Second Regular Session Sixty-ninth General Assembly STATE OF COLORADO

REVISED

This Version Includes All Amendments Adopted on Second Reading in the Second House

LLS NO. 14-0464.02 Jason Gelender x4330

HOUSE BILL 14-1161

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A BILL FOR AN ACT

101	CONCERNING INTERSTATE RAIL SERVICE IN SOUTHERN COLORADO,
102	AND, IN CONNECTION THEREWITH, CREATING A COMMISSION
103	AND A FUND FOR THE PURPOSES OF ENCOURAGING AMTRAK TO
104	CONTINUE ITS SOUTHWEST CHIEF RAIL LINE SERVICE AT ALL
105	CURRENT COLORADO STOPS, EXPANDING SUCH SERVICE TO
106	INCLUDE A STOP IN PUEBLO, STUDYING THE POTENTIAL
107	BENEFITS OF EXPANDING SUCH SERVICE TO INCLUDE A STOP IN
108	WALSENBURG, AND MAKING AN APPROPRIATION.

Bill Summary

(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that SENATE Amended 2nd Reading May 1, 2014

> Reading Unamended March 19, 2014

3rd

Amended 2nd Reading March 18, 2014

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applies to the reengrossed version of this bill will be available at <u>http://www.leg.state.co.us/billsummaries</u>.)

The bill:

- ! Creates a 9-member southwest chief rail line economic development, rural tourism, and infrastructure repair and maintenance commission (commission) consisting of:
 - ! 7 voting members, including one member of each house of the general assembly, 2 residents of southeastern Colorado counties, and representatives of the freight rail, passenger rail, and tourist industries; and
 - ! 2 nonvoting members, including an employee of Amtrak and an employee of the Colorado department of transportation;
- ! Specifies that the mission of the commission is to coordinate and oversee efforts by the state and local governments and cooperate with the states of Kansas and New Mexico, Amtrak, and the Burlington Northern and Santa Fe railway (BNSF) to ensure continuation of existing Amtrak southwest chief rail line service in the state, expansion of such service to include a stop in Pueblo, and exploration of the benefits of adding an additional stop in Walsenburg;
- ! Grants the commission the powers and duties necessary to further the accomplishment of its mission;
- ! Creates a southwest chief rail line economic development, rural tourism, and infrastructure repair and maintenance fund (fund);
- Specifies that moneys received by the state from the federal government, local governments, public-private partnerships, or any other person, or as a result of any voter-approved ballot measure, that are dedicated for the purposes of ensuring that the Amtrak southwest chief rail line continues to pass through Colorado and that an additional stop in Pueblo is added to the southwest chief rail line, and any other moneys that the general assembly may appropriate or transfer, are credited to the fund; and Specifies that, subject to annual appropriation by the
- Specifies that, subject to annual appropriation by the general assembly and specified conditions regarding funding commitments from the states of Kansas and New Mexico, Amtrak and BNSF, and southwest chief rail service commitments from Amtrak, the commission may expend moneys from the fund for rail replacement on or other improvements to the portion of the BNSF railway line

used to provide existing Amtrak southwest chief rail line service in Colorado and to pay costs associated with the expansion of southwest chief rail line service to include a stop in Pueblo.

1 Be it enacted by the General Assembly of the State of Colorado: 2 **SECTION 1.** In Colorado Revised Statutes, **add** part 10 to article 3 4 of title 43 as follows: 4 **PART 10** INTERSTATE RAIL 5 6 43-4-1001. Preservation and expansion of southwest chief rail 7 line service in Colorado - commission - membership and powers -8 legislative declaration - definitions. (1) THE GENERAL ASSEMBLY 9 HEREBY FINDS AND DECLARES THAT: 10 (a) THE AMTRAK SOUTHWEST CHIEF RAIL LINE, WHICH PROVIDES 11 INTERSTATE RAIL SERVICE FROM CHICAGO TO LOS ANGELES WITH STOPS 12 IN THE COLORADO CITIES OF LAMAR, LA JUNTA, AND TRINIDAD, PROVIDES NEEDED RAIL TRANSPORTATION TO RESIDENTS OF SOUTHEASTERN 13 14 COLORADO, PROVIDES A GATEWAY TO TOURISTS FROM THE WEST COAST 15 AND MIDWEST TO TOURIST ATTRACTIONS IN COLORADO, IS ITSELF A 16 SIGNIFICANT TOURIST ATTRACTION FOR OUT OF STATE AND FOREIGN 17 TOURISTS, AND IS AN IMPORTANT ECONOMIC DRIVER FOR RURAL AREAS OF 18 COLORADO, KANSAS, AND NEW MEXICO. 19 (b) AMTRAK OPERATES THE SOUTHWEST CHIEF RAIL LINE IN 20 KANSAS, COLORADO, AND NEW MEXICO ON OLDER TRACKS OWNED BY 21 THE BURLINGTON NORTHERN AND SANTA FE RAILWAY THAT REQUIRE 22 EXPENSIVE UPGRADES AND MAINTENANCE, WHICH THE RAILWAY AND 23 AMTRAK ARE UNABLE TO PAY FOR IN FULL, AND IS CONSIDERING

