

The Commonwealth of Massachusetts

PRESENTED BY:

Linda Dean Campbell

To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:

The undersigned legislators and/or citizens respectfully petition for the adoption of the accompanying bill:

An Act relative to the governance, structure and care of veterans at the Commonwealth's veterans' homes.

PETITION OF:

NAME:	DISTRICT/ADDRESS:	DATE ADDED:
Linda Dean Campbell	15th Essex	9/23/2021
Anne M. Gobi	Worcester, Hampden, Hampshire and Middlesex	9/23/2021
Tami L. Gouveia	14th Middlesex	9/23/2021
Ruth B. Balser	12th Middlesex	9/23/2021
Natalie M. Higgins	4th Worcester	9/23/2021
Peter Capano	11th Essex	9/23/2021
Patrick M. O'Connor	Plymouth and Norfolk	9/23/2021
Kathleen R. LaNatra	12th Plymouth	9/23/2021
James Arciero	2nd Middlesex	9/23/2021
Joanne M. Comerford	Hampshire, Franklin and Worcester	9/23/2021
Joseph W. McGonagle, Jr.	28th Middlesex	9/24/2021
William M. Straus	10th Bristol	9/24/2021
Jon Santiago	9th Suffolk	9/24/2021
Joan B. Lovely	Second Essex	9/24/2021
Joan Meschino	3rd Plymouth	9/24/2021
Susannah M. Whipps	2nd Franklin	9/24/2021

Tram T. Nguyen	18th Essex	9/24/2021
Adam G. Hinds	Berkshire, Hampshire, Franklin and	9/24/2021
	Hampden	
Bradley H. Jones, Jr.	20th Middlesex	9/24/2021
Angelo J. Puppolo, Jr.	12th Hampden	9/24/2021
Walter F. Timilty	Norfolk, Bristol and Plymouth	9/24/2021
Thomas M. Stanley	9th Middlesex	9/27/2021
Hannah Kane	11th Worcester	9/27/2021
Brian W. Murray	10th Worcester	9/27/2021
Steven G. Xiarhos	5th Barnstable	9/27/2021
Jerald A. Parisella	6th Essex	9/27/2021
Marc T. Lombardo	22nd Middlesex	9/27/2021
Michael F. Rush	Norfolk and Suffolk	9/27/2021
Danielle W. Gregoire	4th Middlesex	9/27/2021
Donald R. Berthiaume, Jr.	5th Worcester	9/29/2021
Michael D. Brady	Second Plymouth and Bristol	9/29/2021
David Allen Robertson	19th Middlesex	10/1/2021

By Mrs. Campbell of Methuen, a petition (subject to Joint Rule 12) of Linda Dean Campbell and others relative to the governance, structure and care of veterans at veterans' homes in the Commonwealth. Veterans and Federal Affairs.

The Commonwealth of Massachusetts

In the One Hundred and Ninety-Second General Court (2021-2022)

An Act relative to the governance, structure and care of veterans at the Commonwealth's veterans' homes.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

1	SECTION 1. Section 17 of chapter 6 of the General Laws, as appearing in the 2018
2	Official Edition, is hereby amended by striking out, in lines 4 through 7, the following:- "and the
3	superintendent, the board of trustees of the Soldiers' Home in Holyoke, who shall have the title
4	of superintendent and is appointed by the board of trustees of the Soldiers' Home in Holyoke,".
5	SECTION 2. Section 17A of chapter 6 of the General Laws is hereby amended by adding
6	after the word "transportation" the following:- ", the secretary of veterans affairs".
7	SECTION 3. Section 39B of chapter 6 of the General Laws, as appearing in the 2018
8	Official Edition, is hereby amended by adding at the end thereof the following new section:-
9	SECTION 40A. Advisory Council of Massachusetts Veterans' Homes
10	(a) There shall be established a statewide Massachusetts Veterans' Homes Advisory
11	Council, to be known as "The Massachusetts Veterans' Homes Advisory Council." The council

