A BILL FOR AN ACT

RELATING TO MONEY TRANSMITTERS.

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

1	SECTION 1. Section 489D-4, Hawaii Revised Statutes, is
2	amended as follows:
3	1. By amending the definition of "outstanding payment
4	instrument" to read:
5	""Outstanding payment [instrument"] obligation" means
6	[any] <u>:</u>
7	(1) Any payment instrument issued by the licensee that has
8	been sold in the United States:
9	$[\frac{(1)}{(A)}]$ Directly by the licensee; or
10	$\left[\frac{(2)}{(B)}\right]$ By an authorized delegate of the licensee in the
11	United States, which has been reported to the
12	licensee as having been sold,
13	and that has not yet been paid by or for the
14	licensee[-]; and
15	(2) All other outstanding money transmission obligations
16	of the licensee issued in the United States."
17	2. By amending the definition of "payment instrument" to
18	read:

- ""Payment instrument" means any electronic or written
- 2 check, draft, money order, traveler's check, or other electronic
- 3 instrument or written instrument or order for the transmission
- 4 or payment of money, sold or issued to one or more persons,
- 5 whether or not the instrument is negotiable. The term "payment
- 6 instrument" does not include any credit card voucher, any letter
- 7 of credit, or any instrument that is redeemable by the issuer in
- 8 goods or services."
- 9 3. By amending the definition of "person" to read:
- 10 ""Person" means any individual, partnership, limited
- 11 liability company, association, joint-stock association, trust,
- 12 [ex] corporation[-], or other entity, however organized."
- 4. By amending the definition of "principal" to read:
- ""Principal" means any person, or group of persons acting
- 15 in concert, who exercises control over or has a twenty-five per
- 16 cent ownership interest or more in an applicant or licensee
- 17 under this chapter. Principal also includes a manager [and
- 18 anyone else who supervises or is in charge of the applicant or
- 19 licensee.] and executive officers."
- 20 5. By repealing the definition of "key shareholder".

1 [""Key shareholder" means any person, or group of persons 2 acting in concert, who is the owner of twenty five per cent or more of any voting class of an applicant's stock."] 3 4 SECTION 2. Section 489D-8, Hawaii Revised Statutes, is 5 amended to read as follows: 6 "[f]\$489D-8[f] Permissible investments and statutory 7 trust. (a) A licensee, at all times, shall possess permissible 8 investments having an aggregate market value, calculated in 9 accordance with generally accepted accounting principles, of not 10 less than the aggregate amount of all outstanding payment 11 [instruments issued or sold by the licensee in the United 12 States.] obligations. This requirement may be waived by the 13 commissioner if the dollar volume of a licensee's outstanding 14 payment [instruments] obligations does not exceed the bond or 15 other security devices posted by the licensee pursuant to 16 section 489D-7. 17 Permissible investments, even if commingled with other 18 assets of the licensee, shall be held in trust for the benefit 19 of the purchasers and holders of the licensee's outstanding 20 payment [instruments] obligations in the event of the bankruptcy 21 of the licensee."

1	SECTION 3	. Section 489D-9, Hawaii Revised Statutes, is
2	amended by ame	nding subsection (d) to read as follows:
3	"(d) An	application for a license under this chapter shall
4	be made in wri	ting, and in a form prescribed by NMLS or by the
5	commissioner.	Each application shall contain the following:
6	(1) For	all applicants:
7	(A)	The exact name of the applicant, any fictitious
8		or trade name used by the applicant in the
9		conduct of its business, the applicant's
10		principal address, and the location of the
11		applicant's business records;
12	(B)	The history of the applicant's material
13		litigation and criminal convictions for the five-
14		year period prior to the date of the application;
15	(C)	A description of the business activities
16		conducted by the applicant and a history of
17		operations;
18	(D)	A description of the business activities in which
19		the applicant seeks to engage within the State;

1	(E)	A list identifying the applicant's proposed
2		authorized delegates in the State, if any, at the
3		time of the filing of the license application;
4	(F)	A sample authorized delegate contract, if
5		applicable;
6	(G)	A sample form of payment instrument, if
7		applicable;
8	(H)	The locations where the applicant and its
9		authorized delegates, if any, propose to conduct
10		their licensed activities in the State;
11	(I)	The name and address of the clearing bank or
12		banks on which the applicant's payment
13		instruments will be drawn or through which
14		payment instruments will be payable;
15	(U)	Disclosure of any pending or final suspension,
16		revocation, or other enforcement action by any
17		state or governmental authority for the five-year
18		period prior to the date of the application; and
19	(K)	Any other information the commissioner may
20		require;

