North Carolina Department of Health and Human Services  
Division of Health Service Regulation

Pat McCrory  
Governor

Aldona Z. Wos, M.D.  
Ambassador (Ret.)  
Secretary DHHS

Dreuxd Pratt  
Division Director

December 12, 2014

Gary S. Qualls  
PO Box 14210  
Research Triangle Park, NC 27709-4210

Exempt from Review – Acquisition of Facility
Facility: Cleveland Regional Medical Center
Type of Facility: Acute Care Hospital
Acquisition by: The Charlotte-Mecklenburg Hospital Authority
County: Cleveland
FID #: 953106

Dear Mr. Qualls:

In response to your letters of November 5, 2014 and December 11, 2014, the above referenced proposal is exempt from certificate of need review in accordance with G.S 131E-184(a)(5). Therefore, The Charlotte-Mecklenburg Hospital Authority may proceed to acquire the above referenced health service facility without first obtaining a certificate of need. However, you need to contact the Acute and Home Care Licensure and Certification Section of the Division of Health Service Regulation to obtain instructions for changing ownership of the existing facility. Note that pursuant to G.S. 131E-181(b): “A recipient of a certificate of need, or any person who may subsequently acquire, in any manner whatsoever permitted by law, the service for which that certificate of need was issued, is required to materially comply with the representations made in its application for that certificate of need.”

It should be noted that this Agency’s position is based solely on the facts represented by you and that any change in facts as represented would require further consideration by this Agency and a separate determination. If you have any questions concerning this matter, please feel free to contact this office.

Sincerely,

Julie Halatek  
Project Analyst

Martha J. Frisone, Interim Chief  
Certificate of Need Section

cc: Medical Facilities Planning Branch, DHSR  
Acute and Home Care Licensure and Certification Section, DHSR

Certificate of Need Section  
www.ncdhhs.gov
Telephone: 919-855-3873 • Fax: 919-733-8139  
Location: Edgerton Building • 809 Ruggles Drive • Raleigh, NC 27603  
Mailing Address: 2704 Mail Service Center • Raleigh, NC 27699-2704  
An Equal Opportunity/ Affirmative Action Employer
December 11, 2014

Via E-Mail and U.S. Mail

Julie Halateck, Project Analyst
Certificate of Need Section
Division of Health Service Regulation
North Carolina Department of Health & Human Services
809 Ruggles Drive
Raleigh, NC 27603

Re: Response to Information Request regarding:

Merger of Cleveland County Healthcare System with and into The Charlotte-Mecklenburg Hospital Authority

No Review Letter, or in the Alternative, Exemption Notice

Cleveland Regional Medical Center: Facility ID: 953106; License No. H0024;
Kings Mountain Hospital: Facility ID: 943292; License No. H0113;
Cleveland Pines Nursing Center: Facility ID: 923107; License No. NH0524; and
Cleveland Ambulatory Services, LLC: Facility ID: 955505; License No. AS00062

Dear Julie:

We are in receipt of your letter dated December 8, 2014, requesting additional information regarding the ownership structure of the facilities involved in this merger. Organization charts describing the ownership structure of each of the entities prior to the merger and after the proposed merger, are attached as Exhibit A. As indicated in the chart, the licensee of each of the facilities after the merger is indicated in bold.

I hope this information addresses your concerns. Please feel free to contact me at the number above if you have any questions of need further information.

Sincerely,

Gary S. Qualls

Gary S. Qualls

RT-3038351 v1
CLEVELAND COUNTY HEALTHCARE SYSTEM
d/b/a Cleveland Pines Nursing Center

Ownership Prior to 1/1/2015:

The Charlotte-Mecklenburg Hospital Authority
   (NC hospital authority)

   ↓

   Carolinas Health Network, Inc.
   (NC nonprofit corporation)

   ↓

   Carolinas Hospital Network, Inc.
   (NC nonprofit corporation)

   ↓

   Cleveland County HealthCare System
   (NC nonprofit corporation)
   d/b/a Cleveland Pines Nursing Center

Ownership as of 1/1/2015:

