### Florida Senate - 2004

 $\mathbf{By}$  the Committee on Health, Aging, and Long-Term Care; and Senator Saunders

	317-1131-04
1	A bill to be entitled
2	An act relating to health maintenance
3	organizations; amending s. 408.7056, F.S.;
4	changing the name of the Statewide Provider and
5	Subscriber Assistance Program to the Subscriber
6	Assistance Program; revising a definition;
7	requiring certain records and reports to be
8	provided to the Subscriber Assistance Panel;
9	providing for penalties; requiring that a
10	quorum be present before a grievance can be
11	heard or voted upon; establishing a maximum
12	number of panel members; amending s. 641.3154,
13	F.S.; conforming provisions to changes made by
14	the act; amending s. 641.511, F.S.; conforming
15	provisions; adopting the federal claims
16	procedures for certain commercial health
17	maintenance organizations; amending s. 641.58,
18	F.S.; conforming provisions; providing an
19	effective date.
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21	Be It Enacted by the Legislature of the State of Florida:
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23	Section 1. Section 408.7056, Florida Statutes, is
24	amended to read:
25	408.7056 Statewide Provider and Subscriber Assistance
26	Program
27	(1) As used in this section, the term:
28	(a) "Agency" means the Agency for Health Care
29	Administration.
30	(b) "Department" means the Department of Financial
31	Services.
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1 (C) "Grievance procedure" means an established set of 2 rules that specify a process for appeal of an organizational 3 decision. "Health care provider" or "provider" means a 4 (d) 5 state-licensed or state-authorized facility, a facility б principally supported by a local government or by funds from a 7 charitable organization that holds a current exemption from 8 federal income tax under s. 501(c)(3) of the Internal Revenue Code, a licensed practitioner, a county health department 9 10 established under part I of chapter 154, a prescribed 11 pediatric extended care center defined in s. 400.902, a federally supported primary care program such as a migrant 12 13 health center or a community health center authorized under s. 329 or s. 330 of the United States Public Health Services Act 14 that delivers health care services to individuals, or a 15 community facility that receives funds from the state under 16 17 the Community Alcohol, Drug Abuse, and Mental Health Services Act and provides mental health services to individuals. 18 19 (e) "Managed care entity" means a health maintenance 20 organization or a prepaid health clinic certified under chapter 641, a prepaid health plan authorized under s. 21 22 409.912, or an exclusive provider organization certified under s. 627.6472. 23 24 (f) "Office" means the Office of Insurance Regulation of the Financial Services Commission. 25 26 "Panel" means a statewide provider and subscriber (q) 27 assistance panel selected as provided in subsection (11). 28 (2) The agency shall adopt and implement a program to 29 provide assistance to subscribers and providers, including those whose grievances are not resolved by the managed care 30 31 entity to the satisfaction of the subscriber or provider. The 2

1 program shall consist of one or more panels that meet as often as necessary to timely review, consider, and hear grievances 2 3 and recommend to the agency or the office any actions that should be taken concerning individual cases heard by the 4 5 panel. The panel shall hear every grievance filed by б subscribers and providers on behalf of subscribers, unless the 7 grievance: 8 Relates to a managed care entity's refusal to (a) 9 accept a provider into its network of providers; 10 (b) Is part of an internal grievance in a Medicare 11 managed care entity or a reconsideration appeal through the Medicare appeals process which does not involve a quality of 12 13 care issue; 14 (c) Is related to a health plan not regulated by the state such as an administrative services organization, 15 third-party administrator, or federal employee health benefit 16 17 program; (d) Is related to appeals by in-plan suppliers and 18 19 providers, unless related to quality of care provided by the 20 plan; (e) Is part of a Medicaid fair hearing pursued under 21 22 42 C.F.R. ss. 431.220 et seq.; 23 (f) Is the basis for an action pending in state or 24 federal court; 25 (g) Is related to an appeal by nonparticipating providers, unless related to the quality of care provided to a 26 subscriber by the managed care entity and the provider is 27 28 involved in the care provided to the subscriber; 29 (h) Was filed before the subscriber or provider 30 completed the entire internal grievance procedure of the 31 managed care entity, the managed care entity has complied with 3 **CODING:**Words stricken are deletions; words underlined are additions.