12 shall consist of 12 members, of which 11 shall be voting members. All members of the advisory 13 council shall be appointed by the governor. The council shall include the Adjutant General of the 14 Massachusetts National Guard, or a designee; (1) member with professional knowledge in long-15 term health care or geriatric health care; (1) member with experience in labor relations; (1) 16 member with experience in nursing; (1) member who shall be, by education or experience, 17 qualified in business and fiscal management who shall have a demonstrated interest in the 18 concerns of veterans; (1) member shall be qualified in clinical services who preferably has 19 demonstrated experience treating post-traumatic stress disorder in veterans, who shall be 20 appointed by the governor; (5) members shall be Massachusetts residents who are veterans who 21 shall be appointed by the governor, (1) of whom shall be a female veteran, (1) of whom shall be 22 a minority veteran, (1) of whom shall be a member of the LGBTQ veteran community, (1) of 23 whom shall be a veteran who served prior to 1990, and (1) of whom shall be a veteran who 24 served after 1990; and the executive director of veterans' homes and housing, under the 25 executive office of veterans affairs, who shall serve as a non-voting member of the council. 26 The council shall elect a chairperson, a chairperson pro tempore, a secretary, and a clerk 27 whose duties and responsibilities shall be set forth by the chairperson and approved by a vote of 28 the council. The appointed members shall serve for a term of 3 years or until a successor is

the council. The appointed members shall serve for a term of 3 years or until a successor is appointed. An appointed member may be removed for cause at any time during the member's term by the governor. A vacancy must be filled for the balance of the unexpired term in the same manner as the original appointment. Members of the council shall serve without compensation but may receive reasonable reimbursement for travel and expenses incurred in the discharge of their duties. A majority of the appointed and serving members of the council shall constitute a quorum of the council for the transaction of business. Actions of the council must be approvedby a majority vote of the members present at a meeting where a quorum is present.

The council shall meet as often as the chairperson deems necessary or appropriate but not less than 4 times per calendar year. The council shall meet not less than biannually with representatives of all unions employed at all state-operated veterans' homes and each ombudsperson of the homes.

40 The council shall be included in the management and control of all state-operated 41 veterans' homes and all property, real and personal, belonging to the commonwealth and 42 occupied or used by said homes, and shall hold and administer in trust the property included in 43 the "legacy fund" and the "effects accounts," if and when the transfer thereof to the 44 commonwealth is effected pursuant to a decree of a court of competent jurisdiction, and in 45 accordance with the terms and conditions imposed by such decree. In the management and 46 control of said home as aforesaid, said advisory council shall have the same powers and perform 47 the same duties as are vested and imposed in the trustees of state hospitals under the provisions 48 of chapter 19, so far as applicable.

The council shall: (i) have the authority to visit and review the operation of Soldiers' Homes; (ii) have the authority to review and comment on rules promulgated by the executive office of veterans affairs concerning the homes before the rules are submitted for public comment; (iii) have direct communications and establish effective working relationships and lines of communication with appropriate state offices and staff; (iv) review and provide written comments to the executive director of veterans' homes and housing and the secretary of veterans affairs regarding the system of governance and oversight for the homes, which shall include all

56 rules, regulations and laws necessary for effective management and preserving the health and 57 welfare of the veterans admitted to state-operated veteran health care and long-term care 58 facilities; (v) adopt standardized rules and regulations governing outpatient treatment, admission 59 to and hospitalization in the homes; (vi) develop and amend bylaws that are consistent at all 60 current or future state-operated veterans' homes, which shall include, but are not limited to, 61 admissions eligibility and procedures, procurement, per diem rates, and staffing levels; (vii) 62 monitor the progress of capital construction projects at the current or any future homes; (viii) 63 develop a system of reviewing charges, complaints, and comments from, but not limited to, 64 residents, family members of residents, and the ombudspersons for the homes; and (ix) consider 65 nationally recognized models and guidelines for the delivery of health care in state-operated 66 veterans' homes in the development of any by-laws, rules, procedures and protocols.

(b) The council shall provide recommendations to the executive director of veterans'
homes and housing and the secretary of veterans affairs regarding the appointment of the
superintendent and deputy superintendent for each state-operated veterans' home.

70 (c) The council shall establish a local stewardship body where each state-operated 71 veterans' home is located. These local entities may act as representation for the local community, 72 residents and family members of each home, and at least one member of each stewardship body 73 shall be a family member of a resident of the home. The council shall adopt the necessary rules, 74 regulations, by-laws, roles and responsibilities for local stewardship bodies. The council shall 75 meet with each established stewardship body not less than biannually. Each stewardship body 76 shall file a report annually with the council including, but not limited to, any issues at the home 77 and requests for improvements. Said report shall be forwarded to the executive director of 78 veterans' homes and housing and the secretary of veterans affairs.

