

**First Regular Session
Seventieth General Assembly
STATE OF COLORADO**

ENGROSSED

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

LLS NO. 15-0005.02 Ed DeCecco x4216

HOUSE BILL 15-1057

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A BILL FOR AN ACT

101 **CONCERNING THE PROCESS FOR A STATEWIDE INITIATIVE TO BE**
102 **PLACED ON A BALLOT, AND, IN CONNECTION THEREWITH,**
103 **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 applies to the reengrossed version of this bill will be available at <http://www.leg.state.co.us/bills summaries>.)

Under current law, the director of research of the legislative council of the general assembly (director) is required to prepare a fiscal impact statement for each initiative in the ballot information booklet (blue book). This fiscal impact statement includes an abstract.

The bill requires the director to prepare an initial fiscal impact

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.
Capital letters indicate new material to be added to existing statute.
Dashes through the words indicate deletions from existing statute.

HOUSE
Amended 2nd Reading
May 1, 2015

statement for each initiative submitted to the title board and to further summarize the abstract into a 2-sentence fiscal impact summary. When preparing the initial fiscal impact statement, the director is required to consider the proponents' fiscal impact estimate, which the proponents are strongly encouraged to submit along with the initiative for review and comment.

The abstract from the initial fiscal impact statement must be printed at the beginning of an initiative petition section that is circulated for signatures and the fiscal impact summary must be printed on each succeeding section page. The director is also required to post the initial fiscal impact statement on legislative council staff's web site. When preparing the fiscal impact statement for the blue book, the director is permitted to update the initial fiscal impact statement.

The bill also requires the designated representatives of the initiative proponents to appear at all review and comment meetings. If either designated representative fails to appear at a review and comment meeting, the initiative is considered withdrawn, but the proponents are permitted to resubmit the initiative for another review and comment meeting.

1 *Be it enacted by the General Assembly of the State of Colorado:*

2 **SECTION 1.** In Colorado Revised Statutes, 1-40-102, **amend** (6)
3 as follows:

4 **1-40-102. Definitions.** As used in this article, unless the context
5 otherwise requires:


6 (6) "Section" means a bound compilation of initiative forms
7 approved by the secretary of state, which shall include pages that contain
8 the warning required by section 1-40-110 (1), the ballot title, THE
9 ABSTRACT REQUIRED BY SECTION 1-40-110 (3), and a copy of the
10 proposed measure; succeeding pages that contain the warning, the ballot
11 title, and ruled lines numbered consecutively for registered electors'
12 signatures; and a final page that contains the affidavit required by section
13 1-40-111 (2). Each section shall be consecutively prenumbered by the
14 petitioner prior to circulation.

1 **SECTION 2.** In Colorado Revised Statutes, 1-40-105, **amend** (1),
2 (2), and (4); and **add** (1.5) as follows:

3 **1-40-105. Filing procedure - review and comment meeting -**
4 **amendments - filing with secretary of state.** (1) The original
5 typewritten draft of every initiative petition for a proposed law or
6 amendment to the state constitution to be enacted by the people, before
7 it is signed by any elector, shall be submitted by the proponents of the
8 petition to the directors of the legislative council and the office of
9 legislative legal services for review and comment. Proponents are
10 encouraged to write such drafts in plain, nontechnical language and in a
11 clear and coherent manner using words with common and everyday
12 meaning ~~which~~ THAT are understandable to the average reader. Upon
13 request, any agency in the executive department shall assist in reviewing
14 and preparing comments on the petition. No later than two weeks after the
15 date of submission of the original draft, unless it is withdrawn by the
16 proponents, the directors of the legislative council and the office of
17 legislative legal services, or their designees, shall render their comments
18 to the proponents of the petition concerning the format or contents of the
19 petition at a REVIEW AND COMMENT meeting THAT IS open to the public.
20 Where appropriate, such comments shall also contain suggested editorial
21 changes to promote compliance with the plain language provisions of this
22 section. Except with the permission of the proponents, the comments shall
23 not be disclosed to any person other than the proponents prior to the
24 ~~public~~ REVIEW AND COMMENT meeting. ~~with the proponents of the~~
25 ~~petition.~~

