SENATE CORPORATIONS AND TRANSPORTATION COMMITTEE SUBSTITUTE FOR SENATE PUBLIC AFFAIRS COMMITTEE SUBSTITUTE FOR SENATE BILL 221 & SENATE PUBLIC AFFAIRS COMMITTEE SUBSTITUTE FOR SENATE BILL 589

### 51ST LEGISLATURE - STATE OF NEW MEXICO - FIRST SESSION, 2013

AN ACT

RELATING TO HEALTH INSURANCE; ENACTING THE NEW MEXICO HEALTH
INSURANCE EXCHANGE ACT; CREATING THE NEW MEXICO HEALTH
INSURANCE EXCHANGE; PROVIDING FOR THE APPOINTMENT, POWERS AND
DUTIES OF A BOARD OF DIRECTORS FOR THE EXCHANGE; PROVIDING THE
SUPERINTENDENT OF INSURANCE WITH RULEMAKING POWERS RELATING TO
THE EXCHANGE; PROVIDING FOR POWERS AND DUTIES OF THE EXCHANGE;
PROVIDING FOR TRANSPARENCY OF EXCHANGE FUNDING AND OPERATIONS;
AMENDING AND ENACTING SECTIONS OF THE NMSA 1978; RECONCILING
MULTIPLE AMENDMENTS TO THE SAME SECTION OF LAW IN LAWS 2009;
DECLARING AN EMERGENCY.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF NEW MEXICO:

SECTION 1. [NEW MATERIAL] SHORT TITLE.--Sections 1 through 9 of this act may be cited as the "New Mexico Health Insurance Exchange Act".

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	SECTI	ON 2.	[NEW MATER]	<u>IAL</u> ] DEFI	NITIONSAs	used	in	the
New	Mexico	Health	Insurance	Exchange	Act:			

- A. "agent" means a person appointed by a health insurance issuer authorized to transact business in this state to act as its representative in any given locality;
- B. "board" means the board of directors of the exchange;
- C. "broker" means a person licensed as a broker pursuant to the New Mexico Insurance Code;
- D. "exchange" means the New Mexico health insurance exchange, composed of an exchange for the individual market and a small business health options program or "SHOP" exchange under a single governance and administrative structure;
- E. "health insurance issuer" means an insurance company, insurance service or insurance organization, including a health maintenance organization, that is licensed to engage in the business of insurance in the state and that is subject to state law that regulates insurance within the meaning of Section 514(b)(2) of the federal Employee Retirement Income Security Act of 1974, but "health insurance issuer" does not include a group health plan;

## F. "Native American" means:

(1) an individual who is a member of any federally recognized Indian nation, tribe or pueblo or who is an Alaska native; or

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		(2) a	n indivi	dual wh	o has	been	deemed	eligible
for serv	ices and	l progr	ams prov	ided to	Nativ	ve Ame	ericans	by the
United St	tates pu	ıblic h	ealth se	ervice o	r the	burea	au of Ir	ndian
affairs;								

- "navigator" means a person that, in a manner culturally and linguistically appropriate to the state's diverse populations, conducts public education, distributes tax credit and qualified health plan enrollment information, facilitates enrollment in qualified health plans or provides referrals to consumer assistance or ombudsman services. "Navigator" does not mean a health insurance issuer or a person that receives any consideration, directly or indirectly, from any health insurance issuer in connection with the enrollment of a qualified individual in a qualified health plan; provided that a broker or an agent may be a navigator if the broker or the agent receives no consideration, directly or indirectly, from any health insurance issuer in connection with the enrollment of a qualified individual or qualified employer in a qualified health plan, an approved health plan or any other health coverage; and
- "superintendent" means the superintendent of insurance.
- SECTION 3. [NEW MATERIAL] NEW MEXICO HEALTH INSURANCE EXCHANGE CREATED -- BOARD CREATED .--
- The "New Mexico health insurance exchange" is .194049.1

created as a nonprofit public corporation to provide qualified individuals and qualified employers with increased access to health insurance in the state and shall be governed by a board of directors constituted pursuant to the provisions of the New Mexico Health Insurance Exchange Act. The exchange is a governmental entity for purposes of the Tort Claims Act, and neither the exchange nor the board shall be considered a governmental entity for any other purpose.

