A BILL FOR AN ACT

RELATING TO THE BANK OF THE STATE OF HAWAII.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF HAWAII:

1	SECTION 1. The Hawaii Revised Statutes is amended by
2	adding a new chapter to be appropriately designated and to read
3	as follows:
4	"CHAPTER
5	BANK OF THE STATE OF HAWAII
6	\$ -1 Bank of the State of Hawaii; established. (a) The
7	bank of the State of Hawaii shall be established.
8	(b) The purposes of the bank of the State of Hawaii shall
9	be to:
10	(1) Support economic development by increasing access to
11	capital for businesses and farms within the State in
12	partnership with local financial institutions;
13	(2) Provide support and stability to the local financial
14	sector, and not in any way to compete with community
15	banks, credit unions, or other financial institutions;
16	(3) Provide stability to the local housing market and
17	reduce the number of wrongful and fraudulent
18	foreclosures conducted by mortgagees, as defined in
	11D0103 11D1 1D10 0010 1006

1		chapter 667, that lack adequate legal standing to
2		collect on certain mortgage loans;
3	(4)	Reduce the costs paid by the State for basic banking
4		services; and
5	(5)	Return profits, beyond those necessary to accomplish
6		the mission and for continued sound operation of the
7		bank, to the general fund.
8	S	-2 Board of the bank; powers and duties. (a) The
9	board of	the bank of the State of Hawaii shall operate, manage,
10	and contro	ol the bank of the State of Hawaii. The board shall
11	locate and	d maintain places of business of the bank and adopt and
12	enforce r	ules, orders, and bylaws for the transaction of the
13	bank's bus	siness.
14	(b)	The board of the bank of the State of Hawaii shall
15	consist of	f the governor; the director of finance; the director
16	of labor a	and industrial relations; the director of business,
17	economic o	development, and tourism; and the chairperson of the
18	board of I	land and natural resources. The powers of the board
19	and the fu	unctions of the bank shall be implemented through
20	actions ta	aken and policies and rules adopted by the board.
21	(c)	The governor shall act as chairperson of the board.
22	The board	shall adopt rules requiring the holding of regular

- 1 meetings and specifying the means for providing notice of the
- 2 meetings.
- 3 (d) Three members of the board shall constitute a quorum
- 4 to transact business and exercise all rights, duties, and powers
- 5 of the board.
- 6 (e) A special meeting of the board may be called at any
- 7 time upon notice by the governor or by a majority of the members
- 8 of the board.
- 9 (f) The board shall appoint a president of the bank, who
- 10 shall have extensive experience in banking. The board may
- 11 appoint and employ any subordinate officers, employees, and
- 12 agents as the board considers necessary, and shall define the
- 13 duties, designate the titles, and fix the compensation of all
- 14 those persons. The board may designate the president or other
- 15 officers or employees as its agent in respect to the functions
- 16 of the bank, subject to the supervision, limitation, and control
- 17 of the board.
- 18 (g) The board may remove and discharge any person
- 19 appointed in the exercise of its powers granted under this
- 20 chapter.
- 21 S -3 Advisory board of directors; appointment and
- 22 duties. (a) To enlist the help of private enterprise and to

- 1 encourage active exercise of the purposes for which the bank of
- 2 the State of Hawaii was established, the board of the bank of
- 3 the State of Hawaii shall appoint an advisory board of directors
- 4 that shall consist of eight members.
- 5 (b) The members of the advisory board of directors shall
- 6 include representatives of the State's financial, business,
- 7 agricultural, housing, and public labor sectors. At least two
- 8 members shall be officers of banks or credit unions incorporated
- 9 in the State.
- 10 (c) The board of the bank of the State of Hawaii shall
- 11 appoint a chairperson, vice-chairperson, and secretary of the
- 12 advisory board from among the advisory board of directors
- 13 members. The term of office of members of the advisory board of
- 14 directors shall be set by the board of the bank of the State of
- 15 Hawaii, but shall not exceed four years.
- 16 (d) The advisory board of directors shall:
- 17 (1) Meet regularly with the management officers of the
- 18 bank to review the bank's operations and finances to
- determine whether recommendations should be made by
- the advisory board of directors to the board of the
- 21 bank of the State of Hawaii relating to improved
- 22 management performance, better customer service, and