1	(2)	If t	he applicant is a corporation, the applicant shall
2		also	provide:
3		(A)	The date of the applicant's incorporation and
4			state of incorporation;
5		(B)	A certificate of good standing from the state in
6			which the applicant was incorporated;
7		(C)	A description of the corporate structure of the
8			applicant, including the identity of any parent
9			or subsidiary company of the applicant, and the
10			disclosure of whether any parent or subsidiary
11			company is publicly traded on any stock exchange;
12		(D)	The name, business and residence address, and
13			employment history, for the past five years, of
14			the applicant's [executive officers, and the
15			officers or managers who will be in charge of the
16			applicant's activities to be licensed under this
17			chapter; principals, and each person who upon
18			approval of the application will be a principal
19			of the licensee;
20		[(E)	The name, business and residence address, and
21			employment history of any key shareholder of the

1		applicant, for the period of five years before
2		the date of the application;
3	(F)]	(E) For the five-year period prior to the date
4		of the application, the history of material
5		litigation involving, and criminal convictions
6		of, [every executive officer or key shareholder]
7		each principal of the applicant;
8	[(G)]	(F) A copy of the applicant's most recent
9		audited financial statement, including balance
10		sheets, statements of income or loss, statements
11		of changes in shareholder equity and statements
12		of changes in financial position, and, if
13		available, the applicant's audited financial
14		statements for the preceding two-year period or,
15		if the applicant is a wholly owned subsidiary of
16		another corporation, either the parent
17		corporation's consolidated audited financial
18		statements for the current year and for the
19		preceding two-year period, or the parent
20		corporation's Form 10-K reports filed with the
21		United States Securities and Exchange Commission

1		for the prior three years in lieu of the
2		applicant's financial statements, or if the
3		applicant is a wholly owned subsidiary of a
4		corporation having its principal place of
5		business outside the United States, similar
6		documentation filed with the parent corporation's
7		non-United States regulator;
8	[(H)]	(G) Copies of all filings, if any, made by the
9		applicant with the United States Securities and
10		Exchange Commission, or with a similar regulator
11		in a country other than the United States, within
12		the year preceding the date of filing of the
13		application; and
14	[(I)]	(H) Information necessary to conduct a criminal
15		history record check in accordance with section
16		846-2.7 of each [of the executive officers, key
17		shareholders, and managers who will be in charge
18		of the applicant's activities, person who upon
19		approval of the application will be a principal
20		of the licensee, accompanied by the appropriate

1			payment of the applicable fee for each record
2			check; and
3	(3)	If t	the applicant is not a corporation, the applicant
4		shal	l also provide:
5		(A)	The name, business and residence address,
6			personal financial statement, and employment
7			history, for the past five years, of each
8			principal of the applicant;
9		(B)	The name, business and residence address, and
10			employment history, for the past five years, of
11			any other persons who upon approval of the
12			application will be [in charge of the applicant's
13			activities to be licensed under this chapter;] a
14			principal of the licensee;
15	•	(C)	The place and date of the applicant's
16			registration or qualification to do business in
17			this State;
18		(D)	The history of material litigation and criminal
19			convictions for the five-year period before the
20			date of the application for each [individual
21			having any ownership interest in] principal of

1		the applicant [and each individual who exercises
2		supervisory responsibility over the applicant's
3		activities];
4	(E)	Copies of the applicant's audited financial
5		statements, including balance sheets, statements
6		of income or loss, and statements of changes in
7		financial position for the current year and, if
8		available, for the preceding two-year period; and
9	(F)	Information necessary to conduct a criminal
10		history record check in accordance with section
11		846-2.7 of each principal of the applicant,
12		accompanied by the appropriate payment of the
13		applicable fee for each record check."
14	SECTION 4	. Section 489D-12, Hawaii Revised Statutes, is
15	amended by ame	nding subsection (b) to read as follows:
16	"(b) The	annual license fee shall be accompanied by a
17	report, in a fo	orm prescribed by the commissioner, which shall
18	include:	
19	(1) A co	py of the licensee's most recent audited annual
20	fina	ncial statement, including balance sheets,
21	state	ement of income or loss, statement of changes in

