S-1926.1			

## SUBSTITUTE SENATE BILL 5848

State of Washington 56th Legislature 1999 Regular Session

By Senate Committee on Health & Long-Term Care (originally sponsored by Senators Hargrove, Hochstatter, Thibaudeau and Oke)

Read first time 03/03/99.

- AN ACT Relating to the basic health plan; amending RCW 70.47.010,
- 2 70.47.020, 70.47.100, 41.05.140, and 43.79A.040; reenacting and
- 3 amending RCW 70.47.060; and providing an expiration date.
- 4 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:
- 5 **Sec. 1.** RCW 70.47.010 and 1993 c 492 s 208 are each amended to 6 read as follows:
- 7 (1)(a) The legislature finds that limitations on access to health
- 8 care services for enrollees in the state, such as in rural and
- 9 underserved areas, are particularly challenging for the basic health
- 10 plan. Statutory restrictions have reduced the options available to the
- 11 administrator to address the access needs of basic health plan
- 12 enrollees. It is the intent of the legislature to authorize the
- 13 <u>administrator to develop alternative purchasing strategies to ensure</u>
- 14 access to basic health plan enrollees in all areas of the state,
- 15 including: (i) The use of differential rating for managed health care
- 16 systems based on geographic differences in costs; and (ii) until
- 17 January 1, 2004, limited use of self-insurance in areas where adequate
- 18 access cannot be assured through other options.

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- (b) In developing alternative purchasing strategies to address 1 health care access needs, the administrator shall consult with 2 3 interested persons including health carriers, health care providers, 4 and health facilities, and with other appropriate state agencies including the office of the insurance commissioner and the office of 5 community and rural health. In pursuing such alternatives, the 6 administrator shall continue to give priority to prepaid managed care 7 8 as the preferred method of assuring access to basic health plan 9 enrollees.
  - (2) The legislature <u>further</u> finds that:

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- 11 (a) A significant percentage of the population of this state does 12 not have reasonably available insurance or other coverage of the costs 13 of necessary basic health care services;
- (b) This lack of basic health care coverage is detrimental to the health of the individuals lacking coverage and to the public welfare, and results in substantial expenditures for emergency and remedial health care, often at the expense of health care providers, health care facilities, and all purchasers of health care, including the state; and
  - (c) The use of managed health care systems has significant potential to reduce the growth of health care costs incurred by the people of this state generally, and by low-income pregnant women, and at-risk children and adolescents who need greater access to managed health care.
  - ((\(\frac{(2)}{)}\)) (3) The purpose of this chapter is to provide or make more readily available necessary basic health care services in an appropriate setting to working persons and others who lack coverage, at a cost to these persons that does not create barriers to the utilization of necessary health care services. To that end, this chapter establishes a program to be made available to those residents not eligible for medicare who share in a portion of the cost or who pay the full cost of receiving basic health care services from a managed health care system.
- $((\frac{3}{3}))$   $(\frac{4}{3})$  It is not the intent of this chapter to provide health care services for those persons who are presently covered through private employer-based health plans, nor to replace employer-based health plans. However, the legislature recognizes that cost-effective and affordable health plans may not always be available to small business employers. Further, it is the intent of the legislature to

expand, wherever possible, the availability of private health care coverage and to discourage the decline of employer-based coverage.

- ((\(\frac{(4)}{)}\)) (5)(a) It is the purpose of this chapter to acknowledge the initial success of this program that has (i) assisted thousands of families in their search for affordable health care; (ii) demonstrated that low-income, uninsured families are willing to pay for their own health care coverage to the extent of their ability to pay; and (iii) proved that local health care providers are willing to enter into a public-private partnership as a managed care system.
- 10 (b) As a consequence, the legislature intends to extend an option to enroll to certain citizens above two hundred percent of the federal 11 poverty guidelines within the state who reside in communities where the 12 plan is operational and who collectively or individually wish to 13 exercise the opportunity to purchase health care coverage through the 14 15 basic health plan if the purchase is done at no cost to the state. 16 is also the intent of the legislature to allow employers and other 17 financial sponsors to financially assist such individuals to purchase health care through the program so long as such purchase does not 18 19 result in a lower standard of coverage for employees.
- (c) The legislature intends that, to the extent of available funds, the program be available throughout Washington state to subsidized and nonsubsidized enrollees. It is also the intent of the legislature to enroll subsidized enrollees first, to the maximum extent feasible.
- 24 The legislature directs that the basic health plan 25 administrator identify enrollees who are likely to be eligible for 26 medical assistance and assist these individuals in applying for and receiving medical assistance. The administrator and the department of 27 28 social and health services shall implement a seamless system to 29 coordinate eligibility determinations and benefit coverage for 30 enrollees of the basic health plan and medical assistance recipients.
- 31 **Sec. 2.** RCW 70.47.020 and 1997 c 335 s 1 are each amended to read 32 as follows:
- 33 As used in this chapter:

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(1) "Washington basic health plan" or "plan" means the system of enrollment and payment ((on a prepaid capitated basis)) for basic health care services, administered by the plan administrator through participating managed health care systems, created by this chapter.

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1 (2) "Administrator" means the Washington basic health plan 2 administrator, who also holds the position of administrator of the 3 Washington state health care authority.

- (3) "Managed health care system" means: (a) Any health care organization, including health care providers, insurers, health care service contractors, health maintenance organizations, or any combination thereof, that provides directly or by contract basic health care services, as defined by the administrator and rendered by duly licensed providers, ((on a prepaid capitated basis)) to a defined patient population enrolled in the plan and in the managed health care system; or (b) until January 1, 2004, a self-funded or self-insured method of providing insurance coverage to subsidized enrollees provided under RCW 41.05.140 and subject to the limitations under RCW 70.47.100(6).
- (4) "Subsidized enrollee" means an individual, or an individual plus the individual's spouse or dependent children: (a) Who is not eligible for medicare; (b) who is not confined or residing in a government-operated institution, unless he or she meets eligibility criteria adopted by the administrator; (c) who resides in an area of the state served by a managed health care system participating in the plan; (d) whose gross family income at the time of enrollment does not exceed twice the federal poverty level as adjusted for family size and determined annually by the federal department of health and human services; and (e) who chooses to obtain basic health care coverage from a particular managed health care system in return for periodic payments to the plan.
- (5) "Nonsubsidized enrollee" means an individual, or an individual plus the individual's spouse or dependent children: (a) Who is not eligible for medicare; (b) who is not confined or residing in a government-operated institution, unless he or she meets eligibility criteria adopted by the administrator; (c) who resides in an area of the state served by a managed health care system participating in the plan; (d) who chooses to obtain basic health care coverage from a particular managed health care system; and (e) who pays or on whose behalf is paid the full costs for participation in the plan, without any subsidy from the plan.
- 37 (6) "Subsidy" means the difference between the amount of periodic 38 payment the administrator makes to a managed health care system on 39 behalf of a subsidized enrollee plus the administrative cost to the

- plan of providing the plan to that subsidized enrollee, and the amount determined to be the subsidized enrollee's responsibility under RCW 70.47.060(2).
- 4 (7) "Premium" means a periodic payment, based upon gross family 5 income which an individual, their employer or another financial sponsor 6 makes to the plan as consideration for enrollment in the plan as a 7 subsidized enrollee or a nonsubsidized enrollee.
- 8 (8) "Rate" means the per capita amount, negotiated by the 9 administrator with and paid to a participating managed health care 10 system, that is based upon the enrollment of subsidized and 11 nonsubsidized enrollees in the plan and in that system.
- 12 **Sec. 3.** RCW 70.47.060 and 1998 c 314 s 17 and 1998 c 148 s 1 are 13 each reenacted and amended to read as follows:

14 The administrator has the following powers and duties:

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(1) To design and from time to time revise a schedule of covered basic health care services, including physician services, inpatient and outpatient hospital services, prescription drugs and medications, and other services that may be necessary for basic health care. In addition, the administrator may, to the extent that funds are available, offer as basic health plan services chemical dependency services, mental health services and organ transplant services; however, no one service or any combination of these three services shall increase the actuarial value of the basic health plan benefits by more than five percent excluding inflation, as determined by the office of financial management. All subsidized and nonsubsidized enrollees in any participating managed health care system under the Washington basic health plan shall be entitled to receive covered basic health care services in return for premium payments to the plan. The schedule of services shall emphasize proven preventive and primary health care and shall include all services necessary for prenatal, postnatal, and wellchild care. However, with respect to coverage for groups of subsidized enrollees who are eligible to receive prenatal and postnatal services through the medical assistance program under chapter 74.09 RCW, the administrator shall not contract for such services except to the extent that such services are necessary over not more than a one-month period in order to maintain continuity of care after diagnosis of pregnancy by the managed care provider. The schedule of services shall also include a separate schedule of basic health care services for children,