26 (1.5) BOTH DESIGNATED REPRESENTATIVES OF THE PROPONENTS
27 MUST APPEAR AT ALL REVIEW AND COMMENT MEETINGS. IF EITHER

1 DESIGNATED REPRESENTATIVE FAILS TO ATTEND A MEETING, THE
2 MEASURE IS CONSIDERED WITHDRAWN BY THE PROPONENTS. IF ONE OF THE
3 TWO DESIGNATED REPRESENTATIVES FAILS TO ATTEND THE REVIEW AND
4 COMMENT MEETING, THE PETITION IS DEEMED TO BE AUTOMATICALLY
5 RESUBMITTED TO THE DIRECTORS OF THE LEGISLATIVE COUNCIL AND THE
6 OFFICE OF LEGISLATIVE LEGAL SERVICES FOR REVIEW AND COMMENT,
7 UNLESS THE DESIGNATED REPRESENTATIVE PRESENT OBJECTS TO THE
8 AUTOMATIC RESUBMISSION. NO LATER THAN FIVE BUSINESS DAYS AFTER
9 THE RESUBMISSION, THE DIRECTORS SHALL CONDUCT A REVIEW AND
10 COMMENT MEETING IN ACCORDANCE WITH THE REQUIREMENTS OF THIS
11 SECTION. IF BOTH DESIGNATED REPRESENTATIVES FAIL TO ATTEND THE
12 REVIEW AND COMMENT MEETING OR IF THE DESIGNATED REPRESENTATIVE
13 PRESENT OBJECTS TO THE AUTOMATIC RESUBMISSION, THE PROPONENTS
14 MAY THEREAFTER RESUBMIT THE INITIATIVE PETITION IN ACCORDANCE
15 WITH SUBSECTION (1) OF THIS SECTION.

16 

17 (2) After the ~~public~~ REVIEW AND COMMENT meeting but before
18 submission to the secretary of state for title setting, the proponents may
19 amend the petition in response to some or all of the comments of the
20 directors of the legislative council and the office of legislative legal
21 services, or their designees. If any substantial amendment is made to the
22 petition, other than an amendment in direct response to the comments of
23 the directors of the legislative council and the office of legislative legal
24 services, the amended petition ~~shall~~ MUST be resubmitted to the directors
25 for comment in accordance with subsection (1) of this section prior to
26 submittal to the secretary of state as provided in subsection (4) of this
27 section. If the directors have no additional comments concerning the

1 amended petition, they may so notify the proponents in writing, and, in
2 such case, a ~~hearing~~ REVIEW AND COMMENT MEETING on the amended
3 petition pursuant to subsection (1) of this section is not required.

4 (4) After the ~~conference~~ REVIEW AND COMMENT MEETING
5 provided in subsections (1) and (2) of this section, a copy of the original
6 typewritten draft submitted to the directors of the legislative council and
7 the office of legislative legal services; a copy of the amended draft with
8 changes highlighted or otherwise indicated, if any amendments were
9 made following the last ~~conference~~ REVIEW AND COMMENT MEETING
10 conducted pursuant to subsections (1) and (2) of this section; ■ ■ ■
11 and an original final draft ~~which~~ THAT gives the final language for
12 printing shall be submitted to the secretary of state without any title,
13 submission clause, or ballot title providing the designation by which the
14 voters shall express their choice for or against the proposed law or
15 constitutional amendment.

16 **SECTION 3.** In Colorado Revised Statutes, **add** 1-40-105.5 as
17 follows:

18 **1-40-105.5. Initial fiscal impact statement - definitions.** (1) AS
19 USED IN THIS SECTION, UNLESS THE CONTEXT OTHERWISE REQUIRES,
20 "DIRECTOR" MEANS THE DIRECTOR OF RESEARCH OF THE LEGISLATIVE
21 COUNCIL OF THE GENERAL ASSEMBLY.