1		overall improvement in internal methods, procedures,
2		and operating policies of the bank;
3	(2)	Make recommendations to the board of the bank of the
4		State of Hawaii relating to the establishment of
5		additional objectives for the operation of the bank;
6	(3)	Make recommendations to the board of the bank of the
7		State of Hawaii concerning the appointment of officers
8		of the bank;
9	(4)	Meet regularly with the board of the bank of the State
10		of Hawaii to present any recommendations concerning
11		the bank; and
12	(5)	Participate on loan committees, pursuant to rules
13		adopted by the board of the bank of the State of
14		Hawaii under section -7.
15	s ·	-4 Deposits of public funds. (a) The bank of the
16	State of I	Hawaii may accept deposits of public funds. Except as
17	otherwise	provided in section -5, the bank may not accept
18	deposits o	of private funds. All income earned by the bank for
19	its own ac	count on public funds shall be credited to and become
20	a part of	the revenues and income of the bank.
21	(b)	Whenever any public funds are deposited in the bank,
22	the offici	al having control of the public funds and the sureties

on the bond of the official shall be exempt from all liability 1 by reason of loss of any of the funds while deposited in the 2 3 bank. 4 The bank shall pay interest on deposits of public funds at a rate comparable to rates paid by private depositories 5 of public funds and, as determined by the board of the bank of 6 7 the State of Hawaii, may offer other financial products to the 8 department of budget and finance. 9 (d) The department of budget and finance shall deposit **10** into the bank moneys from the general fund in an amount that the 11 department of budget and finance determines is necessary to 12 allow the bank to fulfill its duties under this chapter. 13 S -5 Powers of the bank. The bank of the State of 14 Hawaii may: 15 Make, purchase, guarantee, or hold loans: 16 (A) To state chartered or federally chartered lending 17 agencies or institutions or other financial 18 institutions; 19 That are insured or guaranteed in whole or in (B) 20 part by the United States, its agencies, or

instrumentalities;

1		(C) Obtained as security pledged for or originated in
2		the restructuring of, any other loan properly
3		originated or participated in by the bank; or
4		(D) To instrumentalities of the State;
5	(2)	Purchase participation interests in loans made or held
6		by banks, bank holding companies, state chartered or
7		federally chartered lending agencies or institutions,
8		or any other financial institution or entity that
9		provides financial services and meets underwriting
10		standards that are established by the board of the
11		bank of the State of Hawaii and that are generally
12		accepted by state or federal financial regulatory
13		agencies;
14	(3)	Invest its funds in conformity with policies of the
15		board of the bank of the State of Hawaii and the
16		department of budget and finance;
17	(4)	Buy and sell federal funds;
18	(5)	Lease, assign, sell, exchange, transfer, convey,
19		grant, pledge, or mortgage all real and personal
20		property, title to which has been acquired in any
21		manner;

1	(6)	Perform all acts and do all things necessary,
2		convenient, advisable, or desirable to carry out the
3		powers expressly granted or necessarily implied in
4		this chapter through or by means of its president,
5		officers, agents, or employees or by contracts with
6		any person, firm, or corporation;
7	(7)	Purchase, guarantee, or hold loans originated by
8		financial institutions doing business in this State;
9	(8)	Make loans in the form of participation loans to
10		qualified persons residing in or doing business in
11		this State where the originator of the loan is a
12		private financial institution;
13	(9)	Act as a custodian bank for financial institutions
14		organized under the laws of this State and accept
15		deposits from the financial institutions in connection
16		with this function;
17	(10)	Issue bank stock loans to financial institutions
18		organized under the laws of this State;
19	(11)	For financial institutions that make the bank a
20		reserve depository, perform the functions and render
21		the services of a clearinghouse, including all
22		facilities for providing domestic and foreign exchange

1		and may rediscount paper, on terms prescribed by the
2		board of the bank of the State of Hawaii;
3	(12)	Enter into contractual agreements with local financial
4		institutions to provide mortgage servicing for
5		properties subject to the short-sale program for
6		problematic mortgages under section -13; and
7	(13)	Enter into contractual agreements with local financial
8		institutions for the purpose of supporting the
9		availability of mortgage servicing by licensees
10		maintaining an office in the State pursuant to section
11		454M-5.
12	S	-6 Income; excess earnings. Except as otherwise
13	provided,	as soon as possible after the end of each calendar
14	year, the	board of the bank of the State of Hawaii shall
15	determine	the amount of income, if any, earned by the bank of
16	the State	of Hawaii in that calendar year that is in excess of
17	amounts n	ecessary to pay for expenses of administering the
18	activitie	s of the bank. The amount of the excess shall be
19	transferr	ed to the general fund.
20	S	-7 Rulemaking powers. (a) The board of the bank of
21	the State	of Hawaii shall adopt rules to:

1	(1)	Ensure the safety and soundness of the bank of the
2		State of Hawaii that, to the extent possible, reflect
3	•	applicable standards for safety and soundness set
4		forth in 12 C.F.R. part 364;
5	(2)	Specify the bank's powers and permissible investments
6		and activities;
7	(3)	Authorize specific services that the bank may provide
8	(4)	Specify limits for loans and other obligations the
9		bank makes or undertakes;
10	(5)	Specify reserve requirements;
11	(6)	Effectuate a short-sale program for the purpose of
12		purchasing owner-occupied residential property in
13		conformity with section -13; and
14	(7)	Establish other requirements that the board considers
15		necessary.
16	(b)	The department of commerce and consumer affairs shall
17	examine th	ne bank no less than once each calendar quarter to
18	verify that	at the bank is complying with the rules adopted
19	pursuant t	to subsection (a). The department of commerce and
20	consumer a	affairs shall report the results of the examination to
21	the board	of the bank of the State of Hawaii and to the

- 1 legislature. The report shall be a public record subject to
- 2 disclosure pursuant to chapter 92.
- 3 (c) The state auditor shall audit the accounts and
- 4 financial affairs of the bank no less than once every two years.
- 5 S -8 Deposits; guaranteed by State; exempt from
- 6 taxation. (a) All deposits in the bank of the State of Hawaii
- 7 shall be guaranteed by the State.
- 8 (b) The deposits and any income earned by the bank of the
- 9 State of Hawaii shall not be subject to state or local taxes of
- 10 any kind.
- 11 § -9 Civil actions. (a) Civil actions may be brought
- 12 as provided in this section against the State on account of
- 13 claims for relief asserted to have arisen out of transactions
- 14 connected with the operation of the bank of the State of Hawaii.
- 15 (b) In an action brought under this section, the State
- 16 shall be designated as the State of Hawaii, doing business as
- 17 the bank of the State of Hawaii.
- 18 (c) An action brought under this section may be brought in
- 19 the same manner and shall be subject to the same laws as other
- 20 civil actions. The action shall be brought in a circuit court
- 21 in the State.

- 1 § -10 Public officials; exemption from liability.
- 2 Whenever any public funds are deposited in the bank of the State
- 3 of Hawaii, the public official who deposited the funds and the
- 4 sureties on any bond of the public official shall be exempt from
- 5 liability by reason of loss of any of the funds while the funds
- 6 are deposited in the bank of the State of Hawaii.
- 7 § -11 Conduct of business; execution of instruments.
- 8 (a) All business of the bank of the State of Hawaii shall be
- 9 conducted under the name of the bank of the State of Hawaii.
- 10 Title to property pertaining to the operation of the bank shall
- 11 be obtained and conveyed in the name of the bank of the State of
- 12 Hawaii, doing business as the bank of the State of Hawaii.
- 13 (b) Instruments shall be executed in the name of the State
- 14 of Hawaii. Within the scope of authority granted by the board
- 15 of the bank of the State of Hawaii, the president of the bank
- 16 may execute instruments on behalf of the bank, including any
- 17 instrument granting, conveying, or otherwise affecting any
- 18 interest in or lien upon real or personal property.
- (c) Other officers or employees of, and legal counsel to,
- 20 the bank may execute instruments on behalf of the bank when
- 21 authorized by the board of the bank of the State of Hawaii.