1 its timeframes for completing the internal grievance 2 procedure, and the circumstances described in subsection (6) 3 do not apply; (i) Has been resolved to the satisfaction of the 4 5 subscriber or provider who filed the grievance, unless the 6 managed care entity's initial action is egregious or may be 7 indicative of a pattern of inappropriate behavior; (j) Is limited to seeking damages for pain and 8 9 suffering, lost wages, or other incidental expenses, including 10 accrued interest on unpaid balances, court costs, and 11 transportation costs associated with a grievance procedure; (k) Is limited to issues involving conduct of a health 12 care provider or facility, staff member, or employee of a 13 managed care entity which constitute grounds for disciplinary 14 15 action by the appropriate professional licensing board and is not indicative of a pattern of inappropriate behavior, and the 16 17 agency, office, or department has reported these grievances to the appropriate professional licensing board or to the health 18 19 facility regulation section of the agency for possible 20 investigation; or (1) Is withdrawn by the subscriber or provider. 21 Failure of the subscriber or the provider to attend the 22 hearing shall be considered a withdrawal of the grievance. 23 24 (3) The agency shall review all grievances within 60 25 days after receipt and make a determination whether the grievance shall be heard. Once the agency notifies the panel, 26 the subscriber or provider, and the managed care entity that a 27 28 grievance will be heard by the panel, the panel shall hear the 29 grievance either in the network area or by teleconference no later than 120 days after the date the grievance was filed. 30 31 The agency shall notify the parties, in writing, by facsimile 4

1 transmission, or by phone, of the time and place of the 2 hearing. The panel may take testimony under oath, request 3 certified copies of documents, and take similar actions to collect information and documentation that will assist the 4 5 panel in making findings of fact and a recommendation. The б panel shall issue a written recommendation, supported by findings of fact, to the provider or subscriber, to the 7 managed care entity, and to the agency or the office no later 8 9 than 15 working days after hearing the grievance. If at the 10 hearing the panel requests additional documentation or 11 additional records, the time for issuing a recommendation is tolled until the information or documentation requested has 12 been provided to the panel. The proceedings of the panel are 13 14 not subject to chapter 120.

15 (4) If, upon receiving a proper patient authorization along with a properly filed grievance, the agency requests 16 17 medical records from a health care provider or managed care entity, the health care provider or managed care entity that 18 19 has custody of the records has 10 days to provide the records 20 to the agency. Records include medical records, communication logs associated with the grievance both to and from the 21 22 subscriber, contracts, and any other contents of the internal grievance file associated with the complaint filed with the 23 24 Subscriber Assistance Program.Failure to provide requested 25 medical records may result in the imposition of a fine of up to \$500. Each day that records are not produced is considered 26 a separate violation. 27

(5) Grievances that the agency determines pose an immediate and serious threat to a subscriber's health must be given priority over other grievances. The panel may meet at the call of the chair to hear the grievances as quickly as

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possible but no later than 45 days after the date the grievance is filed, unless the panel receives a waiver of the time requirement from the subscriber. The panel shall issue a written recommendation, supported by findings of fact, to the office or the agency within 10 days after hearing the expedited grievance.

7 (6) When the agency determines that the life of a 8 subscriber is in imminent and emergent jeopardy, the chair of 9 the panel may convene an emergency hearing, within 24 hours 10 after notification to the managed care entity and to the 11 subscriber, to hear the grievance. The grievance must be heard notwithstanding that the subscriber has not completed 12 13 the internal grievance procedure of the managed care entity. The panel shall, upon hearing the grievance, issue a written 14 15 emergency recommendation, supported by findings of fact, to the managed care entity, to the subscriber, and to the agency 16 17 or the office for the purpose of deferring the imminent and 18 emergent jeopardy to the subscriber's life. Within 24 hours 19 after receipt of the panel's emergency recommendation, the 20 agency or office may issue an emergency order to the managed care entity. An emergency order remains in force until: 21

(a) The grievance has been resolved by the managedcare entity;

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(b) Medical intervention is no longer necessary; or(c) The panel has conducted a full hearing under

(c) The panel has conducted a full hearing under subsection (3) and issued a recommendation to the agency or the office, and the agency or office has issued a final order. (7) After hearing a grievance, the panel shall make a recommendation to the agency or the office which may include specific actions the managed care entity must take to comply with state laws or rules regulating managed care entities.