1		shareholder's equity, and statement of cash flows or,
2		if a licensee is a wholly owned subsidiary of another
3		corporation, the consolidated audited annual financial
4		statement of the parent corporation in lieu of the
5		licensee's audited annual financial statement;
6	(2)	For the most recent quarter for which data is
7		available prior to the date of filing the annual
8		report, but in no event more than one hundred twenty
9		days prior to the renewal date, the licensee shall
10		provide the number of money transmissions sold,
11		issued, or received for transmission by the licensee
12		in the State, the dollar amount of those
13		transmissions, and the dollar amounts of outstanding
14		payment [instruments currently outstanding;]
15		obligations;
16	(3)	Any material changes to any of the information
17		submitted by the licensee on its original application
18		that have not previously been reported to the
19		commissioner on any other report required to be filed
20		under this chapter;

1	(4)	For the most recent quarter for which data is
2		available prior to the date of filing the annual
3		report, but in no event more than one hundred twenty
4		days prior to the renewal date, a list of the
5		licensee's permissible investments, including the
6		total market value of each type of permissible
7		investment, and the total dollar amount of all
8		outstanding payment [instruments issued or sold by the
9		licensee in the United States; obligations;
10	(5)	A list of the locations, if any, within this State
11		where business regulated by this chapter is being
12		conducted by either the licensee or the licensee's
13		authorized delegates;
14	(6)	Disclosure of any pending or final suspension,
15		revocation, or other enforcement action by any state
16		or governmental authority;
17	(7)	The licensee's evidence of a valid bond or other
18		security device as required pursuant to section
19		489D-7; and
20	(8)	Any other information the commissioner may require.

1	A li	cense may be renewed by filing a renewal statement on a
2	form pres	cribed by NMLS or by the commissioner and paying a
3	renewal f	ee at least four weeks prior to the renewal date for
4	licensure	for the following year."
5	SECT	ION 5. Section 489D-14, Hawaii Revised Statutes, is
6	amended t	o read as follows:
7	"§48	9D-14 Extraordinary reporting requirements. Within
8	fifteen b	usiness days of the occurrence of any one of the events
9	listed be	low, a licensee shall file a written report with the
10	commissio	ner describing the event and its expected impact on the
11	licensee'	s activities in this State. These events are:
12	(1)	Any material change in information provided in a
13		licensee's application or annual report;
14	(2)	The filing for bankruptcy or reorganization by the
15		licensee;
16	(3)	Pending or final revocation, suspension, or other
17		enforcement action against the licensee by any state
18		or governmental authority relating to the licensee's
19		money transmission activities;
20	(4)	Any felony indictment of the licensee or any of its

[key shareholders,] principals[, executive officers,

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1		or officers or managers in charge of the licensee's
2		activities, related to money transmission activities;
3		and
4	(5)	Any felony conviction of the licensee or any of its
5		[key shareholders,] principals[, executive officers,
6		or officers or managers in charge of the licensee's
7		activities, related to money transmission
8		activities."
9	SECTI	ON 6. Section 489D-15, Hawaii Revised Statutes, is
10	amended by	amending subsection (b) to read as follows:
11	" (b)	After review of a request for approval under
12	subsection	(a), the commissioner may require the licensee or
13	person or	group of persons requesting approval of a proposed
14	change of	control of the licensee, or both, to provide
15	additional	information concerning the persons who are to assume
16	control of	the licensee. The additional information shall be
17	limited to	similar information required of the licensee or
18	persons in	control of the licensee as part of its original
19	license or	renewal application under sections 489D-9 and
20	489D-12.	The information shall include the history of the
21	material l	itigation and criminal convictions of [the persons who