1	S	-12 Certain records confidential. (a) The following
2	records o	of the bank of the State of Hawaii shall be confidential
3	and shall	not be disclosed:
4	(1)	Commercial or financial information of a customer of
5		the bank, whether obtained directly or indirectly,
6		other than information disclosed in routine credit
7		inquiries concerning information that is required to
8		be disclosed in accordance with due legal process;
9	(2)	Internal or interagency memoranda or letters that
10		would not be available by law to a party other than in
11		litigation with the bank; and
12	(3)	Except as provided in section -7, information that
13		is contained in or related to a report of an
14		examination or operating or condition reports prepared
15		by, on behalf of, or for the use of, a state or
16		federal agency responsible for the regulation or
17		supervision of any bank activity.
18	(b)	As used in this section, "customer" means any person
19	that has	transacted or is transacting business with, or has
20	used, or	is using the services of, the bank of the State of
21	Hawaii, o	r for which the bank has acted or is acting as a

fiduciary with respect to trust property.

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             -13 Purchase program for distressed residential
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    properties encumbered by problematic mortgages. (a)
                                                           Pursuant
    to rules adopted under section -7, the bank of the State of
 3
    Hawaii shall establish a purchase program for the purpose of
 4
 5
    acquiring title to residential property encumbered by certain
 6
    mortgages and connected to promissory notes.
 7
         Under the purchase program, the bank of the State of Hawaii
 8
    may purchase residential property occupied by one or more
 9
    persons who hold title to the property if the mortgagee's lien
10
    and its supporting documentation fail to adequately demonstrate
11
    that the mortgagee has the right to collect on the mortgagor's
12
    indebtedness or that the mortgagee has legal authority to
13
    foreclose on a property.
14
         (b) An owner-occupant who has been using the subject
15
    property as a primary residence for a continuous period of not
16
    less than two hundred days immediately prior to the date when
17
    the owner-occupant received a letter of default on the mortgage
18
    or notice that the owner-occupant's application for a mortgage
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    modification under a federally sponsored program has been denied
    shall be entitled to apply for consideration into the purchase
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program. The application shall conform to rules adopted

pursuant to section -7 and shall include copies of:

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1	(T)	The three most recent statements for the mortgage
2		loan;
3	(2)	The promissory note;
4	(3)	The mortgage agreement; and
5	(4)	The letter of default or notice that the owner-
6		occupant's application for a mortgage modification
7		under a federally sponsored program has been denied.
8	(c)	Within forty-five days of receiving an application
9	pursuant (to subsection (b), the bank of the State of Hawaii
10	shall rev	iew the application and determine whether the property
11	shall be a	accepted for further evaluation.
12	If th	ne bank of the State of Hawaii determines that the
13	property s	shall be accepted for further evaluation, within the
14	forty-five	e day review period, the bank shall send notice to the
15	mortgagee	and its agents on record at the bureau of conveyances
16	including	all affiliates that may be reported pursuant to any
17	affiliate	statement recorded pursuant to sections 454M-
18	5(a)(4)(F)	and 667-58(a), and any entities purporting to
19	represent	the mortgagee as reflected in the mortgage statements
20	provided i	n the application. The notice shall describe the
21	purchase p	program and include details about the program's

1 requirements as set forth by rules adopted pursuant to 2 section -7. 3 If the bank of the State of Hawaii determines that the application shall not be accepted for further evaluation, the 4 5 bank shall provide written notification to the applicant stating 6 the reasons for that determination within the forty-five day 7 review period. 8 Within thirty days of receiving notice under 9 subsection (c), the mortgagee shall submit a written response to 10 the bank of the State of Hawaii. The response shall include: 11 A copy of the promissory note, signed by the 12 mortgagor, including any endorsements, allonges, **13** amendments, or riders to the note evidencing the 14 mortgage debt; 15 (2) A copy of the mortgage document and any amendments, 16 riders, or other documentation evidencing the **17** mortgagee's right to foreclose and interest in the 18 property, including any interest as a successor or 19 assignee; and 20 A certification under penalty of perjury describing (3) 21 the nature of the mortgagee's legal ownership of the

mortgage loan that includes:

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1	(A) Info	rmation about the chain of possession and the
2	trans	sfer between all holders in due course of the
3	mort	gage note from the origination of the
4	mort	gage loan to the present mortgagee; provided
5	that	descriptions of each transaction that
6	effe	ctuated a transfer of the mortgage note shall
7	inclu	ıde:
8	(i)	The names of the individuals involved;
9	(ii)	The principal employers and the employers'
10		state of incorporation for the individuals
11		involved;
12	(iii)	The authority conferred to the individuals;
13	(iv)	The dates on which the mortgage note was
14		negotiated; and
15	(v)	The manner in which the note was endorsed;
16	(B) Infor	rmation about the assignment or transfer of
17	each	mortgage agreement, including:
18	(i)	The entities assigned the rights to enforce
19		the mortgage agreement;
20	(ii)	The individuals who signed documentation to
21		effectuate the transfer;
22	(iii)	Their titles;

