

JAN 28 2026

A BILL FOR AN ACT

RELATING TO HEALTH CARE.

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

1 SECTION 1. Definitions. As used in this Act:

2 "Board" means the health care for all Hawaii board.

3 "Group practice" means a single legal entity consisting of
4 individual providers organized as a partnership, professional
5 corporation, limited liability company, foundation, nonprofit
6 corporation, faculty practice plan, or similar association:

7 (1) In which each individual provider uses office space,
8 facilities, equipment, and personnel shared with other
9 individual providers to deliver medical care,
10 consultation, diagnosis, treatment, or other services
11 that the provider routinely delivers in the provider's
12 practice;

13 (2) For which substantially all of the services delivered
14 by the individual providers are delivered on behalf of
15 the group practice and billed as services provided by
16 the group practice;



1 (3) For which substantially all of the payments to the
2 group practice are to reimburse the cost of services
3 provided by the individual providers in the group
4 practice;

5 (4) In which the overhead expenses of, and the income
6 from, the group practice are shared among the
7 individual providers in the group practice in
8 accordance with methods agreed to by the individual
9 providers who are members of the group practice; and

10 (5) That is a unified business with consolidated billing,
11 accounting, and financial reporting and a centralized
12 decision-making body that represents the individual
13 providers who are members of the group practice.

14 "Individual provider" means a health care provider who is
15 licensed, certified, or registered in the State or who is
16 licensed, certified, or registered to provide care in another
17 state or country.

18 "Institutional provider" means a single legal entity that
19 is:

20 (1) A health care facility as defined in section 323D-2;

21 (2) A comprehensive outpatient rehabilitation facility;



3 "Provider" means an individual provider, institutional
4 provider, or group practice.

5 "Single payer health care financing system" means a
6 universal system used by the State for paying the cost of health
7 care services or goods in which:

12 (2) Group practices are paid directly for health care
13 services or goods by the State or are paid by an
14 administrator that does not bear risk in its contracts
15 with the State; and

16 (3) Individual providers are paid directly for health care
17 services or goods by the State, their employers, an
18 administrator that does not bear risk in its contracts
19 with the State, an institutional provider, or a group
20 practice.



1 SECTION 2. Establishment of the health care for all Hawaii
2 board; advisory committee. (a) There is established a health
3 care for all Hawaii board, to be placed within the department of
4 health for administrative purposes only, to design and recommend
5 the health care for all Hawaii plan, a universal, equitable,
6 affordable, and comprehensive health care system that is
7 publicly funded and available to every resident of the State.

8 (b) The board shall consist of the following twenty
9 members:

- 10 (1) Two members of the senate, including one member from
11 the majority party and one member from the minority
12 party, to be appointed by the senate president;
- 13 (2) Two members of the house of representatives, including
14 one member from the majority party and one member from
15 the minority party, to be appointed by the speaker of
16 the house of representatives;
- 17 (3) Thirteen members appointed by the governor and with
18 the advice and consent of the senate, who reside in
19 the State and who:





1 (f) The board shall elect a chairperson and a vice-
2 chairperson from among its members.

3 (g) Any vacancy shall be filled in the same manner as the
4 original appointment.

11 (j) The board shall establish an advisory committee to
12 provide input from a consumer perspective. The following
13 qualifications shall be possessed by the members of the advisory
14 committee such that:

15 (1) At least one member:

16 (A) Has experience in seeking or receiving health
17 care in the State to address one or more serious
18 medical conditions or disabilities;

19 (B) Is enrolled in a health benefits plan offered by
20 the Hawaii employer-union health benefits trust
21 fund:



- (C) Is enrolled in employer-sponsored health insurance, group health insurance, or a self-insured health plan offered by an employer;
- (D) Is enrolled in commercial insurance purchased without any employer contribution;
- (E) Receives medical assistance;
- (F) Is enrolled in medicare;
- (G) Is a parent or guardian of a child enrolled in the children's health insurance program;
- (H) Is enrolled in the federal employees health benefits program;
- (I) Is enrolled in TRICARE;
- (J) Receives care from the United States Department of Veteran Affairs Veterans Health Administration;
- (K) Has an active license to provide health care in the State;
- (L) Has an active license to provide mental or behavioral health care in the State;
- (M) Has expertise, based on knowledge and experience, in advocating for health care equity; and