22 (2) (a) FOR EVERY INITIATED MEASURE PROPERLY SUBMITTED TO
23 THE TITLE BOARD UNDER SECTION 1-40-106, THE DIRECTOR SHALL
24 PREPARE AN INITIAL FISCAL IMPACT STATEMENT, TAKING INTO
25 CONSIDERATION ANY FISCAL IMPACT ESTIMATE SUBMITTED BY THE
26 DESIGNATED REPRESENTATIVES OF THE PROPONENTS OR OTHER
27 INTERESTED PERSON THAT IS SUBMITTED IN ACCORDANCE WITH

1 PARAGRAPH (b) OF THIS SUBSECTION (2), THE OFFICE OF STATE PLANNING
2 AND BUDGETING, AND THE DEPARTMENT OF LOCAL AFFAIRS. THE
3 DIRECTOR SHALL PROVIDE THE DESIGNATED REPRESENTATIVES OF THE
4 PROPONENTS AND THE SECRETARY OF STATE WITH THE IMPACT
5 STATEMENT NO LATER THAN THE TIME OF THE TITLE BOARD MEETING AT
6 WHICH THE PROPOSED INITIATED MEASURE IS TO BE CONSIDERED. THE
7 TITLE BOARD SHALL NOT CONDUCT A HEARING ON THE IMPACT STATEMENT
8 AT THIS TITLE BOARD MEETING, AND THE DIRECTOR'S ABSTRACT THAT IS
9 INCLUDED IN THE IMPACT STATEMENT IS FINAL, UNLESS MODIFIED IN
10 ACCORDANCE WITH SECTION 1-40-107. THE DIRECTOR SHALL ALSO POST
11 THE STATEMENT ON THE LEGISLATIVE COUNCIL STAFF WEB SITE ON THE
12 SAME DAY THAT IT IS PROVIDED TO THE DESIGNATED REPRESENTATIVES OF
13 THE PROPONENTS.

14 (b) THE DESIGNATED REPRESENTATIVES OF THE PROPONENTS OR
15 ANY OTHER INTERESTED PERSON MAY SUBMIT A FISCAL IMPACT ESTIMATE
16 THAT INCLUDES AN ESTIMATE OF THE EFFECT THE MEASURE WILL HAVE ON
17 STATE AND LOCAL GOVERNMENT REVENUES, EXPENDITURES, TAXES, AND
18 FISCAL LIABILITIES IF IT IS ENACTED. THE DIRECTOR SHALL CONSIDER
19 THESE ESTIMATES AND THE BASES THEREON WHEN PREPARING THE INITIAL
20 FISCAL IMPACT STATEMENT.

21 (c) THE INITIAL FISCAL IMPACT STATEMENT MUST:

22 (I) BE SUBSTANTIALLY SIMILAR IN FORM AND CONTENT TO THE
23 FISCAL NOTES PROVIDED BY THE LEGISLATIVE COUNCIL OF THE GENERAL
24 ASSEMBLY FOR LEGISLATIVE MEASURES PURSUANT TO SECTION 2-2-322,
25 C.R.S.;

26 (II) INDICATE WHETHER THERE IS A FISCAL IMPACT FOR THE
27 INITIATED MEASURE; AND

1 (III) INCLUDE AN ABSTRACT DESCRIBED IN SUBSECTION (3) OF THIS
2 SECTION.

3 (3) THE ABSTRACT MUST INCLUDE:

4 (a) AN ESTIMATE OF THE EFFECT THE MEASURE WILL HAVE ON
5 STATE AND LOCAL GOVERNMENT REVENUES, EXPENDITURES, TAXES, AND
6 FISCAL LIABILITIES IF THE MEASURE IS ENACTED;

7 (b) A STATEMENT OF THE MEASURE'S ECONOMIC BENEFITS FOR
8 ALL COLORADANS;

9 (c) AN ESTIMATE OF THE AMOUNT OF ANY STATE AND LOCAL
10 GOVERNMENT RECURRING EXPENDITURES OR FISCAL LIABILITIES IF THE
11 MEASURE IS ENACTED;