REROUTING THE SOUTHWEST CHIEF RAIL LINE AND DISCONTINUING
 SERVICE TO COLORADO, WESTERN KANSAS, AND NORTHERN NEW MEXICO.

3 (c) BECAUSE THE POSSIBLE REROUTING OF THE SOUTHWEST CHIEF 4 RAIL LINE AWAY FROM COLORADO WOULD LEAVE RESIDENTS OF 5 SOUTHEAST COLORADO WITHOUT NEEDED INTERSTATE RAIL 6 TRANSPORTATION, COMPLICATE ACCESS TO COLORADO TOURIST 7 ATTRACTIONS FOR TOURISTS FROM THE WEST COAST AND MIDWEST. 8 ELIMINATE A SIGNIFICANT TOURIST ATTRACTION, AND CAUSE ECONOMIC 9 AND EMPLOYMENT LOSSES IN COLORADO, IT IS IN THE BEST INTERESTS OF 10 THE STATE TO TRY TO PREVENT THAT REROUTING AND ENSURE THAT THE 11 SOUTHWEST CHIEF RAIL LINE CONTINUES TO PROVIDE RAIL SERVICE IN 12 COLORADO.

13 (d) IN ADDITION TO SUPPORTING THE PASSENGER RAIL INDUSTRY,
14 THE GENERAL ASSEMBLY ALSO CONSIDERS THE GROWTH OF THE FREIGHT
15 RAIL INDUSTRY TO BE OF CRITICAL IMPORTANCE TO THE STATE AND
16 THEREFORE INTENDS THAT ANY EXPANSION OF PASSENGER RAIL ONLY BE
17 DONE IN COORDINATION WITH THE FREIGHT RAIL INDUSTRY.

18 (2) THE GENERAL ASSEMBLY FURTHER FINDS AND DECLARES THAT:
19 (a) IN ADDITION TO PRESERVING EXISTING SOUTHWEST CHIEF RAIL
20 LINE SERVICE, MODIFYING THE ROUTE OF THE SOUTHWEST CHIEF RAIL LINE
21 TO INCLUDE A STOP IN PUEBLO WOULD BENEFIT THE STATE BY:

(I) PROVIDING INTERSTATE RAIL SERVICE TO RESIDENTS OF
PUEBLO, THE LARGEST METROPOLITAN AREA IN SOUTHERN COLORADO;
(II) CREATING AN ADDITIONAL INTERSTATE RAIL CONNECTION
THAT:

26 (A) RESIDENTS OF THE RAPIDLY GROWING FRONT RANGE AND
 27 CERTAIN OTHER CITIES THROUGHOUT COLORADO CAN IMMEDIATELY

-4-

ACCESS THROUGH EXISTING CONVENIENT, EFFICIENT, AND SEAMLESS
 INTRASTATE FIXED ROUTE AND CHARTER BUS SERVICES AND POTENTIALLY
 ACCESS IN THE FUTURE THROUGH NORTH-SOUTH RAIL SERVICE ALONG THE
 ENTIRE FRONT RANGE; AND

5 (B) TOURISTS CAN USE TO LINK TO BUS SERVICES AND POTENTIAL
6 FUTURE NORTH-SOUTH RAIL SERVICES AND THEREBY MORE EASILY ACCESS
7 TOURIST ATTRACTIONS THROUGHOUT THE STATE; AND

8 (III) BRINGING ADDITIONAL TOURISTS AND ATTENDANT ECONOMIC
9 GROWTH DIRECTLY TO THE PUEBLO AREA, AND PROVIDING ADDITIONAL
10 JOBS IN THE PUEBLO AREA.