1	(iv)	Their principal employers;
2	(v)	The state of incorporation of those
3		employers;
4	(vi)	A description of the authority conferred to
5		the individuals;
6	(vii)	The dates on which the mortgage agreements
7		were assigned or transferred;
8	(viii)	The manner of the assignment or transfer;
9		and
10	(ix)	A description of the extent to which the
11		mortgage agreement transfers or assignments
12		coincided with the negotiations or transfers
13		of the mortgage note; and
14	(C) The	bureau of conveyances document number for
15	ever	y assignment or transfer of the mortgage note
16	or m	ortgage agreement recorded and a copy of each
17	fili	ng.
18	The mortgagee'	s response shall provide an explanation for
19	any failure to prov	ide any of the items enumerated in this
20	subsection.	
21	Failure to res	pond to a notice received under subsection
22	(c) within seventy-	five days shall result in an automatic
		1000

- 1 referral to the department of the attorney general and the
- 2 department of commerce and consumer affairs for investigation
- 3 pursuant to subsection (f), as well as to the attorney general
- 4 of the state within which the mortgagee is incorporated. An
- 5 automatic referral pursuant to this subsection shall pursuant to
- 6 subsection (f) operate as an automatic stay on any foreclosure
- 7 action.
- 8 (e) At any time after receiving notice under subsection
- 9 (c), a mortgagee may elect to participate in the purchase
- 10 program as a qualified mortgagee pursuant to rules adopted under
- 11 section -7.
- 12 (f) Within forty-five days of receiving the mortgagee's
- 13 response pursuant to subsection (d), the bank of the State of
- 14 Hawaii shall make a determination whether to refer the subject
- 15 mortgage loan to the department of the attorney general, the
- 16 department of commerce and consumer affairs, and the attorney
- 17 general of the state within which the mortgagee is incorporated
- 18 for a legal investigation and possible action for the purpose of
- 19 determining the mortgagee's legal authority to collect on the
- 20 mortgage indebtedness and enforce the mortgage agreement;
- 21 provided that if no document was filed or recorded respecting a
- 22 given assignment or transfer of the mortgage note or mortgage

- 1 agreement, or such filing or recording occurred more than
- 2 months after the assignment or transfer, the bank of
- 3 the State of Hawaii shall make the referral.
- 4 Written notification of the referral for legal
- 5 investigation pursuant to this section shall operate as a stay
- 6 of any foreclosure proceeding under chapter 667, and may be
- 7 filed or recorded, as appropriate, at the land court or bureau
- 8 of conveyances.
- 9 Upon a stay pursuant to this subsection, a mortgagee shall
- 10 not foreclose upon a mortgage subject to the stay until the
- 11 department of the attorney general or the department of commerce
- 12 and consumer affairs releases the stay by recording a release at
- 13 the bureau of conveyances, or as otherwise provided by law or
- 14 court order.
- 15 If the bank of the State of Hawaii determines that a
- 16 referral for investigation is not warranted, the bank shall
- 17 promptly notify the mortgagee and the owner-occupant applicant
- 18 before the end of the forty-five day period that the subject
- 19 property is no longer being evaluated by the purchase program.
- 20 The notice may be recorded at the bureau of conveyances to
- 21 release the stay of any foreclosure activity.

1	Noth	ing in this subsection shall be construed as preventing
2	a mortgag	ee from filing a claim in circuit court to lift the
3	stay by o	rder.
4	(g)	Terms and conditions for owner-occupants and qualified
5	mortgagee	s participating in the purchase program shall be set
6	forth by	rule under section -7; provided that:
7	(1)	Should the mortgagee agree to participate in the
8		purchase program, the stay on any foreclosure process
9		and the referral for investigation made pursuant to
10		subsection (f) shall be withdrawn;
11	(2)	Should the owner-occupant decline the offer purchase
12		price under paragraph (3), the stay on any foreclosure
13		process and the referral for investigation made
14		pursuant to subsection (f) shall be withdrawn;
15	(3)	Upon agreement by the owner-occupant and the qualified
16		mortgagee, the bank of the State of Hawaii may offer
17		to purchase the subject property from the owner-
18		occupant for a price that shall not exceed seventy-
19		five per cent of the principal balance due on the
20		mortgage loan at the time of the mortgagee's election
21		to participate;