- B. The exchange shall not duplicate, impair, enhance, supplant, infringe upon or replace, in whole or in any part, the powers, duties or authority of the superintendent, including the superintendent's authority to review and approve premium rates pursuant to the provisions of the New Mexico Insurance Code.
- C. The exchange shall not purchase qualified health plans from insurance health issuers to offer for purchase through the exchange.
- D. All health insurance issuers and health maintenance organizations authorized to conduct business in this state and meeting the requirements of the rules promulgated by the superintendent pursuant to Section 7 of the New Mexico Health Insurance Exchange Act, as well as meeting the rules under the federal act, shall be eligible to participate in the exchange.
- E. The "board of directors of the New Mexico health .194049.1

insurance exchange" is created. The board consists of thirteen voting directors as follows:

- (1) one voting director is the superintendent or the superintendent's designee;
- (2) six voting directors appointed by the governor, including the secretary of human services or the secretary's designee, a health insurance issuer and a consumer advocate; and
- (3) six voting directors, three appointed by the president pro tempore of the senate, including one health care provider, and three appointed by the speaker of the house of representatives, including one health insurance issuer. One of the directors appointed by the president pro tempore of the senate and one of the directors appointed by the speaker of the house of representatives shall be from a list of at least three candidates provided, respectively, by the minority leader of the senate and by the minority leader of the house of representatives.
- F. Except as provided in Subsection G of this section, managerial and full-time staff of the exchange shall be subject to applicable provisions of the Governmental Conduct Act and shall not have any direct or indirect affiliation with any health care provider, health insurance issuer or health care service provider.
- G. Each director shall comply with the .194049.1

conflict	-of-inte	erest	provisions	of	Subsection	F	of	this
section,	except	as f	ollows:					

- (1) directors who may be appointed from the boards of directors of the New Mexico medical insurance pool and the New Mexico health insurance alliance shall not be considered to have a conflict of interest with respect to their association with those entities;
- (2) the secretary of human services, or the secretary's designee, shall not be considered to have a conflict of interest with respect to the secretary's performance of the secretary's duties as secretary of human services;
- (3) the director who is a health care provider shall not be considered to have a conflict of interest arising from that director's receipt of payment for services as a health care provider; and
- (4) directors who are representatives of health insurance issuers shall not be considered to have a conflict of interest with respect to those directors' association with their respective health insurance issuers.
- H. Each director and employee of the exchange shall have a fiduciary duty to the exchange.
- I. The board shall be composed, as a whole, to assure representation of the state's Native American population, ethnic diversity, cultural diversity and geographic .194049.1

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diversity.
J. Directors shall have demonstrated knowledge or
experience in at least one of the following areas:
(1) purchasing coverage in the individual
market;
(2) purchasing coverage in the small employer
market;
(3) health care finance;
(4) health care economics or health care
actuarial science;
(5) health care policy;
(6) the enrollment of underserved residents in
health care coverage;
(7) administration of a private or public
health care delivery system;
(8) information technology;
(9) starting a small business with fifty or
fewer employees; or
(10) provision of health care services.
K. The governor shall appoint no more than four
directors from the same political party.
L. Except for the secretary of human services, the
non-health insurance issuer directors appointed by the governor
shall be appointed for initial terms of three years or less,
staggered so that the term of at least one director expires on
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June 30 of each year. The non-health insurance insurer
directors appointed by the legislature shall be appointed for
initial terms of three years or less, staggered so that the
term of at least one director expires on June 30 of each year.
The health insurance issuers appointed to the board shall, upon
appointment, select one of them by lot to have an initial term
ending on June 30 following one year of service and one to have
an initial term ending on June 30 following two years of
service. Following the initial terms, health insurance issuer
directors shall be appointed for terms of two years. A
director whose term has expired shall continue to serve until a
successor is appointed by the respective appointing authority.
Health insurance issuer directors shall not serve two
consecutive terms.

- M. The exchange and the board shall operate consistent with provisions of the Governmental Conduct Act, the Inspection of Public Records Act, the Financial Disclosure Act and the Open Meetings Act and shall not be subject to the Procurement Code or the Personnel Act.
- N. A majority of directors constitutes a quorum.