(d) All members of the council and stewardship bodies shall complete annual training
regarding their roles and responsibilities. Training for council members shall include but not be
limited to training on their fiduciary responsibilities pursuant to all applicable statutes and rules
and processes mandated by the office of the comptroller and the executive office for
administration and finance as well as procurement rules for public agencies.

84 (e) The council shall annually file a written report on its activities of the immediately 85 preceding year. This report shall be submitted no later than 90 days following the end of the 86 fiscal year and shall include, but not be limited to: (i) the census and demographics of each 87 veterans' home; (ii) an accounting of all revenues received and expended; (iii) recommendations 88 for improvements to the homes; (iv) staffing levels and the extent that staffing levels do or do not 89 meet industry standards; (v) a list of complaints, charges or recommendations from patients, 90 family members, and guardians and actions taken; (vi) all other matters the council considers 91 pertinent. Said report shall be filed with the clerks of the house of representatives and the senate, 92 and copies shall be forwarded to the chairs of the joint committee on veterans and federal affairs, 93 the joint committee on public health and the house and senate committees on ways and means.

94 SECTION 4. Section 16 of chapter 6A of the General Laws, as appearing in the 2018
95 Official Edition, is hereby amended by striking out, in lines 34 through 37, the following:- "(5)
96 the department of veterans' services under the direction of the secretary of veterans' services,
97 who shall be appointed by the governor, which shall include the Soldiers' Home in
98 Massachusetts and the Soldiers' Home in Holyoke;".

99 SECTION 5. 111 of the General Laws, as appearing in the 2018 Official Edition, is
100 hereby amended by inserting after section 73B the following section:-

101 Section 73C. The department of public health shall conduct inspections of all state-102 operated veterans' homes not less than twice per year pursuant to chapter 115A, or more 103 frequently as the department deems necessary. After such inspection, the department shall give 104 the superintendent of the home, the Massachusetts Veterans' Homes Advisory Council, the 105 executive director of veterans' homes and housing, the secretary of veterans affairs and the 106 chairs of the joint committee on veterans and federal affairs notice in writing of every violation 107 of applicable rules and regulations, and the department shall specify a reasonable period of time 108 not exceeding 30 days after receipt thereof to provide a plan to correct such violations within a 109 reasonable time. Inspection reports and corrections of violations shall be made available to the 110 public.

SECTION 6. Section 6 of chapter 115A of the General Laws, as appearing in the 2018
Official Edition, is hereby amended by striking out, in lines 5 and 6, the words "commandant
or".

SECTION 7. Section 10 of chapter 115A of the General Laws, as appearing in the 2018
Official Edition, is hereby amended by striking out, in line 1, the word "commandant", and
inserting in place thereof the following word:- superintendent.

SECTION 8. Section 10A of chapter 115A of the General Laws, as appearing in the 2018
Official Edition, is hereby amended by striking out, in lines 1, 10, 22, 26, 28, 32, 33, 35, 38 and
50, each time it appears, the word "commandant", and inserting in place thereof the following
word:- superintendent.

SECTION 9. Section 12 of Chapter 115A of the General Laws, as appearing in the 2018
Official Edition, is hereby amended by striking out, in lines 2, 8 and 11, each time it appears, the

123 word "commissioner", and inserting in place thereof the word "secretary"; and further, by 124 striking out, in lines 19 to 21, the words "The executive director shall meet with the board of 125 trustees of the Soldiers' Home in Massachusetts and the Soldiers' Home in Holyoke jointly at 126 least twice per calendar year", and inserting in place thereof the words "The executive director 127 shall meet with the Massachusetts Veterans' Homes Advisory Council not less than quarterly in 128 accordance with section 14(d) of chapter 115A"; and further, by striking out, in lines 24 to 26, 129 the following:- "; provided, however, that the boards of trustees of the Soldiers' Home in 130 Massachusetts and the Soldiers' Home in Holyoke shall not be subject to the control of the 131 executive director". 132 SECTION 10. Chapter 115A of the General Laws, as appearing in the 2018 Official 133 Edition, is hereby amended by adding the following 4 sections:-134 Section 13. (a) Each state-operated veterans' home shall have a superintendent as its 135 administrative head, who shall report to the executive director of veterans' homes and housing, 136 in addition to a deputy superintendent, who shall report to the superintendent. The superintendent 137 for each state-operated veterans' home shall be licensed as a nursing home administrator

138 pursuant to section 109 of chapter 112 of the General Laws and shall be a veteran or have

139 experience with management of veterans in a nursing home or long-term care facility and shall

140 have knowledge of and experience with fiscal management practices and labor relations.