12 (d) FOR ANY INITIATED MEASURE THAT MODIFIES THE STATE TAX
13 LAWS, AN ESTIMATE, IF FEASIBLE, OF THE IMPACT TO THE AVERAGE
14 TAXPAYER IF THE MEASURE IS ENACTED; AND

15 (e) THE FOLLOWING STATEMENT: "THE ABSTRACT INCLUDES
16 ESTIMATES OF THE FISCAL IMPACT OF THE PROPOSED INITIATIVE. IF THIS
17 INITIATIVE IS TO BE PLACED ON THE BALLOT, LEGISLATIVE COUNCIL STAFF
18 WILL PREPARE NEW ESTIMATES AS PART OF A FISCAL IMPACT STATEMENT,
19 WHICH INCLUDES AN ABSTRACT OF THAT INFORMATION. ALL FISCAL
20 IMPACT STATEMENTS ARE AVAILABLE AT
21 WWW.COLORADOBLUEBOOK.COM AND THE ABSTRACT WILL BE INCLUDED
22 IN THE BALLOT INFORMATION BOOKLET THAT IS PREPARED FOR THE
23 INITIATIVE."

24 (4) THE ABSTRACT FOR A MEASURE, AS AMENDED IN ACCORDANCE
25 WITH SECTION 1-40-107, MUST BE INCLUDED IN A PETITION SECTION AS
26 PROVIDED IN SECTION 1-40-110 (3).

27 (5) NEITHER THE LEGISLATIVE COUNCIL OF THE GENERAL

1 ASSEMBLY NOR ITS EXECUTIVE COMMITTEE MAY MODIFY THE INITIAL
2 FISCAL IMPACT STATEMENT PREPARED BY THE DIRECTOR. THIS
3 RESTRICTION DOES NOT APPLY TO THE FINAL FISCAL IMPACT STATEMENT
4 PREPARED IN ACCORDANCE WITH SECTION 1-40-124.5.

5 (6) AT THE SAME TIME THE DIRECTOR POSTS THE INITIAL FISCAL
6 IMPACT STATEMENT ON THE LEGISLATIVE COUNCIL WEB SITE, HE OR SHE
7 SHALL ALSO POST ON THE WEB SITE ALL FISCAL IMPACT ESTIMATES
8 RECEIVED IN ACCORDANCE WITH PARAGRAPH (b) OF SUBSECTION (2) OF
9 THIS SECTION.

10 **SECTION 4.** In Colorado Revised Statutes, 1-40-107, **amend** (1)
11 (a), (1) (b), (2), and (4); and **add** (5.5) as follows:

12 **1-40-107. Rehearing - appeal - fees - signing.** (1) (a) (I) Any
13 person presenting an initiative petition or any registered elector who is not
14 satisfied with a decision of the title board with respect to whether a
15 petition contains more than a single subject pursuant to section
16 1-40-106.5, or who is not satisfied with the titles and submission clause
17 provided by the title board and who claims that they are unfair or that they
18 do not fairly express the true meaning and intent of the proposed state law
19 or constitutional amendment may file a motion for a rehearing with the
20 secretary of state within seven days after the decision is made or the titles
21 and submission clause are set.

22 (II) THE DESIGNATED REPRESENTATIVES OF THE PROPONENTS OR
23 ANY REGISTERED ELECTOR WHO IS NOT SATISFIED WITH THE ABSTRACT
24 PREPARED BY THE DIRECTOR OF RESEARCH OF THE LEGISLATIVE COUNCIL
25 OF THE GENERAL ASSEMBLY IN ACCORDANCE WITH SECTION 1-40-105.5
26 MAY FILE A MOTION FOR A REHEARING WITH THE SECRETARY OF STATE
27 WITHIN SEVEN DAYS AFTER THE TITLES AND SUBMISSION CLAUSE FOR THE

1 INITIATIVE PETITION ARE SET ON THE GROUNDS THAT:

2 (A) AN ESTIMATE INCLUDED IN THE ABSTRACT IS INCORRECT;

3 (B) THE ABSTRACT IS MISLEADING OR PREJUDICIAL; OR

4 (C) THE ABSTRACT DOES NOT COMPLY WITH THE REQUIREMENTS
5 SET FORTH IN SECTION 1-40-105.5 (3).