  The board may allow members to attend meetings by telephone or other electronic media. A decision by the board requires a quorum and a majority of directors in attendance voting in favor of the decision.
- 0. Within thirty days of the effective date of the .194049.1

New Mexico Health Insurance Exchange Act, the board shall be fully appointed and the superintendent shall convene an organizational meeting of the board, during which the board shall elect a chair and vice chair from among the directors. Thereafter, every three years, the board shall elect in open meeting a chair and vice chair from among the directors. The chair and vice chair shall serve no more than two consecutive three-year terms as chair and vice chair.

- P. A vacancy on the board shall be filled by appointment by the original appointing authority for the remainder of the director's unexpired term.
- Q. A director may be removed from the board by a two-thirds majority vote of the directors. The board shall set standards for attendance and may remove a director for lack of attendance, neglect of duty or malfeasance in office. A director shall not be removed without proceedings consisting of at least one ten-day notice of hearing and an opportunity to be heard. Removal proceedings shall be before the board and in accordance with procedures adopted by the board.
- R. Appointed directors may receive per diem and mileage in accordance with the Per Diem and Mileage Act, subject to the travel policy set by the board. Appointed directors shall receive no other compensation, perquisite or allowance.
  - S. The board shall:

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- (1) meet at the call of the chair and no less often than once per calendar quarter. There shall be at least seven days' notice given to directors prior to any meeting.

  There shall be sufficient notice provided to the public prior to meetings pursuant to the Open Meetings Act;
- (2) create, make appointments to and duly consider recommendations of an advisory committee or committees made up of stakeholders, including health insurance issuers, health care consumers, health care providers, health care practitioners, brokers, qualified employer representatives and advocates for low-income or underserved residents;
- (3) create an advisory committee made up of members insured through the New Mexico health insurance alliance and the New Mexico medical insurance pool to make recommendations to the board regarding the transition of each organization's insured members into the exchange. The advisory committee shall only exist until a transition plan has been adopted by the board;
- (4) create an advisory committee made up of Native Americans, some of whom live on a reservation and some of whom do not live on a reservation, to guide the implementation of the Native American-specific provisions of the federal Patient Protection and Affordable Care Act and the federal Indian Health Care Improvement Act;
  - (5) designate a Native American liaison, who

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shall assist the board in developing and ensuring implementation of communication and collaboration between the exchange and Native Americans in the state. The Native American liaison shall serve as a contact person between the exchange and New Mexico Indian nations, tribes and pueblos and shall ensure that training is provided to the staff of the exchange, which may include training in:

- (a) cultural competency;
- (b) state and federal law relating to Indian health; and
- (c) other matters relating to the functions of the exchange with respect to Native Americans in the state; and
- (6) establish at least one walk-in customer service center where persons may, if eligible, enroll in qualified health plans or public coverage programs.
- SECTION 4. [NEW MATERIAL] BOARD OF DIRECTORS--POWERS.--The board may:
- A. seek and receive grant funding from federal, state or local governments or private philanthropic organizations to defray the costs of operating the exchange;
- B. generate funding, including charging assessments or fees, to support its operations in accordance with provisions of the New Mexico Health Insurance Exchange Act; provided that assessments shall be limited to those plans in .194049.1

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the exchange and solely to the reasonable administrative costs of the exchange;

- C. establish a Native American service center to ensure that the exchange:
  - (1) is accessible to Native Americans;
- (2) complies with the provisions of the federal Indian Health Care Improvement Act and Indian-specific provisions of the federal Patient Protection and Affordable Care Act; and
- (3) facilitates meaningful, ongoing consultation with Native Americans;
  - D. create ad hoc advisory councils;
- E. request assistance from other boards, commissions, departments, agencies and organizations as necessary to provide appropriate expertise to accomplish the exchange's duties;
- F. enter into contracts with persons or other organizations as necessary or proper to carry out the provisions and purposes of the New Mexico Health Insurance Exchange Act, including the authority to contract or employ staff for the performance of administrative, legal, actuarial, accounting and other functions; provided that no contractor shall be a health insurance issuer or a producer;
- G. enter into contracts with similar exchanges of other states for the joint performance of common administrative .194049.1

## functions;

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enter into information-sharing agreements with Η. federal and state agencies and other state exchanges to carry out its responsibilities; provided that these agreements include adequate protections of the confidentiality of the information to be shared and comply with all state and federal laws and regulations;

- sue or be sued or otherwise take any necessary or proper legal action in the execution of its duties and powers;
- appoint board committees, which may include non-board members, to provide technical assistance in the operation of the exchange and any other function within the authority of the exchange; and
- conduct periodic audits to assure the general accuracy of the financial data submitted to the exchange.