1 (N) Has personal experience in seeking and receiving
2 health care in the State to treat complex or
3 multiple chronic illnesses or disabilities; and
4 (2) To the greatest extent practicable, at least one
5 member from each of the following constituencies:
6 (A) Diverse social identities, including but not
7 limited to individuals who identify by geography,
8 race, ethnicity, sex, gender nonconformance,
9 sexual orientation, economic status, disability,
10 or health status; and
11 (B) Diverse areas of expertise, based on knowledge
12 and experience, including but not limited to
13 patient advocacy, receipt of medical assistance,
14 management of a business that offers health
15 insurance to the business's employees, public
16 health, organized labor, provision of health
17 care, or owning a small business; and
18 (C) The following areas of expertise acquired by
19 education, vocation, or personal experience:
20 (i) Rural health;



11 Members of the advisory committee shall serve without
12 compensation but may be reimbursed for actual expenses,
13 including travel expenses, incurred in the performance of their
14 duties.

20 (1) The legislative reference bureau shall provide
21 administrative support to the board.



(m) The board may apply for public or private grants from nonprofit organizations for the costs of research.

3 (n) Members of the legislature appointed to the board
4 pursuant to subsection (b)(1) and (2) shall be nonvoting members
5 of the board and shall act in an advisory capacity only.

6 (o) Members of the board shall serve without compensation
7 but may be reimbursed for actual expenses, including travel
8 expenses, incurred in the performance of their duties.

14 (q) When necessary and applicable, all state departments
15 shall cooperate with and assist the board in the performance of
16 its duties and, to the extent permitted by federal and state
17 confidentiality laws, furnish information and provide advice as
18 requested by the board.

19 SECTION 3. Purpose. The board shall produce findings and
20 recommendations for a well-functioning single payer health care



1 financing system that is responsive to the needs and
2 expectations of the residents of the State by:

- 3 (1) Improving the health status of individuals, families,
4 and communities;
- 5 (2) Defending against threats to the health of the
6 residents of the State;
- 7 (3) Protecting individuals from the financial consequences
8 of ill health;
- 9 (4) Providing equitable access to person-centered care;
- 10 (5) Removing cost as a barrier to accessing health care;
- 11 (6) Removing any financial incentive for a health care
12 provider to provide care to one patient rather than
13 another;
- 14 (7) Making it possible for individuals to participate in
15 decisions affecting their health and the health care
16 system;
- 17 (8) Establishing measurable health care goals and
18 guidelines that align with other federal and state
19 health standards; and
- 20 (9) Promoting continuous quality improvement and fostering
21 interorganizational collaboration.



1 SECTION 4. Values. The board, in developing its
2 recommendations for the health care for all Hawaii plan, shall
3 consider, at a minimum, the following values:

4 (1) Health care, as a fundamental element of a just
5 society, is to be secured for all individuals on an
6 equitable basis by public means, similar to public
7 education, public safety, and other public
8 infrastructure;

9 (2) Access to a distribution of health care resources and
10 services according to each individual's needs and
11 location within the State should be available. Race;
12 color; national origin; age; disability; wealth;
13 income; citizenship status; primary language use;
14 genetic conditions; previous or existing medical
15 conditions; religion; sex, including sex stereotyping,
16 gender identity, and sexual orientation; and pregnancy
17 and related medical conditions, including termination
18 of pregnancy, should not create any barriers to health
19 care or disparities in health outcomes due to access
20 to care;



1 (3) The components of the single payer health care
2 financing system should be accountable and fully
3 transparent to the public with regard to information,
4 decision-making, and management through meaningful
5 public participation in decisions affecting people's
6 health care; and
7 (4) Funding for the health care for all Hawaii plan should
8 be a public trust and any savings or excess revenue
9 should be returned to the trust.

10 SECTION 5. Principles. The board, in developing its
11 recommendations for the health care for all Hawaii plan, shall
12 consider, at a minimum, the following principles:

13 (1) A participant in the plan may choose any individual
14 provider who is licensed, certified, or registered in
15 the State or any group practice;
16 (2) The plan shall not discriminate against any individual
17 provider who is licensed, certified, or registered in
18 the State to provide services covered by the plan and
19 who is acting within the individual provider's scope
20 of practice;



1 (3) A participant and the participant's provider shall
2 determine, within the scope of services covered within
3 each category of care and within the plan's parameters
4 for standards of care and requirements for prior
5 authorization, whether a treatment is medically
6 necessary or medically appropriate for that
7 participant; and

8 (4) The plan shall cover services from birth to death,
9 based on evidence-informed decisions as determined by
10 the director of health.