(b) EXPLORING THE POTENTIAL BENEFITS, INCLUDING BUT NOT
LIMITED TO BENEFITS OF INCREASED TOURISM AND OTHER ECONOMIC
BENEFITS, OF FURTHER MODIFYING THE ROUTE OF THE SOUTHWEST CHIEF
RAIL LINE TO INCLUDE A STOP IN WALSENBURG IS ALSO IN THE BEST
INTERESTS OF THE STATE;

16 (c) THERE HAVE BEEN PRELIMINARY DISCUSSIONS BETWEEN 17 AMTRAK, THE BURLINGTON NORTHERN AND SANTA FE RAILWAY, AND 18 THE STATES OF COLORADO, KANSAS, AND NEW MEXICO ABOUT SHARING 19 THE COSTS OF FUNDING THE TRACK UPGRADES AND MAINTENANCE NEEDED 20 TO PRESERVE SOUTHWEST CHIEF RAIL LINE SERVICE IN WESTERN KANSAS, 21 SOUTHEASTERN COLORADO AND NORTHERN NEW MEXICO. AND IT IS 22 NECESSARY AND APPROPRIATE TO ENCOURAGE THE CONTINUATION OF 23 SUCH DISCUSSIONS AND CONVEY TO ALL OTHER INVOLVED PARTIES THAT: 24 (I) THE STATE OF COLORADO STRONGLY SUPPORTS THE EFFORT TO 25 PRESERVE THAT SERVICE; AND

26 (II) CONTINUING TO PURSUE A COOPERATIVE APPROACH OFFERS
 27 THE BEST PROSPECTS FOR BOTH PREVENTING THE REROUTING OF THE

-5-

SOUTHWEST CHIEF RAIL LINE AWAY FROM WESTERN KANSAS, COLORADO,
 AND NORTHERN NEW MEXICO AND EXPANDING SUCH SERVICE TO INCLUDE
 A STOP IN PUEBLO; AND

4

(d) IT IS THEREFORE NECESSARY AND APPROPRIATE TO:

5 (I) CREATE THE SOUTHWEST CHIEF RAIL LINE ECONOMIC 6 DEVELOPMENT, RURAL TOURISM, AND INFRASTRUCTURE REPAIR AND 7 MAINTENANCE COMMISSION AND THE SOUTHWEST CHIEF RAIL LINE 8 ECONOMIC DEVELOPMENT, RURAL TOURISM, AND INFRASTRUCTURE REPAIR 9 AND MAINTENANCE FUND;

(II) DEPOSIT INTO THE FUND ANY MONEY THAT MAY BECOME
AVAILABLE TO THE STATE FOR THE PURPOSES OF ENSURING THAT THE
AMTRAK SOUTHWEST CHIEF RAIL LINE CONTINUES TO PASS THROUGH
COLORADO AND THAT AN ADDITIONAL STOP IN PUEBLO IS ADDED TO THE
LINE; AND

(III) SPECIFY THAT THE COMMISSION MAY EXPEND MONEYS FROM
THE FUND ONLY IN FURTHERANCE OF SUCH PURPOSES, ONLY TO THE
EXTENT APPROPRIATED BY THE GENERAL ASSEMBLY, AND ONLY FOR:

18 (A) THE COMMISSION'S ADMINISTRATIVE AND STAFFING EXPENSES;
19 (B) THE COSTS OF ANY NECESSARY STUDIES; AND

(C) ONLY IF A FORMAL AGREEMENT IS REACHED UNDER WHICH
AMTRAK, THE BURLINGTON NORTHERN AND SANTA FE RAILWAY, AND
THE STATES OF KANSAS, COLORADO, AND NEW MEXICO ALL AGREE TO
MAKE NECESSARY FINANCIAL CONTRIBUTIONS AND TAKE OTHER SPECIFIED
ACTIONS NEEDED TO ENSURE THE ACHIEVEMENT OF SUCH PURPOSES,
TRACK UPGRADES, MAINTENANCE, AND OTHER REQUIRED ACTIONS TO BE
FUNDED UNDER THE TERMS OF THE AGREEMENT.