141 Nominations for the position of superintendent and deputy superintendent shall be 142 submitted to the secretary of veterans affairs, who shall review the nominations in consultation 143 with the secretary of health and human services and the executive director of veterans' homes 144 and housing and provide recommendations to the governor. Recommendations for the removal of a superintendent or deputy superintendent shall be submitted to the secretary of veterans affairs, who shall review them in consultation with the secretary of health and human services and the executive director of veterans' homes and housing and provide a recommendation to the governor. The governor shall appoint and may remove a superintendent and deputy superintendent.

150 In consultation with the executive director of veterans' homes and housing and deputy 151 superintendent, the superintendent shall appoint and may remove a medical director, a director of 152 nursing and a chief financial officer. The medical director, director of nursing and chief financial 153 officer shall be full-time positions and shall devote their full time and attention to the duties of 154 their office. Section 49 of chapter 31 shall apply to the appointment of the chief financial officer. 155 The medical director shall have responsibility for the medical, surgical and outpatient facilities 156 and shall make recommendations to the superintendent regarding the appointments of the 157 director of nursing and all physicians, nurses and other medical staff. The superintendent shall 158 also appoint and remove such other persons as the superintendent deems necessary for the proper 159 and efficient operation of the facilities of the home.

160 If any employee of a state-operated veterans' home is removed from their position, they 161 shall be provided with written documentation outlining cause for their removal.

(b) Each state-operated veterans' home shall employ a full-time specialist to oversee
infection control and emergency preparedness who shall be tasked with ensuring the home
maintains standards and protocols for infection control and emergency preparedness consistent
with applicable state and federal rules and regulations.

166 (c) Any vacant position at any state-operated veterans' home shall have a public job 167 posting within 30 days of the vacancy unless the position is being permanently eliminated. If the 168 vacancy is for a leadership position at the home as determined by the executive director of 169 veterans' homes and housing, initial interviews with potential candidates must begin within 60 170 days of the vacancy. If the vacancy is for a leadership position at the home and is deemed critical 171 for emergency response operations by the executive director, initial interviews with potential 172 candidates must begin within 30 days of the vacancy, and the executive director shall ensure 173 there is a clear understanding of who is temporarily tasked with the appropriate emergency duties 174 while the position is vacant. The secretary of veterans affairs in coordination with the executive 175 director shall ensure every effort is made to fill vacancies at all state-operated veterans' homes in 176 a timely manner.

(d) Annual performance reviews shall be conducted by the executive director of veterans'
homes and housing for individuals employed in leadership positions, including but not limited to
the superintendent and deputy superintendent, at all state-operated veterans' homes. Said reviews
shall utilize the Achievement and Competency Enhancement System and shall be documented
and provided to the secretary of veterans affairs.

182 Section 14. (a) Not less than annually, the executive director of veterans' homes and 183 housing in consultation with the superintendent of each state-operated veterans' home shall 184 review and update 2 organizational plans for each state-operated veterans' home outlining the 185 chain of command and communications protocols for the home, 1 of which shall apply to normal 186 operations and 1 of which shall apply to emergency response operations. Both organizational 187 plans shall be distributed to all staff at the home annually, who shall indicate in writing that they have received and reviewed both plans and are aware of their roles and responsibilities. The
plans shall be standardized across all state-operated veterans' homes to the extent possible.

190 The organizational plan for emergency response operations for each state-operated 191 veterans' home shall be exercised not less than biannually. Not later than 30 days after the 192 conclusion of an exercise, the executive director of veterans' homes and housing in coordination 193 with the superintendent of the appropriate state-operated veterans' home shall submit a report to 194 the governor, the secretary of veterans affairs, the secretary of health and human services, the 195 Massachusetts Veterans' Homes Advisory Council, the local stewardship bodies and the chairs 196 of the joint committee on veterans and federal affairs summarizing the exercise, any deficiencies 197 identified in the organizational plan and a plan to take corrective action. The secretary of 198 veterans affairs in coordination with the executive director shall ensure any deficiencies are 199 addressed in a timely manner.