The Charlotte-Mecklenburg Hospital Authority
   (NC hospital authority)
   d/b/a Cleveland Pines
CLEVELAND COUNTY HEALTHCARE SYSTEM
d/b/a Cleveland Regional Medical Center and d/b/a Kings Mountain Hospital

Ownership Prior to 1/1/2015:

The Charlotte-Mecklenburg Hospital Authority
   (NC hospital authority)

   ↓

   Carolinas Health Network, Inc.
   (NC nonprofit corporation)

   ↓

   Carolinas Hospital Network, Inc.
   (NC nonprofit corporation)

   ↓

   Cleveland County HealthCare System
   (NC nonprofit corporation)
   d/b/a Cleveland Regional Medical Center and
d/b/a Kings Mountain Hospital

Ownership as of 1/1/2015:

The Charlotte-Mecklenburg Hospital Authority
   (NC hospital authority)
   d/b/a Carolinas HealthCare System Cleveland and
d/b/a Carolinas HealthCare System Kings Mountain
CLEVELAND AMBULATORY SERVICES, LLC

Ownership Prior to 1/1/2015:

The Charlotte-Mecklenburg Hospital Authority
(NC hospital authority)

Carolinas Health Network, Inc.
(NC nonprofit corporation)

Carolinas Hospital Network, Inc.
(NC nonprofit corporation)

Cleveland County HealthCare System
(NC nonprofit corporation)

Cleveland Ambulatory Services, LLC
(NC limited liability company)

Ownership as of 1/1/2015:

The Charlotte-Mecklenburg Hospital Authority
(NC hospital authority)

Cleveland Ambulatory Services, LLC
(NC limited liability company)
Received – thank you! If the hard copy has not already been mailed out, please don’t feel like it’s necessary – the scanned copy is fine. I’ll add this to the request and review shortly!

Julie Halatek
N.C. Department of Health and Human Services
Project Analyst, CON Section - Division of Health Service Regulation
809 Ruggles Drive
Raleigh, NC 27603
(Office) 919.855.3873

julie_halatek@dhhs.nc.gov
www.ncdhhs.gov/dhsr

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From: Hall, Carolyn [mailto:Carolyn.Hall@klgates.com]
Sent: Thursday, December 11, 2014 12:02 PM
To: Halatek, Julie F
Cc: Qualls, Gary; Crowley, Colleen; Davis, Darlene
Subject: Additional Information Requested regarding Cleveland County Healthcare System

Please see the attached letter in response to your letter dated December 8, 2014 regarding Cleveland County Healthcare System’s proposed merger. If you have any questions, please let us know. A hard-copy is also being mailed to you.

Thank you.

Carolyn Hall
Senior Paralegal
K&L Gates LLP
430 Davis Drive, Suite 400
Morrisville, NC 27560
Research Triangle Park Office
Telephone: (919)466-1183
Fax: (919)516-2073
E-mail: carolyn.hall@klgates.com
www.klgates.com
December 8, 2014

Gary S. Qualls
PO Box 14210
Research Triangle Park, NC 27709-4210

RE: Information Required for Exempt from Review/No Review Determination / Cleveland County Healthcare System and The Charlotte-Mecklenburg Hospital Authority / Cleveland County

Dear Mr. Qualls:

The Certificate of Need (CON) Section has received your request for a determination as to whether the above mentioned project is either exempt from review for a certificate of need or is not governed by the CON statutes. In order for the CON Section to make such a determination, please submit the following information to this office:

1. Additional information as to how the ownership structure of the facilities involved will change. Please provide information as to who will be the licensee of the facilities involved after the proposed merger is completed. A chart or diagram depicting the current ownership structure for each facility and the ownership structure following the merger for each facility would be useful to assist in this determination.

Your prompt response will assist the CON Section in making a timely review of your request. If you have any questions regarding this matter, please feel free to contact this office.