#### SECTION 5. [NEW MATERIAL] PLAN OF OPERATION. --

Within sixty days of the effective date of the New Mexico Health Insurance Exchange Act, the board shall create a preliminary plan of operation containing provisions to ensure the fair, reasonable and equitable administration of the exchange. Within six months of the effective date of the New Mexico Health Insurance Exchange Act, the board shall create and implement a final plan of operation containing provisions to ensure the fair, reasonable and equitable administration of

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- B. The board shall provide for public notice and hearing prior to approving the plan of operation.
  - C. The preliminary plan of operation shall:
- (1) establish procedures to implement the provisions of the New Mexico Health Insurance Exchange Act, consistent with state and federal law;
- (2) establish procedures for handling and accounting for the exchange's assets and money; and
- (3) establish regular times and meeting places for meetings of the board.
  - D. The final plan of operation shall:
- (1) establish a statewide consumer assistance program, including a navigator program;
- (2) establish consumer complaint and grievance procedures for issues relating to the exchange;
- (3) establish procedures for alternative dispute resolution between the exchange and contractors or health insurance issuers;
  - (4) develop and implement policies that:
- (a) promote effective communication and collaboration between the exchange and Indian nations, tribes and pueblos, including communicating and collaborating on those nations', tribes' and pueblos' plans for creating or participating in health insurance exchanges; and

1	(b) promote cultural competency in
2	providing effective services to Native Americans;
3	(5) establish conflict-of-interest policies
4	and procedures; and
5	(6) contain additional provisions necessary
6	and proper for the execution of the powers and duties of the
7	board.
8	SECTION 6. [NEW MATERIAL] BOARD DUTIESREPORTINGThe
9	board shall:
10	A. between July 1, 2013 and January 1, 2015,
11	provide quarterly reports to the legislature, the governor and
12	the superintendent on the implementation of the exchange and
13	report annually and upon request thereafter;
14	B. keep an accurate accounting of all of the
15	activities, receipts and expenditures of the exchange and
16	submit this information annually to the superintendent and as
17	required by federal law to the federal secretary of health and
18	human services;
19	C. beginning with the first year of operation in
20	which access to health insurance coverage is provided, obtain
21	an annual audit of the exchange's operations from an
22	independent certified public accountant;
23	D. publish the administrative costs of the exchange
24	as required by state or federal law; and
25	E. discharge those duties required to implement and
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operate the exchange in accordance with the provisions of the New Mexico Health Insurance Exchange Act consistent with state and federal law.

SECTION 7. [NEW MATERIAL] SUPERINTENDENT OF INSURANCE-RULEMAKING.--The superintendent shall promulgate rules
necessary to implement and carry out the provisions of the New
Mexico Health Insurance Exchange Act, including rules to
establish the criteria for certification of qualified health
plans.

### SECTION 8. [NEW MATERIAL] FUNDING.--

A. To fund the planning, implementation and operation of the exchange, the board shall contract with the human services department or any other state agency that receives federal funds allocated, appropriated or granted to the state for purposes of funding the planning, implementation or operation of a health insurance exchange.

B. The human services department or any other state agency that receives federal funds allocated, appropriated or granted to the state for purposes of funding the planning, implementation or operation of a health insurance exchange shall contract with the board to provide those funds to the exchange in consideration for its planning, implementation or operation.

SECTION 9. [NEW MATERIAL] COOPERATION WITH THE NEW MEXICO
HEALTH INSURANCE EXCHANGE.--The medical assistance division of
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the human services department shall cooperate with the New

Mexico health insurance exchange to share information and

facilitate transitions in enrollment between the exchange and

medicaid.