11 SECTION 6. Scope of design of the health care for all
12 Hawaii plan. (a) The design of the health care for all Hawaii
13 plan recommended by the board shall:

14 (1) Adhere to the values and principles described under
15 sections 4 and 5 of this Act, respectively;

16 (2) Be a single payer health care financing system;

17 (3) Ensure that individuals who receive services from the
18 United States Department of Veterans Affairs Veterans
19 Health Administration may be enrolled in the plan
20 while continuing to receive services from the Veterans
21 Health Administration;



1 (4) Equitably and uniformly include all state residents in
2 the plan without decreasing the ability of any
3 individual to obtain affordable health care coverage
4 if the individual moves out of the State by obtaining
5 a waiver of federal requirements that pose barriers to
6 achieving the goal or by adopting other approaches;
7 and

8 (5) Preserve the coverage of health services currently
9 required by medicare; medicaid; the children's health
10 insurance program; the federal Patient Protection and
11 Affordable Care Act (P.L. 111-148), as amended by the
12 federal Health Care and Education Reconciliation Act
13 of 2010; and any other federal or state program.

14 (b) In designing the plan, the board shall:

15 (1) Develop cost estimates for the plan, including but not
16 limited to cost estimates for:

17 (A) The approach recommended for achieving the result
18 described in subsection (a) (4); and

19 (B) The payment method designed by the board under
20 section 7(b) in designing the plan;



- 1 (2) Consider the plan's impact on the structure of
2 existing state and county boards and commissions and
3 the counties, as well as its impact on the federal
4 government and other states;
- 5 (3) Investigate other states' attempts at providing
6 universal coverage and using single payer health care
7 financing systems, including the outcomes of the
8 attempts; and
- 9 (4) Consider the work by existing health care provider
10 boards and commissions and include important aspects
11 of the work of these boards and commissions in its
12 recommendations.

13 (c) In developing recommendations for the plan, the board
14 shall engage in a public process to solicit public input on the
15 elements of the plan. The public process shall:

- 16 (1) Ensure input from individuals in rural and underserved
17 communities and individuals in communities that
18 experience health care disparities;
- 19 (2) Solicit public comments statewide while providing the
20 public with evidence-based information developed by
21 the board about the health care costs of a single



1 payer health care financing system, including the cost
2 estimates developed under subsection (b), as compared
3 to the current system; and

4 (3) Solicit the perspectives of:

5 (A) Individuals throughout the range of communities
6 that experience health care disparities;

7 (B) A range of businesses, based on industry and
8 employer size;

9 (C) Individuals whose insurance coverage represents a
10 range of current insurance types and individuals
11 who are uninsured or underinsured; and

12 (D) Individuals with a range of health care needs,
13 including individuals needing disability services
14 and long-term care services who have experienced
15 the financial and social effects of policies
16 requiring them to exhaust a large portion of
17 their resources before qualifying for long-term
18 care services paid for by federal or state
19 assistance programs.

20 (d) The board's recommendations shall be succinct
21 statements and include actions and timelines, the degree of



1 consensus, and the priority of each recommendation, based on
2 urgency and importance. The report shall include but not be
3 limited to the following:

4 (1) The governance and leadership of the board,
5 specifically:

6 (A) The composition and representation of the
7 membership of the board, appointed or otherwise
8 selected using an open and equitable selection
9 process;

10 (B) The statutory authority of the board to establish
11 policies, guidelines, mandates, incentives, and
12 enforcement needed to develop a highly effective
13 and responsive single payer health care financing
14 system;

15 (C) The ethical standards and the enforcement of the
16 ethical standards for members of the board to
17 ensure the most rigorous protections and
18 prohibitions from actual or perceived economic
19 conflicts of interest; and

20 (D) The steps for ensuring that there is no
21 disproportionate influence by any individual,



1 organization, government, industry, business, or
2 profession in any decision-making by the board;

3 (2) A list of federal and state laws and rules, state
4 contracts or agreements, and court actions or
5 decisions that may facilitate, constrain, or prevent
6 implementation of the plan and an explanation of how
7 the federal or state laws and rules, state contracts
8 or agreements, and court actions or decisions may
9 facilitate or constrain or prevent implementation;