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eighteen years of age and younger, for those subsidized or nonsubsidized enrollees who choose to secure basic coverage through the plan only for their dependent children. In designing and revising the schedule of services, the administrator shall consider the guidelines for assessing health services under the mandated benefits act of 1984, RCW 48.47.030, and such other factors as the administrator deems appropriate.

However, with respect to coverage for subsidized enrollees who are eligible to receive prenatal and postnatal services through the medical assistance program under chapter 74.09 RCW, the administrator shall not contract for such services except to the extent that the services are necessary over not more than a one-month period in order to maintain continuity of care after diagnosis of pregnancy by the managed care provider.

- (2)(a) To design and implement a structure of periodic premiums due the administrator from subsidized enrollees that is based upon gross family income, giving appropriate consideration to family size and the ages of all family members. The enrollment of children shall not require the enrollment of their parent or parents who are eligible for the plan. The structure of periodic premiums shall be applied to subsidized enrollees entering the plan as individuals pursuant to subsection (9) of this section and to the share of the cost of the plan due from subsidized enrollees entering the plan as employees pursuant to subsection (10) of this section.
- (b) To determine the periodic premiums due the administrator from nonsubsidized enrollees. Premiums due from nonsubsidized enrollees shall be in an amount equal to the cost charged by the managed health care system provider to the state for the plan plus the administrative cost of providing the plan to those enrollees and the premium tax under RCW 48.14.0201.
- (c) An employer or other financial sponsor may, with the prior approval of the administrator, pay the premium, rate, or any other amount on behalf of a subsidized or nonsubsidized enrollee, by arrangement with the enrollee and through a mechanism acceptable to the administrator.
- (d) To develop, as an offering by every health carrier providing coverage identical to the basic health plan, as configured on January 1, 1996, a basic health plan model plan with uniformity in enrollee cost-sharing requirements.

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- (3) To design and implement a structure of enrollee cost sharing 1 due a managed health care system from subsidized and nonsubsidized 2 3 enrollees. The structure shall discourage inappropriate enrollee 4 utilization of health care services, and may utilize copayments, deductibles, and other cost-sharing mechanisms, but shall not be so 5 costly to enrollees as to constitute a barrier to appropriate 6 7 utilization of necessary health care services.
  - (4) To limit enrollment of persons who qualify for subsidies so as to prevent an overexpenditure of appropriations for such purposes. Whenever the administrator finds that there is danger of such an overexpenditure, the administrator shall close enrollment until the administrator finds the danger no longer exists.

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- 13 (5) To limit the payment of subsidies to subsidized enrollees, as defined in RCW 70.47.020. The level of subsidy provided to persons who 14 15 qualify may be based on the lowest cost plans, as defined by the 16 administrator.
- 17 (6) To adopt a schedule for the orderly development of the delivery of services and availability of the plan to residents of the state, 18 19 subject to the limitations contained in RCW 70.47.080 or any act 20 appropriating funds for the plan.
- (7) To solicit and accept applications from managed health care systems, as defined in this chapter, for inclusion as eligible basic 22 health care providers under the plan. The administrator shall endeavor 23 24 to assure that covered basic health care services are available to any enrollee of the plan from among a selection of two or more 26 participating managed health care systems. In adopting any rules or procedures applicable to managed health care systems and in its dealings with such systems, the administrator shall consider and make suitable allowance for the need for health care services and the differences in local availability of health care resources, along with other resources, within and among the several areas of the state. Contracts with participating managed health care systems shall ensure that basic health plan enrollees who become eligible for medical assistance may, at their option, continue to receive services from their existing providers within the managed health care system if such providers have entered into provider agreements with the department of 36 37 social and health services.
  - (8) To receive periodic premiums from or on behalf of subsidized and nonsubsidized enrollees, deposit them in the basic health plan

p. 7 SSB 5848 operating account, keep records of enrollee status, and authorize periodic payments to managed health care systems on the basis of the number of enrollees participating in the respective managed health care systems.