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1	(8) A managed care entity, subscriber, or provider
2	that is affected by a panel recommendation may within 10 days
3	after receipt of the panel's recommendation, or 72 hours after
4	receipt of a recommendation in an expedited grievance, furnish
5	to the agency or office written evidence in opposition to the
6	recommendation or findings of fact of the panel.
7	(9) No later than 30 days after the issuance of the
8	panel's recommendation and, for an expedited grievance, no
9	later than 10 days after the issuance of the panel's
10	recommendation, the agency or the office may adopt the panel's
11	recommendation or findings of fact in a proposed order or an
12	emergency order, as provided in chapter 120, which it shall
13	issue to the managed care entity. The agency or office may
14	issue a proposed order or an emergency order, as provided in
15	chapter 120, imposing fines or sanctions, including those
16	contained in ss. 641.25 and 641.52. The agency or the office
17	may reject all or part of the panel's recommendation. All
18	fines collected under this subsection must be deposited into
19	the Health Care Trust Fund.
20	(10) In determining any fine or sanction to be
21	imposed, the agency and the office may consider the following
22	factors:
23	(a) The severity of the noncompliance, including the
24	probability that death or serious harm to the health or safety
25	of the subscriber will result or has resulted, the severity of
26	the actual or potential harm, and the extent to which
27	provisions of chapter 641 were violated.
28	(b) Actions taken by the managed care entity to
29	resolve or remedy any quality-of-care grievance.
30	(c) Any previous incidents of noncompliance by the
31	managed care entity.
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1	(d) Any other relevant factors the agency or office
2	considers appropriate in a particular grievance.
3	(11) The panel shall consist of the Insurance Consumer
4	Advocate, or designee thereof, established by s. 627.0613; <u>at</u>
5	<u>least</u> two members employed by the agency and <u>at least</u> two
6	members employed by the department, chosen by their respective
7	agencies; a consumer appointed by the Governor; a physician
8	appointed by the Governor, as a standing member; and, if
9	necessary, physicians who have expertise relevant to the case
10	to be heard, on a rotating basis. The agency may contract with
11	a medical director <u>,and</u> a primary care physician <u>, or both,</u> who
12	shall provide additional technical expertise to the panel $\underline{but}$
13	who shall not be voting members of the panel. The medical
14	director shall be selected from a health maintenance
15	organization with a current certificate of authority to
16	operate in Florida.
17	(12) A majority of those panel members required under
18	subsection (11) shall constitute a quorum for any meeting or
19	hearing of the panel. A grievance may not be heard or voted
20	upon at any panel meeting or hearing unless a quorum is
21	present, except that a minority of the panel may adjourn a
22	meeting or hearing until a quorum is present. A panel convened
23	for the purpose of hearing a subscriber's grievance in
24	accordance with subsections (2) and (3) shall not consist of
25	more than 11 members.
26	(13) <del>(12)</del> Every managed care entity shall submit a
27	quarterly report to the agency, the office, and the department
28	listing the number and the nature of all subscribers' and
29	providers' grievances which have not been resolved to the
30	satisfaction of the subscriber or provider after the
31	subscriber or provider follows the entire internal grievance
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1 procedure of the managed care entity. The agency shall notify 2 all subscribers and providers included in the quarterly 3 reports of their right to file an unresolved grievance with 4 the panel.

5 (14) (13) A proposed order issued by the agency or 6 office which only requires the managed care entity to take a 7 specific action under subsection (7) is subject to a summary 8 hearing in accordance with s. 120.574, unless all of the parties agree otherwise. If the managed care entity does not 9 10 prevail at the hearing, the managed care entity must pay 11 reasonable costs and attorney's fees of the agency or the office incurred in that proceeding. 12

13 (15)(14)(a) Any information that identifies a 14 subscriber which is held by the panel, agency, or department pursuant to this section is confidential and exempt from the 15 provisions of s. 119.07(1) and s. 24(a), Art. I of the State 16 17 Constitution. However, at the request of a subscriber or 18 managed care entity involved in a grievance procedure, the 19 panel, agency, or department shall release information 20 identifying the subscriber involved in the grievance procedure 21 to the requesting subscriber or managed care entity.