6 (b) A motion for rehearing must be typewritten and set forth with
7 particularity the grounds for rehearing. If the motion claims that the
8 petition contains more than a single subject, then the motion must, at a
9 minimum, include a short and plain statement of the reasons for the claim.
10 If the motion claims that the title and submission clause set by the title
11 board are unfair or that they do not fairly express the true meaning and
12 intent of the proposed state law or constitutional amendment, then the
13 motion must identify the specific wording that is challenged. IF THE
14 MOTION CLAIMS THAT AN ESTIMATE IN THE ABSTRACT IS INCORRECT, THE
15 MOTION MUST INCLUDE DOCUMENTATION THAT SUPPORTS A DIFFERENT
16 ESTIMATE. IF THE MOTION CLAIMS THAT THE ABSTRACT IS MISLEADING OR
17 PREJUDICIAL OR DOES NOT COMPLY WITH THE STATUTORY REQUIREMENTS,
18 THE MOTION MUST SPECIFICALLY IDENTIFY THE SPECIFIC WORDING THAT
19 IS CHALLENGED OR THE REQUIREMENT AT ISSUE. THE TITLE BOARD MAY
20 MODIFY THE ABSTRACT BASED ON INFORMATION PRESENTED AT THE
21 REHEARING.

22 (2) If any person presenting an initiative petition for which a
23 motion for a rehearing is filed, any registered elector who filed a motion
24 for a rehearing pursuant to subsection (1) of this section, or any other
25 registered elector who appeared before the title board in support of or in
26 opposition to a motion for rehearing is not satisfied with the ruling of the
27 title board upon the motion, then the secretary of state shall furnish such

1 person, upon request, a certified copy of the petition with the titles and
2 submission clause of the proposed law or constitutional amendment OR
3 THE ABSTRACT, together with a certified copy of the motion for rehearing
4 and of the ruling thereon. If filed with the clerk of the supreme court
5 within seven days thereafter, the matter shall be disposed of promptly,
6 consistent with the rights of the parties, either affirming the action of the
7 title board or reversing it, in which latter case the court shall remand it
8 with instructions, pointing out where the title board is in error.

9 (4) No petition for any initiative measure shall be circulated nor
10 any signature thereto have any force or effect which has been signed
11 before the titles and submission clause have been fixed and determined
12 as provided in section 1-40-106 and this section, OR BEFORE THE
13 ABSTRACT HAS BEEN FIXED AND DETERMINED AS PROVIDED IN SECTION
14 1-40-105.5 AND THIS SECTION.

15 (5.5) IF THE TITLE BOARD MODIFIES THE ABSTRACT PURSUANT TO
16 THIS SECTION, THE SECRETARY OF STATE SHALL PROVIDE THE DIRECTOR
17 OF RESEARCH OF THE LEGISLATIVE COUNCIL OF THE GENERAL ASSEMBLY
18 WITH A COPY OF THE AMENDED ABSTRACT, AND THE DIRECTOR SHALL POST
19 THE NEW VERSION OF THE ABSTRACT ON THE LEGISLATIVE COUNCIL WEB
20 SITE.

21 **SECTION 5.** In Colorado Revised Statutes, 1-40-110, **amend** (1);
22 and **add** (3) as follows:

23 **1-40-110. Warning - ballot title.** (1) At the top of each page of
24 every initiative or referendum petition section shall be printed, in a form
25 as prescribed by the secretary of state, the following:

26 **WARNING:**
27 **IT IS AGAINST THE LAW:**

1 **For anyone to sign any initiative or referendum petition**
2 **with any name other than his or her own or to**
3 **knowingly sign his or her name more than once for the**
4 **same measure or to knowingly sign a petition when not**
5 **a registered elector who is eligible to vote on the**
6 **measure.**