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2		be paid to the qualified mortgagee and shall be deemed
3		to fully satisfy the subject mortgage debt and release
4		the lien held by the mortgagee;
5	(5)	The former owner-occupant shall be permitted to rent
6		the property for a minimum period of six months from
7		the date of transfer at a rate that shall be based
8		upon an independent appraisal of the fair-market rent
9		for the property;
10	(6)	The former owner-occupant shall be required to consult
11		with an approved housing counselor or an approved
12		budget and credit counselor as defined under chapter
13		667;
14	(7)	Upon the recommendation of an approved housing
15		counselor or an approved budget and credit counselor,
16		the bank of the State of Hawaii may offer to sell the
17		subject property back to the former owner-occupant
18		without the property being subject to a mortgage and

for a price that shall not exceed ninety per cent of

the prior mortgagee's mortgage loan balance; provided

that the payment plan is reasonable and affordable to

(4) The amount of the purchase price of the property shall

the owner-occupant; and

1	(8) The	owner-occupant shall:
2	(A)	Be prohibited from selling the property for a
3		period of months after repurchasing it
4		pursuant to paragraph (7); and
5	(B)	Agree that, upon any resale of the property to a
6		subsequent purchaser, the owner-occupant shall
7		pay the bank of the State of Hawaii a share of
8		the appreciation represented by the proportion of
9		the price at which the owner-occupant purchased
10		the property from the bank of the State of Hawaii
11)	to the subsequent sale price; provided that the
12		property is sold for fair market value at a price
13		approved of by the bank of the State of Hawaii.
14	(h) Purs	uant to rules adopted under section -7, the
15	bank of the St	ate of Hawaii shall provide grants to approved
16	housing counse	lors and approved budget and credit counselors, as
17	defined under	chapter 667, that are based within the State for
18	the purposes o	f subsection (g)."
19	SECTION 2	. Section 36-1, Hawaii Revised Statutes, is
20	amended to rea	d as follows:
21	"§36-1 R	esponsibility for moneys. [The] Except for moneys
22	deposited with	the bank of the State of Hawaii, the director of

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- 1 finance shall be responsible for the safekeeping of all moneys
- 2 paid into the treasury, and for the proper disbursement and
- 3 appropriation thereof, pursuant to the laws; and the director
- 4 shall be liable therefor on the director's official bond,
- 5 provided that in case of the larceny or embezzlement of any
- 6 moneys, by any officer of the director's department, or other
- 7 persons, the director shall be allowed to give that fact, and
- 8 that the director had no collusive knowledge thereof, in
- 9 evidence, and the establishment of these facts shall discharge
- 10 the director from responsibility."
- 11 SECTION 3. Section 38-1, Hawaii Revised Statutes, is
- 12 amended by amending the definition of "depository" to read as
- 13 follows:
- 14 "Depository includes the bank of the State of Hawaii, any
- 15 federally insured national or state bank, savings and loan
- 16 association, or financial services loan company; or federal or
- 17 state credit union insured by the national credit union
- 18 administration authorized to do business in this State."
- 19 SECTION 4. Section 412:1-109, Hawaii Revised Statutes, is
- 20 amended by amending the definition of "depository institution"
- 21 to read as follows:

- 1 ""Depository institution" means a financial institution
- 2 that is authorized to accept deposits under its chartering or
- 3 licensing authority and includes the bank of the State of
- 4 Hawaii, a bank, savings bank, savings and loan association,
- 5 depository financial services loan company, credit union, or
- 6 intra-Pacific bank."
- 7 SECTION 5. Statutory material to be repealed is bracketed
- 8 and stricken. New statutory material is underscored.
- 9 SECTION 6. This Act shall take effect on July 1, 2112.

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Report Title:

Financial Institutions; State Bank; Mortgage Foreclosure

Description:

Establishes the bank of the State of Hawaii. Effective July 1, 2112. (HB2103 HD1)

The summary description of legislation appearing on this page is for informational purposes only and is not legislation or evidence of legislative intent.