- 1 are to assume control] each person who upon approval of the
- 2 application for change of control will be a principal of the
- 3 licensee, for the five-year period prior to the date of the
- 4 application for change of control of the licensee, and
- 5 authorizations necessary to conduct criminal history record
- 6 checks of such persons [who are to assume control of the
- 7 licensee], accompanied by the appropriate payment of the
- 8 applicable fee for each record check."
- 9 SECTION 7. Section 489D-18, Hawaii Revised Statutes, is
- 10 amended by amending subsection (a) to read as follows:
- "(a) Each licensee shall make, keep, preserve, and make
- 12 available for inspection by the commissioner the following
- 13 books, accounts, and other records for a period of three years:
- 14 (1) A record or records of each payment instrument;
- 15 (2) A general ledger containing all assets, liability,
- 16 capital, income, and expense accounts that shall be
- 17 posted at least monthly;
- 18 (3) Bank statements and bank reconciliation records;
- 19 (4) Records of all outstanding payment [instruments;]
- 20 obligations;

1	(5)	Records of each payment instrument paid within the
2		three-year period;
3	(6)	A list of the names and addresses of all of the
4		licensee's authorized delegates; and
5	(7)	Any other records the commissioner reasonably requires
6		by rule adopted pursuant to chapter 91."
7	SECT	ION 8. Section 489D-22.5, Hawaii Revised Statutes, is
8	amended b	y amending subsection (b) to read as follows:
9	"(b)	Notice pursuant to this section shall be provided at
10	least thi	rty days before the surrender of the license and shall
11	include:	
12	(1)	The date of surrender;
13	(2)	The name, address, telephone number, facsimile number,
14		and electronic address of a contact individual with
15		knowledge and authority sufficient to communicate with
16		the commissioner regarding all matters relating to the
17		licensee during the period that it was licensed
18		pursuant to this chapter;
19	(3)	The reason or reasons for surrender;
20	(4)	Total dollar amount of the licensee's outstanding
21		payment [instruments] obligations sold in Hawaii and

1		the individual amounts of each outstanding
2		[instrument,] payment obligation, and the name,
3		address, and contact phone number of the licensee to
4		which each outstanding [instrument] payment obligation
5		was assigned;
6	(5)	A list of the licensee's Hawaii authorized delegates,
7		if any, as of the date of surrender; and
8	(6)	Confirmation that the licensee has notified each of
9		its Hawaii authorized delegates, if any, that they may
10		no longer conduct money transmissions on the
11		licensee's behalf.
12	Volu	ntary surrender of a license shall be effective upon
13	the date	of surrender specified on the written notice to the
14	commissio	ner as required by this section; provided that the
15	licensee	has met all the requirements of voluntary surrender and
16	has retur	ned the original license issued."
17	SECT	ION 9. Section 846-2.7, Hawaii Revised Statutes, is
18	amended b	y amending subsection (b) to read as follows:
19	"(b)	Criminal history record checks may be conducted by:
20	(1)	The department of health or its designee on operators
21		of adult foster homes for individuals with

1		developmental disabilities or developmental
2		disabilities domiciliary homes and their employees, as
3		provided by section 321-15.2;
4	(2)	The department of health or its designee on
5		prospective employees, persons seeking to serve as
6		providers, or subcontractors in positions that place
7		them in direct contact with clients when providing
8		non-witnessed direct mental health or health care
9		services as provided by section 321-171.5;
10	(3)	The department of health or its designee on all
11		applicants for licensure or certification for,
12		operators for, prospective employees, adult
13		volunteers, and all adults, except adults in care, at
14		healthcare facilities as defined in section 321-15.2;
15	(4)	The department of education on employees, prospective
16		employees, and teacher trainees in any public school
17		in positions that necessitate close proximity to
18		children as provided by section 302A-601.5;
19	(5)	The counties on employees and prospective employees
20		who may be in positions that place them in close

1		proximity to children in recreation or child care
2		programs and services;
3	(6)	The county liquor commissions on applicants for liquor
4		licenses as provided by section 281-53.5;
5	(7)	The county liquor commissions on employees and
6		prospective employees involved in liquor
7		administration, law enforcement, and liquor control
8		investigations;
9	(8)	The department of human services on operators and
10		employees of child caring institutions, child placing
11		organizations, and foster boarding homes as provided
12		by section 346-17;
13	(9)	The department of human services on prospective
14		adoptive parents as established under section
15		346-19.7;
16	(10)	The department of human services or its designee on
17		applicants to operate child care facilities, household
18		members of the applicant, prospective employees of the
19		applicant, and new employees and household members of
20		the provider after registration or licensure as