SECTION 10. A new section of the New Mexico Insurance

SECTION 10. A new section of the New Mexico Insurance Code is enacted to read:

"[NEW MATERIAL] OFFICE OF SUPERINTENDENT OF INSURANCE-COOPERATION WITH NEW MEXICO HEALTH INSURANCE EXCHANGE.--The
office of superintendent of insurance shall cooperate with the
New Mexico health insurance exchange to share information and
assist in the implementation of the functions of the exchange."

SECTION 11. Section 41-4-3 NMSA 1978 (being Laws 1976, Chapter 58, Section 3, as amended by Laws 2009, Chapter 8, Section 2 and by Laws 2009, Chapter 129, Section 2 and also by Laws 2009, Chapter 249, Section 2) is amended to read:

"41-4-3. DEFINITIONS.--As used in the Tort Claims Act:

- A. "board" means the risk management advisory board;
- B. "governmental entity" means the state or any local public body as defined in Subsections C and H of this section;
- C. "local public body" means all political subdivisions of the state and their agencies, instrumentalities and institutions and all water and natural gas associations organized pursuant to Chapter 3, Article 28 NMSA 1978;

D. "law enforcement officer" means a full-time salaried public employee of a governmental entity, or a certified part-time salaried police officer employed by a governmental entity, whose principal duties under law are to hold in custody any person accused of a criminal offense, to maintain public order or to make arrests for crimes, or members of the national guard when called to active duty by the governor;

# E. "maintenance" does not include:

- (1) conduct involved in the issuance of a permit, driver's license or other official authorization to use the roads or highways of the state in a particular manner; or
- (2) an activity or event relating to a public building or public housing project that was not foreseeable;
- F. "public employee" means an officer, employee or servant of a governmental entity, excluding independent contractors except for individuals defined in Paragraphs (7), (8), (10), (14) and (17) of this subsection, or of a corporation organized pursuant to the Educational Assistance Act, the Small Business Investment Act or the Mortgage Finance Authority Act or a licensed health care provider, who has no medical liability insurance, providing voluntary services as defined in Paragraph (16) of this subsection and including:
  - (1) elected or appointed officials;
  - (2) law enforcement officers;

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- (4) licensed foster parents providing care for children in the custody of the human services department, corrections department or department of health, but not including foster parents certified by a licensed child placement agency;
- members of state or local selection panels (5) established pursuant to the Adult Community Corrections Act;
- (6) members of state or local selection panels established pursuant to the Juvenile Community Corrections Act;
- licensed medical, psychological or dental (7) arts practitioners providing services to the corrections department pursuant to contract;
- (8) members of the board of directors of the New Mexico medical insurance pool;
- (9) individuals who are members of medical review boards, committees or panels established by the educational retirement board or the retirement board of the public employees retirement association;
- (10) licensed medical, psychological or dental arts practitioners providing services to the children, youth and families department pursuant to contract;
- (11) members of the board of directors of the .194049.1

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1	New Mexico educational assistance foundation;
2	(12) members of the board of directors of the
3	New Mexico student loan guarantee corporation;
4	(13) members of the New Mexico mortgage
5	finance authority;
6	(14) volunteers, employees and board members
7	of court-appointed special advocate programs;
8	(15) members of the board of directors of the
9	small business investment corporation;
10	(16) health care providers licensed in New
11	Mexico who render voluntary health care services without
12	compensation in accordance with rules promulgated by the
13	secretary of health. The rules shall include requirements for
14	the types of locations at which the services are rendered, the
15	allowed scope of practice and measures to ensure quality of
16	care; [ <del>and</del> ]
17	(17) an individual while participating in the
18	state's adaptive driving program and only while using a
19	special-use state vehicle for evaluation and training purposes
20	in that program; and
21	(18) the staff and members of the board of
22	directors of the New Mexico health insurance exchange
23	established pursuant to the New Mexico Health Insurance
24	<pre>Exchange Act;</pre>
25	G. "scope of duty" means performing any duties that

a public employee is requested, required or authorized to perform by the governmental entity, regardless of the time and place of performance; and

H. "state" or "state agency" means the state of New Mexico or any of its branches, agencies, departments, boards, instrumentalities or institutions."