(b) Meetings of the panel shall be open to the public 22 unless the provider or subscriber whose grievance will be 23 24 heard requests a closed meeting or the agency or the department determines that information which discloses the 25 subscriber's medical treatment or history or information 26 relating to internal risk management programs as defined in s. 27 28 641.55(5)(c), (6), and (8) may be revealed at the panel 29 meeting, in which case that portion of the meeting during which a subscriber's medical treatment or history or internal 30 31 risk management program information is discussed shall be

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1 exempt from the provisions of s. 286.011 and s. 24(b), Art. I 2 of the State Constitution. All closed meetings shall be 3 recorded by a certified court reporter. 4 Section 2. Subsection (4) of section 641.3154, Florida 5 Statutes, is amended to read: б 641.3154 Organization liability; provider billing 7 prohibited. --8 (4) A provider or any representative of a provider, 9 regardless of whether the provider is under contract with the 10 health maintenance organization, may not collect or attempt to 11 collect money from, maintain any action at law against, or report to a credit agency a subscriber of an organization for 12 13 payment of services for which the organization is liable, if the provider in good faith knows or should know that the 14 organization is liable. This prohibition applies during the 15 pendency of any claim for payment made by the provider to the 16 17 organization for payment of the services and any legal proceedings or dispute resolution process to determine whether 18 19 the organization is liable for the services if the provider is 20 informed that the such proceedings are taking place. It is presumed that a provider does not know and should not know 21 22 that an organization is liable unless: (a) The provider is informed by the organization that 23 24 it accepts liability; 25 (b) A court of competent jurisdiction determines that the organization is liable; 26 27 (c) The office or agency makes a final determination 28 that the organization is required to pay for the such services 29 subsequent to a recommendation made by the Statewide Provider 30 and Subscriber Assistance Panel pursuant to s. 408.7056; or 31 10

(d) The agency issues a final order that the
 organization is required to pay for such services subsequent
 to a recommendation made by a resolution organization pursuant
 to s. 408.7057.

5 Section 3. Section 641.511, Florida Statutes, is 6 amended to read:

7 641.511 Subscriber grievance reporting and resolution 8 requirements.--

9 (1) Every organization must have a grievance procedure 10 available to its subscribers for the purpose of addressing 11 complaints and grievances. Every organization must notify its subscribers that a subscriber must submit a grievance within 1 12 13 year after the date of occurrence of the action that initiated 14 the grievance, and may submit the grievance for review to the Statewide Provider and Subscriber Assistance Program panel as 15 provided in s. 408.7056 after receiving a final disposition of 16 17 the grievance through the organization's grievance process. An organization shall maintain records of all grievances and 18 19 shall report annually to the agency the total number of 20 grievances handled, a categorization of the cases underlying the grievances, and the final disposition of the grievances. 21

(2) When an organization receives an initial complaint 22 from a subscriber, the organization must respond to the 23 24 complaint within a reasonable time after its submission. At the time of receipt of the initial complaint, the organization 25 shall inform the subscriber that the subscriber has a right to 26 file a written grievance at any time and that assistance in 27 28 preparing the written grievance shall be provided by the 29 organization.

30 (3) Each organization's grievance procedure, as31 required under subsection (1), must include, at a minimum:

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1 (a) An explanation of how to pursue redress of a 2 grievance. 3 The names of the appropriate employees or a list (b) 4 of grievance departments that are responsible for implementing 5 the organization's grievance procedure. The list must include б the address and the toll-free telephone number of each grievance department, the address of the agency and its 7 toll-free telephone hotline number, and the address of the 8 Statewide Provider and Subscriber Assistance Program and its 9 10 toll-free telephone number. 11 (c) The description of the process through which a subscriber may, at any time, contact the toll-free telephone 12 hotline of the agency to inform it of the unresolved 13 14 grievance. (d) A procedure for establishing methods for 15 16 classifying grievances as urgent and for establishing time 17 limits for an expedited review within which such grievances 18 must be resolved. 19 (e) A notice that a subscriber may voluntarily pursue binding arbitration in accordance with the terms of the 20 21 contract if offered by the organization, after completing the organization's grievance procedure and as an alternative to 22 the Statewide Provider and Subscriber Assistance Program. Such 23 24 notice shall include an explanation that the subscriber may incur some costs if the subscriber pursues binding 25 arbitration, depending upon the terms of the subscriber's 26 27 contract. 28 (f) A process whereby the grievance manager 29 acknowledges the grievance and investigates the grievance in order to notify the subscriber of a final decision in writing. 30 31 12

1 (g) A procedure for providing individuals who are 2 unable to submit a written grievance with access to the 3 grievance process, which shall include assistance by the 4 organization in preparing the grievance and communicating back 5 to the subscriber.