27 (3) AS USED IN THIS PART 10, UNLESS THE CONTEXT OTHERWISE

-6-

1 REQUIRES:

2 (a) "COMMISSION" MEANS THE SOUTHWEST CHIEF RAIL LINE
3 ECONOMIC DEVELOPMENT, RURAL TOURISM, AND INFRASTRUCTURE REPAIR
4 AND MAINTENANCE COMMISSION CREATED IN SUBSECTION (4) OF THIS
5 SECTION.

6 (b) "Fund" means the southwest chief rail line economic
7 Development, rural tourism, and infrastructure repair and
8 Maintenance fund created in section 43-4-1002.

9 THE SOUTHWEST CHIEF RAIL LINE ECONOMIC (4) (a) 10 DEVELOPMENT. RURAL TOURISM. AND INFRASTRUCTURE REPAIR AND 11 MAINTENANCE COMMISSION IS CREATED IN THE DEPARTMENT OF 12 TRANSPORTATION. THE COMMISSION SHALL EXERCISE ITS POWERS AND 13 PERFORM ITS DUTIES AS IF THE SAME WERE TRANSFERRED TO THE 14 DEPARTMENT BY A TYPE 1 TRANSFER, AS DEFINED IN SECTION 24-1-105, 15 C.R.S. THE COMMISSION CONSISTS OF THE FOLLOWING FIVE MEMBERS 16 APPOINTED BY THE GOVERNOR AS FOLLOWS:

17

18 <u>(I)</u> One representative of the tourist industry in 19 Colorado:

20 <u>(II)</u> One member who is a public rail transportation 21 Advocate;

22 (III) ONE REPRESENTATIVE OF THE FREIGHT RAIL INDUSTRY;

23 (<u>IV</u>) ONE RESIDENT OF LAS ANIMAS, OTERO, OR PROWERS
 24 COUNTY WHO HAS PUBLICLY ADVOCATED FOR PUBLIC RAIL; AND

25 (V) ONE RESIDENT OF PUEBLO OR HUERFANO COUNTY WHO HAS
 26 PUBLICLY ADVOCATED FOR PUBLIC RAIL.

27 (b) IN ADDITION TO THE <u>FIVE</u> MEMBERS OF THE BOARD, THE BOARD

INCLUDES THE FOLLOWING TWO APPOINTED ADVISORS, WHO SHALL
 ATTEND BOARD MEETINGS AND ADVISE THE BOARD BUT ARE NOT VOTING
 MEMBERS OF THE BOARD:

4 (I) AN EMPLOYEE OF THE DEPARTMENT OF TRANSPORTATION,
5 APPOINTED BY THE EXECUTIVE DIRECTOR OF THE DEPARTMENT; AND
6 (II) AN EMPLOYEE OF AMTRAK, APPOINTED BY THE PRESIDENT OF

7 AMTRAK.

8 (c)APPOINTING AUTHORITIES SHALL APPOINT THE INITIAL 9 MEMBERS AND APPOINTED ADVISORS OF THE COMMISSION NO LATER THAN 10 SEPTEMBER 1. 2014. MEMBERS SHALL SERVE FOR TERMS OF FOUR YEARS: 11 EXCEPT THAT THE INITIAL TERMS OF THREE OF THE MEMBERS APPOINTED 12 BY THE GOVERNOR, AS DESIGNATED BY THE GOVERNOR, ARE TWO YEARS. 13 THE COMMISSION SHALL ELECT A CHAIR FROM ITS MEMBERS AT ITS FIRST 14 MEETING. MEMBERS SERVE WITHOUT COMPENSATION BUT RECEIVE 15 REIMBURSEMENT FOR EXPENSES.

16 (5) (a) THE MISSION OF THE COMMISSION IS TO COORDINATE AND 17 OVERSEE EFFORTS BY THE STATE AND LOCAL GOVERNMENTS AND 18 COOPERATE WITH THE STATES OF KANSAS AND NEW MEXICO, AMTRAK, 19 AND THE BURLINGTON NORTHERN AND SANTA FE RAILWAY TO ENSURE 20 CONTINUATION OF EXISTING AMTRAK SOUTHWEST CHIEF RAIL LINE 21 SERVICE IN THE STATE, EXPANSION OF SUCH SERVICE TO INCLUDE A STOP 22 IN PUEBLO, AND EXPLORATION OF THE BENEFITS OF ADDING AN 23 ADDITIONAL STOP IN WALSENBURG.