1		provided by section 340-134, and persons subject to
. 2		section 346-152.5;
3	(11)	The department of human services on persons exempt
4		pursuant to section 346-152 to be eligible to provide
5		child care and receive child care subsidies as
6		provided by section 346-152.5;
7	(12)	The department of health on operators and employees of
8		home and community-based case management agencies and
9		operators and other adults, except for adults in care,
10		residing in community care foster family homes as
11		provided by section 321-15.2;
12	(13)	The department of human services on staff members of
13		the Hawaii youth correctional facility as provided by
14		section 352-5.5;
15	(14)	The department of human services on employees,
16		prospective employees, and volunteers of contracted
17		providers and subcontractors in positions that place
18		them in close proximity to youth when providing
19		services on behalf of the office or the Hawaii youth
20		correctional facility as provided by section 352D-4.3;

1	(15)	The judiciary on employees and applicants at detention
2		and shelter facilities as provided by section 571-34;
3	(16)	The department of public safety on employees and
4		prospective employees who are directly involved with
5		the treatment and care of persons committed to a
6		correctional facility or who possess police powers
7		including the power of arrest as provided by section
8		353C-5;
9	(17)	The board of private detectives and guards on
10		applicants for private detective or private guard
11		licensure as provided by section 463-9;
12	(18)	Private schools and designated organizations on
13		employees and prospective employees who may be in
14		positions that necessitate close proximity to
15		children; provided that private schools and designated
16		organizations receive only indications of the states
17		from which the national criminal history record
18		information was provided pursuant to section 302C-1;
19	(19)	The public library system on employees and prospective
20		employees whose positions place them in close

1		proximity to children as provided by section
2		302A-601.5;
3	(20)	The State or any of its branches, political
4		subdivisions, or agencies on applicants and employees
5		holding a position that has the same type of contact
6		with children, vulnerable adults, or persons committed
7		to a correctional facility as other public employees
8		who hold positions that are authorized by law to
9		require criminal history record checks as a condition
10		of employment as provided by section 78-2.7;
11	(21)	The department of health on licensed adult day care
12		center operators, employees, new employees,
13		subcontracted service providers and their employees,
14		and adult volunteers as provided by section 321-15.2;
15	(22)	The department of human services on purchase of
16		service contracted and subcontracted service providers
17		and their employees serving clients of the adult
18		protective and community services branch, as provided
19		by section 346-97;
20	(23)	The department of human services on foster grandparent
21		program, senior companion program, and respite

1		companion program participants as provided by section
2		346-97;
3	(24)	The department of human services on contracted and
4		subcontracted service providers and their current and
5		prospective employees that provide home and community
6		based services under section 1915(c) of the Social
7		Security Act, title 42 United States Code section
8		1396n(c), or under any other applicable section or
9		sections of the Social Security Act for the purposes
10		of providing home and community-based services, as
11		provided by section 346-97;
12	(25)	The department of commerce and consumer affairs on
13		proposed directors and executive officers of a bank,
14		savings bank, savings and loan association, trust
15		company, and depository financial services loan
16		company as provided by section 412:3-201;
17	(26)	The department of commerce and consumer affairs on
18		proposed directors and executive officers of a
19		nondepository financial services loan company as
20		provided by section 412:3-301;

1	(27)	The	department of commerce and consumer affairs on the
2		orig	inal chartering applicants and proposed executive
3		offi	cers of a credit union as provided by section
4		412:	10-103;
5	(28)	The	department of commerce and consumer affairs on:
6		(A)	Each principal of every non-corporate applicant
7			for a money transmitter license;
8		(B)	[The executive officers, key shareholders, and
9			managers in charge of a money transmitter's
10			activities of every Each person who upon
11			approval of an application by a corporate
12			applicant for a money transmitter license[; and]
13			will be a principal of the licensee; and
14		(C)	[The persons who are to assume control of a money
15			transmitter licensee in connection with] Each
16			person who upon approval of an application
17			requesting approval of a proposed change in
18			control of licensee[$_{\tau}$] will be a principal of the
19			licensee,
20		as p	rovided by sections 489D-9 and 489D-15;