б (4)(a) With respect to a grievance concerning an 7 adverse determination, an organization shall make available to the subscriber a review of the grievance by an internal review 8 9 panel; the such review must be requested within 30 days after 10 the organization's transmittal of the final determination 11 notice of an adverse determination. A majority of the panel shall be persons who previously were not involved in the 12 initial adverse determination. A person who previously was 13 14 involved in the adverse determination may appear before the 15 panel to present information or answer questions. The panel shall have the authority to bind the organization to the 16 17 panel's decision.

(b) An organization shall ensure that a majority of 18 19 the persons reviewing a grievance involving an adverse 20 determination are providers who have appropriate expertise. An organization shall issue a copy of the written decision of 21 the review panel to the subscriber and to the provider, if 22 any, who submits a grievance on behalf of a subscriber. In 23 24 cases where there has been a denial of coverage of service, 25 the reviewing provider shall not be a provider previously involved with the adverse determination. 26

(c) An organization shall establish written procedures
for a review of an adverse determination. Review procedures
shall be available to the subscriber and to a provider acting
on behalf of a subscriber.

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1	(d) In any case when the review process does not
2	resolve a difference of opinion between the organization and
3	the subscriber or the provider acting on behalf of the
4	subscriber, the subscriber or the provider acting on behalf of
5	the subscriber may submit a written grievance to the <del>Statewide</del>
6	<del>Provider and</del> Subscriber Assistance Program.
7	(5) Except as provided in subsection (6), the
8	organization shall resolve a grievance within 60 days after
9	receipt of the grievance, or within a maximum of 90 days if
10	the grievance involves the collection of information outside
11	the service area. These time limitations are tolled if the
12	organization has notified the subscriber, in writing, that
13	additional information is required for proper review of the
14	grievance and that <u>the</u> <del>such</del> time limitations are tolled until
15	such information is provided. After the organization receives
16	the requested information, the time allowed for completion of
17	the grievance process resumes. The Employee Retirement Income
18	Security Act of 1974 (ERISA) as implemented by 29 C.F.R.
19	2560.503-1 is adopted and incorporated by reference as
20	applicable to all organizations that administer small and
21	large group health plans that are subject to 29 C.F.R.
22	2560.503-1. The claims procedures of the regulations of the
23	Employee Retirement Income Security Act of 1974 (ERISA) as
24	implemented by 29 C.F.R. 2560.503-1 shall be the minimum
25	standards for grievance processes for small and large group
26	health plans that are subject to 29 C.F.R. 2560.503-1.
27	(6)(a) An organization shall establish written
28	procedures for the expedited review of an urgent grievance. A
29	request for an expedited review may be submitted orally or in
30	writing and shall be subject to the review procedures of this
31	section, if it meets the criteria of this section. Unless it
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1 is submitted in writing, for purposes of the grievance 2 reporting requirements in subsection (1), the request shall be 3 considered an appeal of a utilization review decision and not a grievance. Expedited review procedures shall be available to 4 5 a subscriber and to the provider acting on behalf of a б subscriber. For purposes of this subsection, "subscriber" 7 includes the legal representative of a subscriber. (b) Expedited reviews shall be evaluated by an 8 9 appropriate clinical peer or peers. The clinical peer or peers 10 shall not have been involved in the initial adverse 11 determination. (c) In an expedited review, all necessary information, 12 including the organization's decision, shall be transmitted 13 between the organization and the subscriber, or the provider 14 15 acting on behalf of the subscriber, by telephone, facsimile, or the most expeditious method available. 16 17 (d) In an expedited review, an organization shall make a decision and notify the subscriber, or the provider acting 18 19 on behalf of the subscriber, as expeditiously as the 20 subscriber's medical condition requires, but in no event more than 72 hours after receipt of the request for review. If the 21 expedited review is a concurrent review determination, the 22 service shall be continued without liability to the subscriber 23 until the subscriber has been notified of the determination. 24 (e) An organization shall provide written confirmation 25 of its decision concerning an expedited review within 2 26 working days after providing notification of that decision, if 27 28 the initial notification was not in writing. 29 (f) An organization shall provide reasonable access, not to exceed 24 hours after receiving a request for an 30 31