(b) IN FURTHERANCE OF ITS MISSION, AND IN ADDITION TO ANY
OTHER POWERS AND DUTIES AS SPECIFIED IN THIS PART 10, THE
COMMISSION HAS THE FOLLOWING POWERS:

27 (I) TO ADOPT BYLAWS FOR THE REGULATION OF ITS AFFAIRS AND

-8-

1 THE CONDUCT OF ITS BUSINESS;

2 (II) TO ACCEPT CONTRIBUTIONS TO AND EXPEND MONEYS FROM 3 THE FUND AS AUTHORIZED BY SECTION 43-4-1002;

4 (III) TO ENTER INTO MEMORANDUMS OF UNDERSTANDING AND 5 INTERGOVERNMENTAL AGREEMENTS WITH AGENCIES AND POLITICAL 6 SUBDIVISIONS OF THIS STATE;

7

8

(IV) TO CONTRACT FOR NECESSARY SERVICES:

9 (V) TO ENTER INTO MULTISTATE AGREEMENTS; AND

10 TO HAVE AND EXERCISE ALL POWERS NECESSARY OR (VI)11 INCIDENTAL TO OR IMPLIED FROM THE SPECIFIC POWERS AND DUTIES 12 GRANTED IN THIS PART 10.

13 43-4-1002. Southwest chief rail line economic development, 14 rural tourism, and infrastructure repair and maintenance fund -15 creation - use of fund. (1) THE SOUTHWEST CHIEF RAIL LINE ECONOMIC 16 DEVELOPMENT, RURAL TOURISM, AND INFRASTRUCTURE REPAIR AND 17 MAINTENANCE FUND IS CREATED IN THE STATE TREASURY. THE FUND 18 CONSISTS OF ANY MONEYS, INCLUDING BUT NOT LIMITED TO ANY GIFTS, 19 GRANTS, OR DONATIONS, RECEIVED BY THE STATE FROM THE FEDERAL 20 GOVERNMENT, LOCAL GOVERNMENTS, PUBLIC-PRIVATE PARTNERSHIPS, OR 21 ANY OTHER PERSON, OR AS A RESULT OF ANY VOTER-APPROVED BALLOT 22 MEASURE, THAT ARE DEDICATED FOR THE PURPOSES OF ENSURING THAT 23 THE AMTRAK SOUTHWEST CHIEF RAIL LINE CONTINUES TO PASS THROUGH 24 COLORADO AND THAT AN ADDITIONAL STOP IN PUEBLO IS ADDED TO THE 25 LINE, AND ANY OTHER MONEYS THAT THE GENERAL ASSEMBLY MAY 26 APPROPRIATE OR TRANSFER TO THE FUND. INTEREST AND INCOME EARNED 27 ON THE DEPOSIT AND INVESTMENT OF MONEYS IN THE FUND AND ALL

1 UNENCUMBERED AND UNEXPENDED MONEYS IN THE FUND AT THE END OF 2 ANY FISCAL YEAR REMAIN IN THE FUND. SUBJECT TO ANNUAL 3 APPROPRIATION BY THE GENERAL ASSEMBLY, THE COMMISSION MAY 4 EXPEND MONEYS FROM THE FUND FOR ITS ADMINISTRATIVE AND STAFFING 5 EXPENSES AND FOR THE COSTS OF ANY NECESSARY STUDIES. SUBJECT TO 6 ANNUAL APPROPRIATION AND THE LIMITATIONS SET FORTH IN SUBSECTION 7 (2) OF THIS SECTION. THE COMMISSION MAY ALSO EXPEND MONEYS FROM 8 THE FUND FOR RAIL REPLACEMENT OR OTHER IMPROVEMENTS TO THE 9 PORTION OF THE BURLINGTON NORTHERN AND SANTA FE RAILWAY LINE 10 USED TO PROVIDE EXISTING AMTRAK SOUTHWEST CHIEF RAIL LINE 11 SERVICE IN COLORADO AND TO PAY COSTS ASSOCIATED WITH THE 12 EXPANSION OF SOUTHWEST CHIEF RAIL LINE SERVICE TO INCLUDE A STOP 13 IN PUEBLO.