(b) During normal operations and emergency response operations, the superintendent of
 each state-operated veterans' home shall report to the executive director of veterans' homes and
 housing who shall report to the secretary of veterans affairs who shall report to the governor.

During emergency response operations, which shall be initiated as needed by the secretary of veterans affairs in consultation with the governor, the executive director of veterans' homes and housing in consultation with the superintendent of each affected state-operated veterans' home shall provide a situation report to the governor, the secretary of veterans affairs, the secretary of health and human services and the Massachusetts Veterans' Homes Advisory Council not less than every 24 hours until the secretary of veterans affairs in consultation with the governor determines the emergency to be ceased.

(c) In the event that emergency response operations are initiated at a state-operated
veterans' home pursuant to subsection (b), the superintendent of the affected home in
coordination with the executive director of veterans' homes and housing shall ensure that
appropriate mental health resources are made available to employees.

(d) Not less than quarterly, the executive director of veterans' homes and housing shall
meet with the leadership of each state-operated veterans' home, including the superintendent and
deputy superintendent, and the Massachusetts Veterans' Homes Advisory Council.

217 Section 15. (a) Each state-operated veterans' home shall employ an ombudsperson as a 218 full-time, paid position for the purpose of advocating on behalf of residents and staff of the home 219 and of receiving, investigating and resolving through administrative action, in a timely manner, 220 complaints filed by residents and staff of the home, individuals acting on their behalf or any 221 individual organization or government agency that has reason to believe that the home, an 222 organization or a government agency has engaged in activities, practices or omissions that 223 constitute violations of applicable statutes or regulations or that may have an adverse effect upon 224 the health, safety, welfare or rights of residents or staff of the home. Said ombudsperson may 225 work with leadership at the home or the executive director of veterans' homes and housing as 226 needed to resolve any complaint and shall inform the party that initiated the complaint once a 227 resolution has been reached. The ombudsperson shall report to the secretary of veterans affairs. 228 Said ombudsperson may also facilitate family meetings, provide outreach, create training 229 programs and lead orientation meetings for new residents of the homes and their families. Said 230 ombudsperson shall not be subject to the provisions of section 9A of chapter 30 or chapter 31.

231 (b) The secretary of veterans affairs shall establish an emergency communications hotline 232 that allows residents and staff at any state-operated veterans' home, individuals acting on their 233 behalf or any individual organization to communicate time-sensitive concerns to the office of the 234 secretary of veterans affairs and the department of public health, including, but not limited to, 235 time-sensitive and critical complaints about management, personnel, staffing, operational issues 236 or misuse of public funds. Any complaint submitted through said hotline may be submitted 237 anonymously. Hotline staff shall report to the secretary of veterans affairs, and the secretary shall 238 ensure that complaints raised through the hotline are investigated and resolved in a timely 239 manner.

(c) The ombudsperson for each state-operated veterans' home and hotline staff may refer
a matter to the other when appropriate. In such cases, said ombudsperson and hotline staff shall
share information only to the extent necessary to complete the referral. When appropriate, said
ombudsperson or hotline staff may refer a complaint to another state agency or entity charged
with investigating the specific type of complaint.

245 (d) No person shall discharge or cause to be discharged or otherwise discipline or in any 246 manner discriminate against or thereafter take any retaliatory action against any resident or staff 247 of a state-operated veterans' home, individual acting on their behalf or individual organization 248 for filing a complaint with the ombudsperson for a state-operated veterans' home or the 249 emergency hotline or disclosing information in an investigation resulting from any such 250 complaint, provided that the complaint was not made or the information was not disclosed with 251 the knowledge that it was false or with willful disregard for its truth or falsity. The 252 ombudsperson for each home and hotline staff shall make every effort to ensure the 253 confidentiality of those who submit complaints to them.

(e) The ombudsperson for each state-operated veterans' home and the hotline staff shall
receive standardized training regarding their roles and responsibilities. The secretary of veterans
affairs in consultation with the executive director of veterans' homes and housing shall design
and update as needed an appropriate training program.