Sincerely,

Julie Halatek
Julie Halatek, Project Analyst
Certificate of Need Section
November 5, 2014

Via Hand Delivery

Ms. Martha Frisone
Chief, Certificate of Need Section
Division of Health Service Regulation
North Carolina Department of Health & Human Services
809 Ruggles Drive
Raleigh, NC 27603

Re: Merger of Cleveland County Healthcare System with and into The Charlotte-Mecklenburg Hospital Authority

No Review Letter, or in the Alternative, Exemption Notice

Cleveland Regional Medical Center: Facility ID: 953106; License No. H0024;
Kings Mountain Hospital: Facility ID: 943292; License No. H0113;
Cleveland Pines Nursing Center: Facility ID: 923107; License No. NH0524; and
Cleveland Ambulatory Services, LLC: Facility ID: 955505; License No. AS0066

Dear Martha:

We represent Cleveland County Healthcare System ("CCHS") and The Charlotte-Mecklenburg Hospital Authority ("CMHA"). The purpose of this letter is to inform the North Carolina Department of Health and Human Services, Division of Health Service Regulation, Certificate of Need Section (the "Agency") of an upcoming corporate reorganization in the form of a merger (the "Merger" or "Transaction"), which is anticipated to be effective January 1, 2015, of CCHS, a North Carolina nonprofit charitable corporation, with and into CMHA, a North Carolina hospital authority. Currently, CMHA is the ultimate parent of CCHS.

As further described below, we are requesting that the Agency confirm that this Transaction is either not reviewable as a new institutional health service under the North Carolina Certificate of Need ("CON") law or (in the alternative) exempt from review under the CON law’s exemption provisions in N.C. Gen. Stat. § 131E-184.
I. THE PROPOSED MERGER

CCHS’s sole member is Carolinas Hospital Network, Inc., whose sole member is CMHA. By virtue of being the ultimate parent of CCHS, CMHA already maintains and exercises control over CCHS. CMHA operates CCHS as a component of CMHA’s vertically integrated healthcare delivery system.

Upon consummation of the merger, all of the assets of CCHS will be transferred to CMHA by operation of law. CMHA will continue to utilize the assets and operations of CCHS in a manner consistent with the nonprofit mission of CCHS. CCHS operates several health care facilities described below (the “Facilities”).

A. HOSPITALS OWNED BY CCHS

CCHS currently operates two hospitals in Cleveland County:

1) Cleveland Regional Medical Center (“CRMC”) which includes licensed acute care beds, operating rooms, endoscopy rooms, and an emergency department (License No. H0024, attached hereto as Exhibit 1); and

2) Kings Mountain Hospital (“KMG”) which includes licensed acute care beds, psychiatric beds, chemical detox beds, operating rooms, endoscopy rooms, and an emergency department (License No. H0113, attached hereto as Exhibit 2).

After the merger, CMHA will become the operator of these two hospitals. The hospitals’ doing business names will change to the following: Carolinas HealthCare System Cleveland and Carolinas HealthCare System Kings Mountain.

B. SKILLED NURSING FACILITY OWNED BY CCHS

CCHS is also the licensed operator of a skilled nursing facility known as Cleveland Pines Nursing Center located in Cleveland County. (See License No. NH0524, attached hereto as Exhibit 3). After the merger, this facility’s name will be changed to Cleveland Pines.

C. AMBULATORY SURGERY CENTER OWNED BY CCHS

In addition to the general acute care hospitals and skilled nursing facility, each of which is operated by CCHS, CCHS is the sole member of Cleveland Ambulatory Services, LLC (“CAS”) which is the owner and operator of Cleveland Ambulatory Services, an
ambulatory surgical facility (See License No. AS0062, attached hereto as Exhibit 4). After the merger, CMHA will become the sole member of CAS.

II. NO REVIEW REQUEST

As to the health service facilities currently operated by CCHS, the merger of a wholly-owned subsidiary into its parent is not a CON reviewable event for the following reasons.