14 (2) THE COMMISSION MAY ONLY EXPEND MONEYS FROM THE FUND
15 FOR THE PURPOSES OF RAIL REPLACEMENT OR OTHER IMPROVEMENTS OR
16 FOR COSTS ASSOCIATED WITH THE EXPANSION OF SOUTHWEST CHIEF RAIL
17 LINE SERVICE TO INCLUDE A STOP IN PUEBLO IF:

18 (a) AMTRAK CONFIRMS IN WRITING THAT THE SOUTHWEST CHIEF 19 RAIL LINE WILL CONTINUE TO STOP IN LAMAR, LA JUNTA, AND TRINIDAD, 20 THAT THE SOUTHWEST CHIEF RAIL LINE WILL ADD A REGULAR STOP IN 21 PUEBLO WITHIN FIVE YEARS FROM THE DATE THE COMMISSION FIRST 22 EXPENDS MONEYS FOR THOSE PURPOSES FROM THE FUND, AND THAT 23 AMTRAK WILL EXPLORE THE POTENTIAL BENEFITS, INCLUDING BUT NOT 24 LIMITED TO BENEFITS OF INCREASED TOURISM AND OTHER ECONOMIC 25 BENEFITS, OF ALSO ADDING A REGULAR STOP IN WALSENBURG; AND 26 (b) THE STATES OF KANSAS AND NEW MEXICO, AMTRAK, AND THE

27 BURLINGTON NORTHERN AND SANTA FE RAILWAY COMMIT IN WRITING TO

EXPEND AN AVERAGE AGGREGATE AMOUNT OF AT LEAST FIFTEEN MILLION
 TWO HUNDRED THOUSAND DOLLARS PER YEAR FOR EACH OF THE TEN
 YEARS BEGINNING WITH THE YEAR IN WHICH THE COMMISSION FIRST
 EXPENDS MONEYS FOR THOSE PURPOSES FROM THE FUND.

5 43-4-1003. Repeal of article. THIS ARTICLE IS REPEALED,
6 EFFECTIVE JULY 1, 2017.

7 SECTION 2. In Colorado Revised Statutes, 24-1-128.7, add (7)
8 as follows:

9 24-1-128.7. Department of transportation - creation - repeal.
10 (7) (a) THE SOUTHWEST CHIEF RAIL LINE ECONOMIC DEVELOPMENT,
11 RURAL TOURISM, AND INFRASTRUCTURE REPAIR AND MAINTENANCE
12 COMMISSION CREATED IN SECTION 43-4-1001 (4), C.R.S., SHALL EXERCISE
13 ITS POWERS AND PERFORM ITS DUTIES AND FUNCTIONS AS IF THE SAME
14 WERE TRANSFERRED BY A TYPE 1 TRANSFER, AS DEFINED IN SECTION
15 24-1-105, TO THE DEPARTMENT OF TRANSPORTATION.

16 (b) THIS SUBSECTION (7) IS REPEALED, EFFECTIVE JULY 1, 2017. 17 SECTION 3. Appropriation. In addition to any other 18 appropriation, there is hereby appropriated, out of any moneys in the chief 19 rail line economic development, rural tourism, and infrastructure repair 20 and maintenance fund created in section 43-4-1002, Colorado Revised 21 Statutes, not otherwise appropriated, to the department of transportation, 22 for the fiscal year beginning July 1, 2014, the sum of <u>\$5,279</u> and 0.1 FTE, 23 or so much thereof as may be necessary, for allocation for expenses 24 related to the southwest chief rail line economic development, rural 25 tourism, and infrastructure repair and maintenance commission created 26 in this act.

27 **SECTION 4.** Act subject to petition - effective date. This act

-11-

takes effect at 12:01 a.m. on the day following the expiration of the 1 2 ninety-day period after final adjournment of the general assembly (August 3 6, 2014, if adjournment sine die is on May 7, 2014); except that, if a 4 referendum petition is filed pursuant to section 1 (3) of article V of the state constitution against this act or an item, section, or part of this act 5 6 within such period, then the act, item, section, or part will not take effect unless approved by the people at the general election to be held in 7 November 2014 and, in such case, will take effect on the date of the 8 9 official declaration of the vote thereon by the governor.