10 (3) The plan's economic sustainability, operational
11 efficiency, and cost control measures that include but
12 shall not be limited to the following:

13 (A) A financial governance system supported by
14 relevant legislation, financial audit and public
15 expenditure reviews, and clear operational rules
16 to ensure efficient use of public funds; and

17 (B) Cost control features such as multistate
18 purchasing;

19 (4) Features of the plan that are necessary to continue to
20 receive federal funding that is currently available to



1 the State and estimates of the amount of the federal
2 funding that will be available;

3 (5) Fiduciary requirements for the revenue generated to
4 fund the plan, including but not limited to the
5 following:

6 (A) A dedicated fund, separate and distinct from the
7 general fund, that is held in trust for the
8 residents of the State;

11 (C) A process for creating a reserve fund by
12 retaining moneys in the trust fund if, over the
13 course of a year, revenue exceeds costs; and

14 (D) Required accounting methods that eliminate the
15 potential for misuse of public funds, detect
16 inaccuracies in provider reimbursement, and use
17 the most rigorous generally accepted accounting
18 principles, including annual external audits and
19 audits at the time of each transition in the
20 board's executive management:

21 (6) Requirements for the purchase of reinsurance;



- (7) Bonding authority that may be necessary;
- (8) The board's role in workforce recruitment, retention, and development;
- (9) A process for the board to develop statewide goals, objectives, and ongoing review;
- (10) The appropriate relationship between the board and regional or local authorities regarding oversight of health activities, health care systems, and providers to promote community health reinvestment, equity, and accountability;
- (11) Criteria to guide the board in determining which health care services are necessary for the maintenance of health, prevention of health problems, treatment or rehabilitation of health conditions, and long-term and respite care. Criteria may include but shall not be limited to the following:
 - (A) Whether the services are cost-effective and based on evidence from multiple sources;
 - (B) Whether the services are currently covered by the health benefit plans offered by the Hawaii employer-union health benefits trust fund;



1 (C) Whether the services are designated as effective
2 by the United States Preventive Services Task
3 Force; Advisory Committee on Immunization
4 Practices; Bright Futures Program of the United
5 States Department of Health and Human Services,
6 Health Resources and Services Administration; or
7 Institute of Medicine Committee on Preventive
8 Services for Women; and

9 (D) Whether the evidence on the effectiveness of
10 services comes from peer-reviewed medical
11 literature, existing assessments and
12 recommendations from federal and state boards and
13 commissions, and other peer-reviewed sources;

14 (12) A process to track and resolve complaints, grievances,
15 and appeals, including establishing an office of the
16 patient advocate;

17 (13) Options for transition planning, including an impact
18 analysis on existing health systems, providers, and
19 patient relationships;

20 (14) Options for incorporating cost containment measures
21 such as prior approval and prior authorization



1 requirements and the effect of such measures on
2 equitable access to quality diagnosis and care;

3 (15) The methods of reimbursing providers for the cost of
4 care as described in section 7(b) and recommendations
5 regarding the appropriate reimbursement for the cost
6 of services provided to plan participants when they
7 are traveling outside of the State; and

8 (16) Recommendations for long-term care services and
9 supports that are tailored to each individual's needs
10 based on an assessment. The services and supports may
11 include:

12 (A) Long-term nursing services provided by an
13 institutional provider or in a community-based
14 setting;

15 (B) A broad spectrum of long-term services and
16 supports, including home and community-based
17 settings or other noninstitutional settings;

18 (C) Services that meet the physical, mental, and
19 social needs of individuals while allowing them
20 maximum possible autonomy and maximum civic,
21 social, and economic participation;





3 (4) Members of groups that represent the diversity,

4 including by gender, race, and economic status, of
5 individuals with disabilities:

6 (5) Providers of long-term care services and supports

7 including in-home care providers who are represented
8 by organized labor, and family attendants and

9 caregivers who provide long-term care services and
10 supports; and

11 (6) Academics and researchers in relevant fields of study

12 (f) Notwithstanding subsection (d)(16), the board may

13 explore the effects of excluding long-term care services from
14 the plan, including but not limited to the social, financial,
15 and administrative costs.