First, the proposed corporate reorganization is not expressly addressed in N.C. Gen. Stat. § 131E-176(16). The merger of a wholly-owned subsidiary into its parent is not included in the list of activities that constitute the development of a new institutional health service, requiring a CON. Pursuant to the maxim of statutory construction expressio unius est exclusio alterius, those transactions not included in N.C. Gen. Stat. § 131E-176(16) do not require a CON. See, e.g., In re Miller, 357 N.C. 316, 325, 584 S.E.2d 772, 780 (2003) (stating that “[u]nder the doctrine of expressio unius est exclusio alterius, when a statute lists the situations to which it applies, it implies the exclusion of situations not contained in the list”); see also Jackson v. A Woman’s Choice, Inc., 130 N.C. App. 590, 594, 503 S.E.2d 422, 425 (1998) (internal citations omitted) (“[W]here a statute is explicit on its face, the courts have no authority to impose restrictions that the statute does not expressly contain.”).

Second, to the extent that the holder of the CON for any of these facilities is changing to CMHA, which already is the ultimate parent and/or owner, the identity of the holder is changing solely because of a corporate reorganization. It is not the type of transaction that would trigger CON review. For instance, by analogy, this corporate reorganization Transaction would not constitute the transfer of a CON even if it occurred during the development phase. Rather, in such an instance, it is a reorganization that the CON rules recognize as non-reviewable. The Agency’s rule at 10A N.C. Admin. Code § 14C.0502 states in pertinent part as follows:

10A N.C.A.C. 14C.0502 WITHDRAWAL OF A CERTIFICATE

(b) Ownership of a certificate of need is transferred when any person acquires a certificate from the holder by purchase, donation, lease, trade, or any comparable arrangement, except that ownership of a certificate of need is not transferred when:

(1) the holder of the certificate is a corporation and the identity of the holder changes because of a corporate reorganization; or
(2) the holder of the certificate is a partnership and the identity of the holder changes because the same partners reorganize as a new partnership.

(c) Control of a certificate of need is transferred when any person acquires a majority interest in the facility, project or holder or any parent entity of the facility, project or holder.

In applying the foregoing rule by analogy, the corporate reorganization Transaction does not equate to transfer of ownership of a CON within the meaning of the rule. The merger of a wholly-owned subsidiary into its parent does not change control or ownership outside of the two related entities, but constitutes a corporate reorganization contemplated in Subsection (b)(1).

Further, no capital expenditures are being incurred to accomplish this corporate reorganization Transaction. After the Transaction, CMHA will continue to operate the Facilities in their current locations.

For the reasons described above, pursuant to the maxim of statutory construction *expressio unius est exclusio alterius*, this Transaction is not included in the list of new institutional health service items requiring a CON under N.C. Gen. Stat. § 131E-176(16).

III. **EXEMPTION NOTICE**

For the reasons described above, we do not think that notice under N.C. Gen. Stat. § 131E-184(a)(8) is technically required. However, to the extent that you disagree, please accept this letter as the required notice under N.C. Gen. Stat. § 131E-184(a)(8) for an exemption.

The General Assembly has chosen to exempt certain otherwise reviewable events from CON review, including the acquisition of an existing health service facility and the equipment owned by the health service facility at the time of the acquisition.\(^1\) Under N.C. Gen. Stat. § 131E-176(9b), the hospitals, the nursing home facility, and the ambulatory surgical facility are all “health service facilities.”

Assuming that the Transaction is deemed by the Agency to be an acquisition under the CON law, upon consummation of the merger, CMHA will be acquiring existing “health service facilities,” including all equipment owned at the time of acquisition. Specifically,

\(^1\) See N.C. Gen. Stat. § 131E-184(a)(8).
CMHA will be acquiring the hospitals known as CRMC and KMH, as well as Cleveland Pines Nursing Center, including all equipment owned by the hospitals and the skilled nursing facility at the time of the acquisition. After the Merger, CMHA will continue to operate these health service facilities as hospitals and a skilled nursing facility, respectively, at their current locations.

Similarly, again assuming that the Transaction is deemed by the Agency to be an acquisition under the CON law, CMHA will be acquiring CAS (an ambulatory surgical facility). This acquisition will occur through the change in the underlying ownership of the LLC as described above. After the merger, CMHA, as the sole owner in the LLC owning this health service facility, will continue to operate the health service facility as it exists in its current form (i.e., as an ambulatory surgical facility) at the same location.