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(9) To accept applications from individuals residing in areas served by the plan, on behalf of themselves and their spouses and dependent children, for enrollment in the Washington basic health plan as subsidized or nonsubsidized enrollees, to establish appropriate minimum-enrollment periods for enrollees as may be necessary, and to determine, upon application and on a reasonable schedule defined by the authority, or at the request of any enrollee, eligibility due to current gross family income for sliding scale premiums. Funds received by a family as part of participation in the adoption support program authorized under RCW 26.33.320 and 74.13.100 through 74.13.145 shall not be counted toward a family's current gross family income for the purposes of this chapter. When an enrollee fails to report income or income changes accurately, the administrator shall have the authority either to bill the enrollee for the amounts overpaid by the state or to impose civil penalties of up to two hundred percent of the amount of subsidy overpaid due to the enrollee incorrectly reporting income. The administrator shall adopt rules to define the appropriate application of these sanctions and the processes to implement the sanctions provided in this subsection, within available resources. No subsidy may be paid with respect to any enrollee whose current gross family income exceeds twice the federal poverty level or, subject to RCW 70.47.110, who is a recipient of medical assistance or medical care services under chapter 74.09 RCW. If a number of enrollees drop their enrollment for no apparent good cause, the administrator may establish appropriate rules or requirements that are applicable to such individuals before they will be allowed to reenroll in the plan.

(10) To accept applications from business owners on behalf of themselves and their employees, spouses, and dependent children, as subsidized or nonsubsidized enrollees, who reside in an area served by the plan. The administrator may require all or the substantial majority of the eligible employees of such businesses to enroll in the plan and establish those procedures necessary to facilitate the orderly enrollment of groups in the plan and into a managed health care system. The administrator may require that a business owner pay at least an amount equal to what the employee pays after the state pays its portion

of the subsidized premium cost of the plan on behalf of each employee 1 enrolled in the plan. Enrollment is limited to those not eligible for 2 medicare who wish to enroll in the plan and choose to obtain the basic 3 4 health care coverage and services from a managed care participating in the plan. The administrator shall adjust the amount 5 determined to be due on behalf of or from all such enrollees whenever 6 7 the amount negotiated by the administrator with the participating 8 managed health care system or systems is modified or the administrative 9 cost of providing the plan to such enrollees changes.

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- (11) To determine the rate to be paid to each participating managed health care system in return for the provision of covered basic health care services to enrollees in the system. Although the schedule of covered basic health care services will be the same or actuarially <u>equivalent</u> for similar enrollees, the rates negotiated participating managed health care systems may vary among the systems. In negotiating rates with participating systems, the administrator shall consider the characteristics of the populations served by the respective systems, economic circumstances of the local area, the need to conserve the resources of the basic health plan trust account, and other factors the administrator finds relevant.
- (12) To monitor the provision of covered services to enrollees by participating managed health care systems in order to assure enrollee access to good quality basic health care, to require periodic data reports concerning the utilization of health care services rendered to enrollees in order to provide adequate information for evaluation, and to inspect the books and records of participating managed health care systems to assure compliance with the purposes of this chapter. In requiring reports from participating managed health care systems, including data on services rendered enrollees, the administrator shall endeavor to minimize costs, both to the managed health care systems and to the plan. The administrator shall coordinate any such reporting requirements with other state agencies, such as the insurance commissioner and the department of health, to minimize duplication of effort.
- (13) To evaluate the effects this chapter has on private employer-based health care coverage and to take appropriate measures consistent with state and federal statutes that will discourage the reduction of such coverage in the state.