(f) Said ombudsperson and hotline staff shall submit an annual report to the secretary of
veterans affairs and the joint committee on veterans and federal affairs including, but not limited
to, summaries of their caseloads and efforts to create transparency and accountability at the
homes.

262 Section 16. (a) All state-operated veterans' homes in the commonwealth shall apply for 263 and maintain certification by the Centers for Medicare and Medicaid Services to participate in 264 the Medicare and Medicaid programs, pursuant to subpart B of part 483 of title 42 of the U.S. 265 code of federal regulations. The superintendent of each state-operated veterans' home in 266 coordination with the executive director of veterans' homes and housing shall ensure that 267 compliance with the requirements of said subpart of the U.S. code of federal regulations is 268 maintained and that compliance failures are addressed in a timely manner. Should any 269 compliance failures be identified during the annual survey conducted by the division of health 270 care facility licensure and certification, the superintendent in coordination with the executive 271 director shall submit a report to the governor, the secretary of veterans affairs, the secretary of 272 health and human services, the Massachusetts Veterans' Homes Advisory Council and the 273 appropriate local stewardship body no later than 30 days after the compliance failures are 274 identified outlining the compliance failures and a plan for taking corrective action.

275 (b) The superintendent of each state-operated veterans' home, in coordination with the 276 executive director of veterans' homes and housing, shall make every effort to achieve a five-star 277 rating for staffing from the Centers for Medicare and Medicaid Services. In any quarter that a 278 five-star rating for staffing is not achieved, the superintendent in coordination with the executive 279 director shall submit a report to the governor, the secretary of veterans affairs, the secretary of 280 health and human services, the Massachusetts Veterans' Homes Advisory Council and the 281 appropriate local stewardship body no later than 30 days after the publication of the rating 282 indicating: (i) areas of staffing that require improvement; (ii) a plan for improving staffing with 283 the goal of achieving a five-star rating; and (iii) if this is not the first such report to be submitted 284 in consecutive quarters, a summary of the steps already taken to improve staffing.

(c) The superintendent of each state-operated veterans' home, in coordination with the
executive director of veterans' homes and housing, shall ensure that the home adheres to
guidelines for trauma-informed care as outlined by the U.S. Centers for Disease Control and
Prevention.

SECTION 11. There shall hereby be established an advisory commission to designate the Soldiers' Home of Massachusetts and the Soldiers' Home in Holyoke. The new designation for the homes shall be named after Massachusetts veterans who paid the ultimate sacrifice in service to the nation. The commission shall consider recommendations from the general public ranging from local veteran heroes to recipients of the Medal of Honor, the nation's highest military honor.

The advisory commission shall consist of 9 members: the Department Adjutant of the
Disabled American Veterans of Massachusetts, or a designee; the State Commander of Veterans

of Foreign Wars of Massachusetts, or a designee; the Department Commander of the American
Legion Department of Massachusetts, Inc, or a designee; the District Commander of American
Veterans of Massachusetts, or a designee; the executive director of Massachusetts Fallen Heroes,
or a designee; the executive director of Military Friends Foundation, or a designee; the executive
director of the Massachusetts Military Heroes Fund, or a designee; the executive director of
Home Base, or a designee; and the military archivist of the Massachusetts Archives Division
under the Secretary of the Commonwealth.

304 The advisory commission shall have at least one public hearing in Holyoke and at least 305 one public hearing in Chelsea to seek recommendations for the designation of the homes. The 306 commission shall recommend to the governor and the secretary of veterans affairs potential 307 designations for the two Soldiers' Homes, or any future state-operated veterans' homes. Upon 308 approval from the governor, any new designation shall require approval from the general court. 309 SECTION 12. Section 40 and 41 of chapter 6 of the General Laws is hereby repealed. 310 SECTION 13. Section 70 and 71 of chapter 6 of the General Laws is hereby repealed. 311 SECTION 14. Subsection (c) of section 14 of chapter 115A of the General Laws, as 312 established by section 10 of this act, shall apply retroactively to all employees of the Soldiers' 313 Home in Holyoke who were employed between March 1, 2020 and June 1, 2020. 314 SECTION 15. This act shall take effect upon its passage.