinics to establish financial assistance policies meeting specified criteria, including reducing charges to low-income patients
- Establishes consumer rights with respect to billing and charges for services provided by nonprofit hospitals and their nonprofit affiliated clinics.
- Requires each hospital to post certain information on its website, including information regarding its community health needs assessment and three-year strategy to address health care needs of community.
- Requires Oregon Health Authority to establish community benefit spending floor for hospitals and affiliated clinics.
- Specifies process for setting community benefit spending floor and factors to be considered.



House Bill 3076 amends the definition of "community benefit"

SECTION 10. ORS 442.200 is amended to read:

442.200. As used in this section and ORS 442.205:

(1) "Charity care" means free or discounted health services provided to persons who cannot afford to pay and from whom a hospital has no expectation of payment. "Charity care" does not include bad debt, contractual allowances or discounts for quick payment.

(2) "Community benefit" means a program or activity that provides treatment or promotes health and healing, addresses health disparities or addresses the social determinants of health in response to an identified community need. "Community benefit" includes:

(a) Charity care;

(b) Losses related to Medicaid, [*Medicare*,] State Children's Health Insurance Program or other publicly funded health care program shortfalls **other than Medicare**;

(c) Community health improvement services;

(d) Research;

(e) Financial and in-kind contributions to the community; and

(f) Community building activities affecting health in the community.



Calculating the Minimum Spending Floor

- The Oregon Health Authority calculates a minimum spending floor for each hospital every two years, based on three-years worth of financial data
- Targets are linked to operating margin and can be challenged within 30 days of receipt
 - FY22 spending floor = 3-year average of unreimbursed care spending + (Direct Spending Net Patient Revenue Percentage x 3-year average operating margin multiplier)
 - FY23 spending floor = FY22 spending floor + (FY22 spending floor* 4-year average percent change in net patient revenue, capped at +/- 10%)

https://www.oregon.gov/oha/HPA/ANALYTICS/Pages/hospitalindex.aspx?wp6699=l:100,so:[[6650,1]]#g_b3c87be8_b233_471b_ab83_f6e3e3e8c8e9

FY22 Minimum Spendir	ng Floor	
3-year Average of Unreimbursed Care		
Oregon Health & Science University Hospital	\$142,883,870	
Total 3-year Average of Unreimbursed Care	\$142,883,870	
Direct Spending Net Patient Revenue %	FY20 NPR	Type % Mod
Oregon Health & Science University Hospital	\$26,698,622	1.5%
Total Direct Spending Net Patient Revenue %	\$26,698,622	
3-Year Average Operating Margin	3-Year Avg OpMarg	Modifier
Oregon Health & Science University Hospital	2.0%	0.9
Adjusted Direct Spending	Adj Direct Spending	
Oregon Health & Science University Hospital	\$24,028,760	
	\$24 028 7C0	
Total Adjusted Direct Spending Amount	\$24,028,760	
FY22 Minimum Spending Floor	\$166,912,630	





Health Policy & Analytics Division Office of Health Analytics

Kate Brown, Governor



421 SW Oak St. Portland, Oregon 97204

June 30, 2021

Assigned Community Benefit Minimum Spending Floor Notification

This notice is to inform you that the Oregon Health Authority has assigned a Community Benefit Minimum Spending Floor for Oregon Health & Science University, applicable to the following:

Oregon Health & Science University Hospital

The Oregon Health Authority has assigned a minimum spending floor of

- \$166,912,630 for fiscal year 2022, and
- \$171,990,420 for fiscal year 2023.



Way too early lessons learned

• Hospitals can be creative and strategic

Community Benefit Activity Categories	
(A) Charity care	(F) Subsidized health services
(B) Losses related to Medicaid and State Children's Health Insurance Program	(G) Research
(C) Losses related to other publicly funded health care programs, excluding Medicare;	(H) Financial and in-kind contributions to the community
(D) Community health improvement services	(I) Community building activities
(E) Health professionals' education	(J) Community benefit operations



Way too early lessons learned

- No requirement to spend in any <u>one</u> category
 - Academic Medical Center may focus on research and health professional education
 - Rural hospital with 60% Medicaid population might meet its floor with unreimbursed care alone
- Community Benefit Managers enjoy having a budget
 - Can be used as a cudgel against out-of-state system parents



Way too early lessons learned

- A lot of focus being given to capturing on-going community benefit activity
 - Software programs can be helpful for tracking purposes
 - Additional help is needed to better capture this information
- You never know who is going to show up on your doorstep
 - Forecasting is critical as fluctuations in unreimbursed cost of care are common
 - Community benefit managers are being forced to be more proactive

Other Policy Levers Used by States to Encourage Compliance



State Policy Levers for Incentivizing Hospital Community Benefit Spending and Transparency

Require Broader	3 Mandate Minimum
Community	Income Eligibility
1 Participation in	Standards for Charity
CHNAs	Care
Require a Minimum	Require Community
2 Level of Community	4 Benefit Reporting to
Benefit Expenditures	the State and Public



State Policy Levers for Incentivizing Hospital Community Benefit Spending and Transparency (continued)

Align Community Benefit Activities with Regulate Medical 7 5 State Public Health **Debt Collection** Goals **Regulate Hospital Conduct Audits of Pricing and the Value** 8 **Hospital Community** 6 of Charity Care **Benefits**

Have follow-up questions? Call or email us!

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