18 (1) The waivers of federal laws and other federal approval
19 that will be necessary to enable a person who is a
20 resident of the State and who has coverage that is not
21 subject to state regulation to enroll in the plan



1 without jeopardizing eligibility for the other
2 coverage if the person moves out of the State;

3 (2) Estimates of the savings and expenditure increases
4 under the plan, relative to the current health care
5 system, including but not limited to:

6 (A) Savings from eliminating waste in the current
7 system and administrative simplification, fraud
8 reduction, monopsony power, simplification of
9 electronic documentation, and other factors that
10 the board identifies;

11 (B) Savings from eliminating the cost of insurance
12 that currently provides medical benefits that
13 would be provided through the plan; and

14 (C) Increased costs due to providing better health
15 care to more individuals than under the current
16 health care system;

17 (3) Estimates of the expected health care expenditures
18 under the plan, compared to the current health care
19 system, reported in categories similar to the National



1 for Medicare and Medicaid Services, including, at a
2 minimum:

3 (A) Personal health care expenditures;

4 (B) Health consumption expenditures; and

5 (C) State health expenditures;

6 (4) Estimates of how much of the expenditures on the plan
7 will be made from moneys currently spent on health
8 care in the State from federal and state sources and
9 redirected or utilized, in an equitable and
10 comprehensive manner, to the plan;

11 (5) Estimates of the amount, if any, of additional state
12 revenue that will be required;

13 (6) Results of the board's evaluation of the impact on
14 individuals, communities, and the State if the current
15 level of health care spending continues without
16 implementing the plan, using existing reports and
17 analysis where available; and

18 (7) A description of how the board or another entity may
19 enhance:



- 1 (A) Access to comprehensive, high quality, patient-
2 centered, patient-empowered, equitable and
3 publicly funded health care for all individuals;
- 4 (B) Financially sustainable and cost-effective health
5 care for the benefit of businesses, families,
6 individuals, and state and county governments;
- 7 (C) Regional and community-based systems integrated
8 with community programs to contribute to the
9 health of individuals and communities;
- 10 (D) Regional planning for cost-effective, reasonable
11 capital expenditures that promote regional
12 equity;
- 13 (E) Funding for the modernization of public health as
14 an integral component of cost efficiency in an
15 integrated health care system; and
- 16 (F) An ongoing and deepening collaboration with other
17 organizations providing health care that will not
18 be under the authority of the board.

19 (h) The board's findings and recommendations regarding
20 revenue for the plan, including redirecting existing health care
21 moneys under subsection (g)(4), shall be ranked according to



1 explicit criteria, including the degree to which an individual,
2 class of individuals, or organization would experience an
3 increase or decrease in the direct or indirect financial burden
4 or whether they would experience no change. Revenue options may
5 include but shall not be limited to the following:

6 (1) The redirection of current public agency expenditures;

7 (2) An employer payroll tax based on progressive
8 principles that protect small businesses and tend to
9 preserve or enhance federal tax expenditures for
10 Hawaii employers that pay the costs of their
11 employees' health care; and

12 (3) A dedicated revenue stream based on progressive taxes
13 that do not impose a burden on individuals who would
14 otherwise qualify for medical assistance.

15 (i) The board may explore the effect of means-tested
16 copayments or deductibles, including but not limited to the
17 effect of increased administrative complexity and the resulting
18 costs that cause patients to delay getting necessary care,
19 resulting in more severe consequences for their health.

20 (j) The board's recommendations shall ensure:



- 1 (1) Public access to state and county reports and
- 2 forecasts of revenue expenditures;
- 3 (2) That the reports and forecasts are accurate, timely,
- 4 of sufficient detail, and presented in a way that is
- 5 understandable to the public to inform policy making
- 6 and the allocation or relocation of public resources;
- 7 and
- 8 (3) That the information can be used to evaluate programs
- 9 and policies, while protecting patient
- 10 confidentiality.