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- 1 (14) To develop a program of proven preventive health measures and 2 to integrate it into the plan wherever possible and consistent with 3 this chapter.
- 4 (15) To provide, consistent with available funding, assistance for rural residents, underserved populations, and persons of color.
- 6 (16) In consultation with appropriate state and local government 7 agencies, to establish criteria defining eligibility for persons 8 confined or residing in government-operated institutions.
- 9 **Sec. 4.** RCW 70.47.100 and 1987 1st ex.s. c 5 s 12 are each amended to read as follows:
- 11 (1) A managed health care systems participating in the plan shall 12 do so by contract with the administrator and shall provide, directly or by contract with other health care providers, covered basic health care 13 14 services to each enrollee <u>covered</u> by its <u>contract</u> with the 15 administrator as long as payments from the administrator on behalf of the enrollee are current. A participating managed health care system 16 may offer, without additional cost, health care benefits or services 17 18 not included in the schedule of covered services under the plan. A 19 participating managed health care system shall not give preference in enrollment to enrollees who accept such additional health care benefits 20 21 or services. Managed health care systems participating in the plan 22 shall not discriminate against any potential or current enrollee based 23 upon health status, sex, race, ethnicity, or religion. 24 administrator may receive and act upon complaints from enrollees 25 regarding failure to provide covered services or efforts to obtain payment, other than authorized copayments, for covered services 26 directly from enrollees, but nothing in this chapter empowers the 27 administrator to impose any sanctions under Title 18 RCW or any other 28 29 professional or facility licensing statute.
- 30 (2) The plan shall allow, at least annually, an opportunity for enrollees to transfer their enrollments among participating managed 31 32 health care systems serving their respective areas. The administrator shall establish a period of at least twenty days in a given year when 33 34 this opportunity is afforded enrollees, and in those areas served by 35 more than one participating managed health care system the 36 administrator shall endeavor to establish a uniform period for such opportunity. The plan shall allow enrollees to transfer their 37

enrollment to another participating managed health care system at any 1 time upon a showing of good cause for the transfer.

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- 3 ((Any contract between a hospital and a participating managed 4 health care system under this chapter is subject to the requirements of 5 RCW 70.39.140(1) regarding negotiated rates.))
  - (3) Prior to negotiating with any managed health care system, the administrator shall determine, on an actuarially sound basis, the reasonable cost of providing the schedule of basic health care services, expressed in terms of upper and lower limits, and recognizing variations in the cost of providing the services through the various systems and in different areas of the state.
- 12 (4)In negotiating with managed health care systems for participation in the plan, the administrator shall adopt a uniform 13 procedure that includes at least the following: 14
- 15  $((\frac{1}{1}))$  (a) The administrator shall issue a request for proposals, 16 including standards regarding the quality of services to be provided; 17 financial integrity of the responding systems; and responsiveness to the unmet health care needs of the local communities or populations 18 19 that may be served;
- 20  $((\frac{2}{2}))$  (b) The administrator shall then review responsive proposals and may negotiate with respondents to the extent necessary to 21 22 refine any proposals;
- (((3))) (c) The administrator may then select one or more systems 23 24 to provide the covered services within a local area; and
- 25  $((\frac{4}{1}))$  (d) The administrator may adopt a policy that gives 26 preference to respondents, such as nonprofit community health clinics, 27 that have a history of providing quality health care services to low-28 income persons.
- 29 (5) The administrator may establish procedures and policies to 30 <u>further negotiate and contract with managed health care systems</u> 31 following completion of the request for proposal process in subsection (4) of this section, upon a determination by the administrator that it 32 is necessary to provide access to covered basic health care services 33 34 for enrollees.
- (6) Until January 1, 2004, the administrator may utilize a self-35 <u>funded</u> or <u>self-insured</u> <u>method</u> of <u>providing</u> <u>insurance</u> <u>coverage</u> <u>to</u> 36 37 subsidized enrollees provided under RCW 41.05.140 if: (a) It is necessary to provide access to covered basic health care services for 38 39 subsidized enrollees; (b) funding for adequate reserves is available in

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- 1 the basic health plan self-insurance reserve account; and (c) other
- 2 options for providing access to covered basic health care services for
- 3 <u>subsidized enrollees are not feasible.</u>