Furthermore, the proposed merger does not entail the acquisition of any major medical equipment or any per se reviewable equipment as defined in N.C. Gen. Stat. §§ 131E-176(14)(o) and (16)(f1), except in conjunction with the acquisition of the entire existing health service facilities. Likewise, the merger does not include the offering of any per se reviewable services except those already offered by the existing health service facilities.2

Accordingly, given that the proposed Merger involves only existing health service facilities, it is exempt from CON review.

V. CONCLUSION

Based upon the foregoing information, we hereby request the Agency’s confirmation that the proposed Transaction (as described above): (1) is not subject to CON review; or (2) alternatively, is exempt from CON review under N.C. Gen. Stat. § 131E-184(a)(8).

Because the effective date of this Merger is currently anticipated to be January 1, 2015, we respectfully request your expedited review.

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Thank you for your assistance in regard to this matter. Please feel free to contact me at the number above if you have any questions or need further information.

Sincerely,

Gary S. Qualls
State of North Carolina
Department of Health and Human Services
Division of Health Service Regulation

Effective January 01, 2014, this license is issued to

Cleveland County HealthCare System

to operate a hospital known as

Cleveland Regional Medical Center

located in Shelby, North Carolina, Cleveland County.

This license is issued subject to the statutes of the
State of North Carolina, is not transferable and shall remain
in effect until amended by the issuing agency.

Facility ID: 953106
License Number: H0024

Bed Capacity: 241
General Acute 241

Dedicated Inpatient Surgical Operating Rooms: 1
Dedicated Ambulatory Surgical Operating Rooms: 0
Shared Surgical Operating Rooms: 6
Dedicated Endoscopy Rooms: 4

Authorized by:

[Signatures]

Secretary, N.C. Department of Health and Human Services

Director, Division of Health Service Regulation
Effective March 01, 2014, this license is issued to

Cleveland County HealthCare System
to operate a hospital known as

Kings Mountain Hospital
located in Kings Mountain, North Carolina, Cleveland County.

This license is issued subject to the statutes of the State of North Carolina, is not transferable and shall remain in effect until amended by the issuing agency.

Facility ID: 943292
License Number: H0113

Bed Capacity: 77
General Acute 47, Psych 14, Detox 6,
Nursing: 10

Dedicated Inpatient Surgical Operating Rooms: 0
Dedicated Ambulatory Surgical Operating Rooms: 0
Shared Surgical Operating Rooms: 2
Dedicated Endoscopy Rooms: 1

Authorized by:

[Signatures]
Secretary, N.C. Department of Health and Human Services

[Signature]
Director, Division of Health Service Regulation
State of North Carolina
Department of Health and Human Services
Division of Health Service Regulation

Effective January 01, 2014, this license is issued to

Cleveland County Health Care System
to operate a nursing facility known as
Cleveland Pines Nursing Center
located in Shelby, Cleveland County

This license is issued subject to the statutes of the State of North Carolina, is not transferable and shall expire midnight December 31, 2014.

Facility ID: 923107
License Number: NH0524

Bed Capacity: 120
Nursing Facility Beds 120

Authorized by:

Secrecaty, N.C. Department of Health and Human Services

Director, Division of Health Service Regulation
State of North Carolina

Department of Health and Human Services
Division of Health Service Regulation

Effective January 01, 2014, license is issued to
Cleveland Ambulatory Services, LLC

to operate an ambulatory surgical clinic known as
Cleveland Ambulatory Services

located at 1100 N. Lafayette Street
Shelby, Cleveland County, North Carolina.

This license is issued subject to the statutes of the
State of North Carolina, is not transferable and shall expire
midnight December 31, 2014

Facility ID: 955305
License Number: AS0062

Surgical Operating Rooms: 4
Endoscopy Rooms: 4

Authorized by: 

[Signatures]

Secretary, N.C. Department of Health and Human Services
Director, Division of Health Service Regulation