11 SECTION 7. General nature of the system to be evaluated.

12 (a) The health care for all Hawaii plan designed by the board
13 shall allow participation by any individual who:
14 (1) Resides in the State;
15 (2) Is a nonresident who works full-time in the State and
16 contributes to the plan; or
17 (3) Is a nonresident who is a dependent of an individual
18 described in paragraph (1) or (2).
19 (b) Providers shall be paid as follows, or using an
20 alternative method that is similarly equitable and cost-
21 effective:



- 1 (1) Individual providers licensed in the State shall be
2 paid:
 - 3 (A) On a fee-for-services basis; or
 - 4 (B) As employees of institutional providers or
 - 5 members of group practices that are reimbursed
 - 6 with global budgets;
- 7 (2) Institutional providers shall be paid with global
8 budgets that include separate capital budgets,
9 determined through regional planning, and operational
10 budgets; and
- 11 (3) Budgets shall be determined for individual hospitals
12 and not for entities that own multiple hospitals,
13 clinics, or other providers of health care services or
14 goods.
- 15 (c) The board's recommendations shall address issues
16 related to the provision of services to nonresidents who receive
17 services in the State and plan participants who receive services
18 outside the State.
- 19 (d) The board's recommendations for the duties of the
20 board and the details of the health care for all Hawaii plan



1 shall consider the following to ensure that patients are
2 empowered to protect their health, rights, and privacy:

3 (1) Access to patient advocates who are responsible to the
4 patient and maintain patient confidentiality and whose
5 responsibilities include but are not limited to

6 addressing concerns about providers and helping
7 patients navigate the process of obtaining medical
8 care;

9 (2) Access to culturally and linguistically appropriate
10 care and service;

11 (3) A patient's ability to obtain needed care when a
12 treating provider is unable or unwilling to provide
13 the care;

14 (4) Paying providers to complete forms or perform other
15 administrative functions to assist patients in
16 qualifying for disability benefits, family medical
17 leave, or other income supports; and

18 (5) Patient access to and control of medical records,
19 including:

20 (A) Empowering patients to control access to their
21 medical records and obtain independent second



1 opinions, unless there are clear medical reasons
2 not to do so;

3 (B) Requiring that a patient or the patient's
4 designee be provided a complete copy of the
5 patient's health records promptly after every
6 interaction or visit with a provider;

7 (C) Ensuring that the copy of the health records
8 provided to a patient includes all data used in
9 the care of that patient; and

10 (D) Requiring that the patient or the patient's
11 designee provide approval before any forwarding
12 of the patient's data to, or access of the
13 patient's data by, family members, caregivers,
14 other providers, or researchers;

15 provided that patient access to and control of medical
16 records shall be limited to competent patients;

17 provided further that if a patient's competency is in
18 question, the patient shall be subject to a medical or
19 psychological evaluation to determine competency and,
20 if deemed incompetent, then the rights to records



1 shall be delegated to the patient's conservator,
2 guardian, or other authorized legal representative.

3 SECTION 8. Board timeline. (a) The members of the board
4 shall be appointed no later than August 31, 2026.

5 (b) No later than October 31, 2026, the legislative
6 research bureau shall begin preparing a work plan for the board.

7 (c) The board shall submit a report of its findings and
8 recommendations for the design of the health care for all Hawaii
9 plan, including any proposed legislation, to the legislature no
10 later than twenty days prior to the convening of the regular
11 session of 2027.

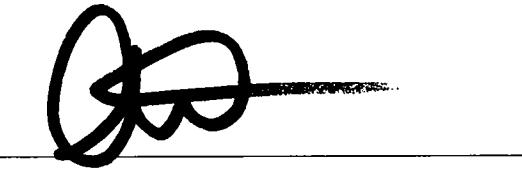
12 SECTION 9. There is appropriated out of the general
13 revenues of the State of Hawaii the sum of \$ or so
14 much thereof as may be necessary for fiscal year 2026-2027 to
15 establish and operate the board pursuant to this Act.

16 The sum appropriated shall be expended by the department of
17 health for the purposes of this Act.

18 SECTION 10. This Act shall take effect on July 1, 2026,
19 and shall be repealed on June 30, 2027.



1

INTRODUCED BY: 



S.B. NO. 3243

Report Title:

Health Care for All Hawaii Board; Health Care for All Hawaii Plan; Advisory Committee; Recommendations; Report; Appropriation

Description:

Establishes a Health Care for All Hawaii Board to design and recommend the Health Care for All Hawaii plan that is publicly funded and available to every resident of the State.

Establishes values and principles for the board in developing its plan, designates the scope of the plan, requires the board to establish an advisory committee to provide consumer perspective input, and requires the board to submit the plan to the Legislature. Appropriates funds. Repeals 6/30/2027.

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