SECTION 12. Section 59A-56-4 NMSA 1978 (being Laws 1994, Chapter 75, Section 4, as amended) is amended to read:

"59A-56-4. ALLIANCE CREATED--BOARD CREATED.--

A. The "New Mexico health insurance alliance" is created as a nonprofit public corporation for the purpose of providing increased access to health insurance in the state. All insurance companies authorized to transact health insurance business in this state, nonprofit health care plans, health maintenance organizations and self-insurers not subject to federal preemption shall organize and be members of the alliance as a condition of their authority to offer health insurance in this state, except for an insurance company that is licensed under the Prepaid Dental Plan Law or a company that is solely engaged in the sale of dental insurance and is licensed under a provision of the Insurance Code.

B. The alliance shall be governed by [a board of directors constituted pursuant to the provisions of this section. The board is a governmental entity for purposes of the Tort Claims Act, but neither the board nor the alliance

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C. Each member shall be entitled to one vote in person or by proxy at each meeting.

D. The alliance shall operate subject to the supervision and approval of the board. The board shall consist of:

(1) five directors, elected by the members, who shall be officers or employees of members and shall consist of two representatives of health maintenance organizations and three representatives of other types of members;

(2) five directors, appointed by the governor, who shall be officers, general partners or proprietors of small employers, one director of which shall represent nonprofit corporations;

(3) four directors, appointed by the governor, who shall be employees of small employers; and

(4) the superintendent or the superintendent's designee, who shall be a nonvoting member, except when the superintendent's vote is necessary to break a tie.

E. The superintendent shall serve as chairman of the board unless the superintendent declines, in which event the superintendent shall appoint the chairman.

F. The directors elected by the members shall be elected for initial terms of three years or less, staggered so .194049.1

that the term of at least one director expires on June 30 of each year. The directors appointed by the governor shall be appointed for initial terms of three years or less, staggered so that the term of at least one director expires on June 30 of each year. Following the initial terms, directors shall be elected or appointed for terms of three years. A director whose term has expired shall continue to serve until a successor is elected or appointed and qualified.

G. Whenever a vacancy on the board occurs, the

electing or appointing authority of the position that is vacant shall fill the vacancy by electing or appointing an individual to serve the balance of the unexpired term; provided when a vacancy occurs in one of the director's positions elected by the members, the superintendent is authorized to appoint a temporary replacement director until the next scheduled election of directors elected by the members is held. The individual elected or appointed to fill a vacancy shall meet the requirements for initial election or appointment to that position.

H. Directors may be reimbursed by the alliance as provided in the Per Diem and Mileage Act for nonsalaried public officers but shall receive no other compensation, perquisite or allowance from the alliance] the board of directors of the New Mexico health insurance exchange appointed pursuant to the New Mexico Health Insurance Exchange Act."

SECTION 13. TEMPORARY PROVISION.--On the effective date of this act, the board of directors of the New Mexico health insurance alliance, appointed pursuant to the Health Insurance Alliance Act prior to the effective date of this act, shall cease to exist and the New Mexico health insurance alliance shall be governed pursuant to the Health Insurance Alliance Act by the board of directors of the New Mexico health insurance exchange appointed pursuant to the New Mexico Health Insurance Exchange Act. In exercising its duties, the board of directors of the New Mexico health insurance exchange shall neither apply any provisions of the Health Insurance Alliance Act to the New Mexico health insurance exchange nor apply any provisions of the New Mexico Health Insurance Exchange Act to the New Mexico health insurance alliance.

SECTION 14. TEMPORARY PROVISION--NEW MEXICO HEALTH INSURANCE ALLIANCE--NEW MEXICO HEALTH INSURANCE EXCHANGE--TRANSFER OF CONTRACTS.--On July 1, 2013, all contracts of the New Mexico health insurance alliance relating to the development and implementation of a health insurance exchange shall be binding and effective on the New Mexico health insurance exchange.

SECTION 15. DELAYED REPEAL.--Sections 59A-56-1 through 59A-56-25 NMSA 1978 (being Laws 1994, Chapter 75, Sections 1 through 25, as amended) are repealed effective January 1, 2015.

**SECTION 16.** SEVERABILITY.--If any part or application of .194049.1

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SECTION 17. EMERGENCY.--It is necessary for the public peace, health and safety that this act take effect immediately.

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