1	(29)	The department of commerce and consumer affairs on
2		applicants for licensure and persons licensed under
3		title 24;
4	(30)	The Hawaii health systems corporation on:
5		(A) Employees;
6		(B) Applicants seeking employment;
7		(C) Current or prospective members of the corporation
8		board or regional system board; or
9		(D) Current or prospective volunteers, providers, or
10		contractors,
11		in any of the corporation's health facilities as
12		provided by section 323F-5.5;
13	(31)	The department of commerce and consumer affairs on:
14		(A) An applicant for a mortgage loan originator
15		license; and
16		(B) Each control person, executive officer, director,
17		general partner, and manager of an applicant for
18		a mortgage loan originator company license,
19		as provided by chapter 454F;
20	(32)	The state public charter school commission or public
21		charter schools on employees, teacher trainees,

1		prospective employees, and prospective teacher
2		trainees in any public charter school for any position
3		that places them in close proximity to children, as
4		provided in section 302D-33;
5	(33)	The counties on prospective employees who work with
6		children, vulnerable adults, or senior citizens in
7		community-based programs;
8	(34)	The counties on prospective employees for fire
9		department positions which involve contact with
10		children or vulnerable adults;
11	(35)	The counties on prospective employees for emergency
12		medical services positions which involve contact with
13		children or vulnerable adults;
14	(36)	The counties on prospective employees for emergency
15		management positions and community volunteers whose
16		responsibilities involve planning and executing
17		homeland security measures including viewing,
18		handling, and engaging in law enforcement or
19		classified meetings and assisting vulnerable citizens
20		during emergencies or crises;

1	(37)	The State and counties on employees, prospective
2		employees, volunteers, and contractors whose position
3		responsibilities require unescorted access to secured
4		areas and equipment related to a traffic management
5		center;
6	(38)	The State and counties on employees and prospective
7		employees whose positions involve the handling or use
8		of firearms for other than law enforcement purposes;
9	(39)	The State and counties on current and prospective
10		systems analysts and others involved in an agency's
11		information technology operation whose position
12		responsibilities provide them with access to
13		proprietary, confidential, or sensitive information;
14	(40)	The department of commerce and consumer affairs on
15		applicants for real estate appraiser licensure or
16		certification as provided by chapter 466K;
17	(41)	The department of health or its designee on all
18		license applicants, licensees, employees, contractors
19		and prospective employees of medical marijuana
20		dispensaries, and individuals permitted to enter and
21		remain in medical marijuana dispensary facilities as

1		prov	ided under sections 329D-15(a)(4) and
2		329D	-16(a)(3);
3	(42)	The	department of commerce and consumer affairs on
4		appl	icants for nurse licensure or license renewal,
5		reac	tivation, or restoration as provided by sections
6		457-	7, 457-8, 457-8.5, and 457-9;
7	[+](43)[+]The county police departments on applicants for		
8		perm	its to acquire firearms pursuant to section 134-2
9		and	on individuals registering their firearms pursuant
10		to s	ection 134-3;
11	[+] (44) [+]] The	department of commerce and consumer affairs on:
12		(A)	Each of the controlling persons of the applicant
13			for licensure as an escrow depository, and each
14			of the officers, directors, and principals who
15			will be in charge of the escrow depository's
16			activities upon licensure; and
17		(B)	Each of the controlling persons of an applicant
18			for proposed change in control of an escrow
19			depository licensee, and each of the officers,
20			directors, and principals who will be in charge

1	of the licensee's activities upon approval of
2	such application,
3	as provided by chapter 449; and
4	[+](45)[+]Any other organization, entity, or the State, its
5	branches, political subdivisions, or agencies as may
6	be authorized by state law."
7	SECTION 10. Statutory material to be repealed is bracketed
8	and stricken. New statutory material is underscored.
9	SECTION 11. This Act shall take effect on September 1,
10	2017; provided that section 4 shall take effect on November 1,
11	2017, for all licensees that are licensed under chapter 489D,
12	Hawaii Revised Statutes, as of July 1, 2017.
13	

Report Title:

Money Transmitters; Change in Control; Division of Financial Institutions; Criminal History Record Check; Outstanding Payment Instruments

Description:

Clarifies the money transmitters law, including updating requirements for money transmitter license and change in control applications, criminal background checks, security devices, permissible investments, records, and voluntary surrender of license. Updates various definitions. Takes effect 09/01/2017; annual licensee report requirements effective 11/01/2017, for licenses as of 7/1/2017. (SD1)

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