1 expedited review, to a clinical peer who can perform the 2 expedited review. 3 (g) In any case when the expedited review process does 4 not resolve a difference of opinion between the organization 5 and the subscriber or the provider acting on behalf of the 6 subscriber, the subscriber or the provider acting on behalf of 7 the subscriber may submit a written grievance to the Statewide 8 Provider and Subscriber Assistance Program. 9 (h) An organization shall not provide an expedited 10 retrospective review of an adverse determination. 11 (7) Each organization shall send to the agency a copy of its quarterly grievance reports submitted to the office 12 under s. 408.7056(13)<del>pursuant to s. 408.7056(12)</del>. 13 14 (8) The agency shall investigate all reports of unresolved quality of care grievances received from: 15 (a) Annual and quarterly grievance reports submitted 16 by the organization to the office. 17 (b) Review requests of subscribers whose grievances 18 19 remain unresolved after the subscriber has followed the full grievance procedure of the organization. 20 (9)(a) The agency shall advise subscribers with 21 grievances to follow their organization's formal grievance 22 process for resolution prior to review by the Statewide 23 24 Provider and Subscriber Assistance Program. The subscriber 25 may, however, submit a copy of the grievance to the agency at any time during the process. 26 27 (b) Requiring completion of the organization's 28 grievance process before the Statewide Provider and Subscriber 29 Assistance Program panel's review does not preclude the agency from investigating any complaint or grievance before the 30 31 organization makes its final determination. 16

1 (10) Each organization must notify the subscriber in a 2 final decision letter that the subscriber may request review 3 of the organization's decision concerning the grievance by the Statewide Provider and Subscriber Assistance Program, as 4 5 provided in s. 408.7056, if the grievance is not resolved to the satisfaction of the subscriber. The final decision letter б 7 must inform the subscriber that the request for review must be made within 365 days after receipt of the final decision 8 9 letter, must explain how to initiate such a review, and must 10 include the addresses and toll-free telephone numbers of the 11 agency and the Statewide Provider and Subscriber Assistance 12 Program. (11) Each organization, as part of its contract with 13 any provider, must require the provider to post a consumer 14 15 assistance notice prominently displayed in the reception area of the provider and clearly noticeable by all patients. The 16 17 consumer assistance notice must state the addresses and toll-free telephone numbers of the Agency for Health Care 18 19 Administration, the Statewide Provider and Subscriber 20 Assistance Program, and the Department of Financial Services. The consumer assistance notice must also clearly state that 21 the address and toll-free telephone number of the 22 organization's grievance department shall be provided upon 23 24 request. The agency may adopt rules to implement this section. 25 (12) The agency may impose administrative sanction, in accordance with s. 641.52, against an organization for 26 27 noncompliance with this section. 28 Section 4. Subsection (4) of section 641.58, Florida 29 Statutes, is amended to read: 641.58 Regulatory assessment; levy and amount; use of 30 31 funds; tax returns; penalty for failure to pay .--17

1	(4) The moneys received and deposited into the Health
2	Care Trust Fund shall be used to defray the expenses of the
3	agency in the discharge of its administrative and regulatory
4	powers and duties under this part, including conducting an
5	annual survey of the satisfaction of members of health
б	maintenance organizations; contracting with physician
7	consultants for the <del>Statewide Provider and</del> Subscriber
8	Assistance Panel; maintaining offices and necessary supplies,
9	essential equipment, and other materials, salaries and
10	expenses of required personnel; and discharging the
11	administrative and regulatory powers and duties imposed under
12	this part.
13	Section 5. This act shall take effect upon becoming a
14	law.
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16	STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN COMMITTEE SUBSTITUTE FOR
17	Senate Bill 1066
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19	The Committee Substitute differs from SB 1066 in the following ways:
20 21	1. Membership of the Subscriber Assistance Panel is modified to provide flexibility in the composition of the panel.
22	2. A maximum number of panel members is established.
23	3. A quorum must be present before a grievance can be heard or voted upon.
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25	4. The January 1, 2005 effective date for compliance with federal standards is deleted.
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