7 **DO NOT SIGN THIS PETITION UNLESS YOU ARE**
8 **A REGISTERED ELECTOR AND ELIGIBLE TO**
9 **VOTE ON THIS MEASURE. TO BE A REGISTERED**
10 **ELECTOR, YOU MUST BE A CITIZEN OF**
11 **COLORADO AND REGISTERED TO VOTE.**

12 **Before signing this petition, you are encouraged to read**
13 **the text or the title of the proposed initiative or referred**
14 **measure. YOU ARE ALSO ENCOURAGED TO READ**
15 **THE ABSTRACT OF THE INITIAL FISCAL**
16 **IMPACT STATEMENT THAT IS INCLUDED AT**
17 **THE BEGINNING OF THIS PETITION.**

18 **By signing this petition, you are indicating that you**
19 **want this measure to be included on the ballot as a**
20 **proposed change to the (Colorado**
21 **constitution/Colorado Revised Statutes). If a sufficient**
22 **number of registered electors sign this petition, this**
23 **measure will appear on the ballot at the November**
24 **(year) election.**

25 (3) FOR A PETITION SECTION FOR A MEASURE TO BE VALID, THE
26 ABSTRACT PREPARED IN ACCORDANCE WITH SECTION 1-40-105.5 (3) MUST
27 BE PRINTED ON THE FIRST PAGE OF AN INITIATIVE PETITION SECTION.

1 **SECTION 6.** In Colorado Revised Statutes, 1-40-124.5, **add** (1)
2 (d) as follows:

3 **1-40-124.5. Ballot information booklet.** (1) (d) THE DIRECTOR
4 OF RESEARCH OF THE LEGISLATIVE COUNCIL OF THE GENERAL ASSEMBLY
5 MAY UPDATE THE INITIAL FISCAL IMPACT STATEMENT PREPARED IN
6 ACCORDANCE WITH SECTION 1-40-105.5 WHEN PREPARING THE FISCAL
7 IMPACT STATEMENT REQUIRED BY THIS SUBSECTION (1).

8 **SECTION 7.** In Colorado Revised Statutes, 24-6-301, **amend**
9 (1.7) (a) and **add** (3.5) (a) (II.5) as follows:

10 **24-6-301. Definitions - legislative declaration - repeal.** As used
11 in this part 3, unless the context otherwise requires:

12 (1.7) "Covered official" means:

13 (a) For the type of lobbying defined in subparagraphs (I), **and**
14 (II.5), **AND** (III) of paragraph (a) of subsection (3.5) of this section, the
15 governor, the lieutenant governor, **or** a member of the general assembly,
16 **OR THE DIRECTOR OF RESEARCH OF THE LEGISLATIVE COUNCIL OF THE**
17 **GENERAL ASSEMBLY OR ANY MEMBER OF LEGISLATIVE COUNCIL STAFF;**

18 (3.5) (a) "Lobbying" means communicating directly, or soliciting
19 others to communicate, with a covered official for the purpose of aiding
20 in or influencing:

21 (II.5) **THE PREPARATION OF AN INITIAL FISCAL IMPACT STATEMENT**
22 **REQUIRED BY SECTION 1-40-105.5, C.R.S.**

23 **SECTION 8. Appropriation.** For the 2015-16 state fiscal year,
24 \$18,414 is appropriated to the legislative department for use by the
25 legislative council staff. This appropriation is from the general fund and
26 is based on an assumption that the legislative council staff will require an
27 additional 0.3 FTE. To implement this act, the legislative council staff

1 may use this appropriation for the preparation of fiscal impact statements
2 for all citizen-initiated measures submitted to the title board.

3 **SECTION 9. Act subject to petition - effective date -**
4 **applicability.** (1) This act takes effect March 26, 2016; except that, if a
5 referendum petition is filed pursuant to section 1 (3) of article V of the
6 state constitution against this act or an item, section, or part of this act
7 within the ninety-day period after final adjournment of the general
8 assembly, then the act, item, section, or part will not take effect unless
9 approved by the people at the general election to be held in November
10 2016 and, in such case, will take effect on the date of the official
11 declaration of the vote thereon by the governor.

12 (2) This act applies to initiatives that are submitted for review and
13 comment on or after the applicable effective date of this act.