- **Sec. 5.** RCW 41.05.140 and 1994 c 153 s 10 are each amended to read 5 as follows:
  - (1) Except for property and casualty insurance, the authority may self-fund, self-insure, or enter into other methods of providing insurance coverage for insurance programs under its jurisdiction ((except property and casualty insurance)), including the basic health plan as provided in chapter 70.47 RCW. The authority shall contract for payment of claims or other administrative services for programs under its jurisdiction. If a program does not require the prepayment of reserves, the authority shall establish such reserves within a reasonable period of time for the payment of claims as are normally required for that type of insurance under an insured program.
  - (2) Reserves established by the authority for employee and retiree benefit programs shall be held in a separate trust fund by the state treasurer and shall be known as the public employees' and retirees' insurance reserve fund. The state investment board shall act as the investor for the funds and, except as provided in RCW 43.33A.160, one hundred percent of all earnings from these investments shall accrue directly to the public employees' and retirees' insurance reserve fund.
  - (3) Any savings realized as a result of a program created for employees and retirees under this section shall not be used to increase benefits unless such use is authorized by statute.
  - (4) Reserves established by the authority to provide insurance coverage for the basic health plan under chapter 70.47 RCW shall be held in a separate trust account in the custody of the state treasurer and shall be known as the basic health plan self-insurance reserve account. The state investment board shall act as the investor for the funds and, except as provided in RCW 43.33A.160, one hundred percent of all earnings from these investments shall accrue directly to the basic health plan self-insurance reserve account.
  - (5) Any program created under this section shall be subject to the examination requirements of chapter 48.03 RCW as if the program were a domestic insurer. In conducting an examination, the commissioner shall determine the adequacy of the reserves established for the program.

- 1 (((5))) (6) The authority shall keep full and adequate accounts and 2 records of the assets, obligations, transactions, and affairs of any 3 program created under this section.
- 4 (((6))) The authority shall file a quarterly statement of the financial condition, transactions, and affairs of any program created 5 under this section in a form and manner prescribed by the insurance 6 7 commissioner. The statement shall contain information as required by the commissioner for the type of insurance being offered under the 8 program. A copy of the annual statement shall be filed with the 9 10 speaker of the house of representatives and the president of the 11 senate.
- 12 **Sec. 6.** RCW 43.79A.040 and 1998 c 268 s 1 are each amended to read 13 as follows:
- (1) Money in the treasurer's trust fund may be deposited, invested, and reinvested by the state treasurer in accordance with RCW 43.84.080 in the same manner and to the same extent as if the money were in the state treasury.
- 18 (2) All income received from investment of the treasurer's trust 19 fund shall be set aside in an account in the treasury trust fund to be 20 known as the investment income account.
- 21 (3) The investment income account may be utilized for the payment of purchased banking services on behalf of treasurer's trust funds 22 23 including, but not limited to, depository, safekeeping, 24 disbursement functions for the state treasurer or affected state 25 agencies. The investment income account is subject in all respects to chapter 43.88 RCW, but no appropriation is required for payments to 26 financial institutions. Payments shall occur prior to distribution of 27 earnings set forth in subsection (4) of this section. 28
- (4)(a) Monthly, the state treasurer shall distribute the earnings credited to the investment income account to the state general fund except under (b) and (c) of this subsection.

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(b) The following accounts and funds shall receive their proportionate share of earnings based upon each account's or fund's average daily balance for the period: The Washington advanced college tuition payment program account, the agricultural local fund, the American Indian scholarship endowment fund, the basic health plan selfinsurance reserve account, the Washington international exchange scholarship endowment fund, the energy account, the fair fund, the game

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- 1 farm alternative account, the grain inspection revolving fund, the
- 2 rural rehabilitation account, the stadium and exhibition center
- 3 account, the youth athletic facility grant account, the self-insurance
- 4 revolving fund, the sulfur dioxide abatement account, and the
- 5 children's trust fund. However, the earnings to be distributed shall
- 6 first be reduced by the allocation to the state treasurer's service
- 7 fund pursuant to RCW 43.08.190.
- 8 (c) The following accounts and funds shall receive eighty percent
- 9 of their proportionate share of earnings based upon each account's or
- 10 fund's average daily balance for the period: The advanced right of way
- 11 revolving fund, the advanced environmental mitigation revolving
- 12 account, the federal narcotics asset forfeitures account, the high
- 13 occupancy vehicle account, the local rail service assistance account,
- 14 and the miscellaneous transportation programs account.
- 15 (5) In conformance with Article II, section 37 of the state
- 16 Constitution, no trust accounts or funds shall be allocated earnings
- 17 without the specific affirmative directive of this section.
- NEW SECTION. Sec. 7. Sections 5 and 6 of this act expire January 19 1, 2004.

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